Interstate BRIDGE Replacement Program

Historic Built Environment Technical Report

March 2026

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ACRONYMS AND ABBREVIATIONS

Acronym/Abbreviation	Definition
AASHTO	American Association of State Highway and Transportation Officials
ACHP	Advisory Council on Historic Preservation
APE	area of potential effects
Baseline Survey	Historic Built Environment Baseline Survey
BMP	best management practice
BRT	bus rapid transit
CCFS	Columbia Corridor Flood Safety
C-D	collector-distributor
CFR	Code of Federal Regulations
CRC	Columbia River Crossing
CTR	Commute Trip Reduction
C-TRAN	Clark County Public Transit Benefit Area Authority
DAHP	Department of Archaeology and Historic Preservation
DOE	Determination of Eligibility
EIS	environmental impact statement
FHWA	Federal Highway Administration
FOE	Finding of Effect
FTA	Federal Transit Administration
HBC	Hudson's Bay Company
HBE	historic built environment
IBR	Interstate Bridge Replacement
I-5	Interstate 5
LPA	Locally Preferred Alternative

Acronym/Abbreviation	Definition
LRT	light-rail transit
LRV	light-rail vehicle
Map ID Number	Map Identification Number
MAX	Metropolitan Area Express
Modified LPA	Modified Locally Preferred Alternative
NARA	National Archives and Record Administration
NAVD 88	North American Vertical Datum of 1988
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NHS	National Historic Site
NPS	National Park Service
NRHP	National Register of Historic Places
ODOT	Oregon Department of Transportation
OHSD	Oregon Historic Sites Database
OMF	Operations and Maintenance Facility
ORS	Oregon Revised Statutes
OTC	Oregon Transportation Commission
PA	programmatic agreement
PMLS	Portland Metro Levee System
PNCD	Preliminary Navigation Clearance Determination
ROD	Record of Decision
RTC	Southwest Washington Regional Transportation Council
RTP	Regional Transportation Plan
SEIS	supplemental environmental impact statement

Acronym/Abbreviation	Definition
SHPO	State Historic Preservation Office
SOI	Secretary of the Interior
SOV	single-occupancy vehicle
SR	State Route
TPSs	traction power substation
TriMet	Tri-County Metropolitan Transportation District of Oregon
UFSWQD	Urban Flood Safety and Water Quality District
USACE	U.S. Army Corps of Engineers
U.S.C.	United States Code
USCG	U.S. Coast Guard
USDOT	U.S. Department of Transportation
USDOT Act	U.S. Department of Transportation Act of 1966
VNHR	Vancouver National Historic Reserve
WillametteCRA	Willamette Cultural Resources Associates, Ltd.
WISAARD	Washington Information System for Architectural and Archaeological Records Data
WSDOT	Washington State Department of Transportation
WSTC	Washington State Transportation Commission

1. PROGRAM OVERVIEW

This technical report presents the National Register of Historic Places (NRHP) eligibility evaluations of historic built environment (HBE) properties and assesses known and anticipated effects on these properties that would result from the proposed Interstate Bridge Replacement (IBR) Program's Modified Locally Preferred Alternative (Modified LPA). Historic properties include any prehistoric or historic district, site, building, structure, or object included on, or eligible for inclusion on, the NRHP (54 United States Code [U.S.C.] § 300308). This report discusses only the HBE, which consists of intact (non-ruinous) historic properties. Discussion of archaeological resources is in the Archaeology Technical Report.

The construction and operation of transportation infrastructure, such as that proposed by the IBR Program, can have effects on historic properties within or near the project's footprint. Where possible, the design of the Modified LPA would avoid and/or minimize these effects when they are found to be adverse according to the Criteria of Adverse Effects (36 Code of Federal Regulations [CFR] § 800.5).

This document has been prepared to summarize compliance with Section 106 of the National Historic Preservation Act (NHPA). The IBR Program is receiving federal assistance from the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA), the co-lead federal agencies for Section 106. The co-lead federal agencies have determined that the IBR Program has the potential to cause effects on historic properties. As such, the IBR Program is considered an undertaking under Section 106.

The findings of this report will be applied to support the Section 4(f) (of the U.S. Department of Transportation (USDOT) Act) analysis.

The objectives of this report are as follows:

- Describe the area of potential effects (APE) and identify the methods of data collection and evaluation used for the analysis (Chapter 2).
- Describe existing HBE properties within the APE (Chapter 3).
- Discuss potential effects on historic properties resulting from construction and operation of the Modified LPA in comparison to the No-Build Alternative (Chapter 4).
- Discuss upcoming development of mitigation measures to help prevent, eliminate, or minimize potential effects on historic properties from the Modified LPA (Chapter 5).
- Discuss the ongoing development of the Programmatic Agreement (PA) to complete Section 106 and resolve Adverse Effects (Chapter 6).

The IBR Program is a continuation of the previously suspended Columbia River Crossing (CRC) project with the same purpose to replace the aging Interstate Bridge across the Columbia River with a modern, seismically resilient multimodal structure. The proposed infrastructure improvements are located along a 5-mile stretch of the Interstate 5 (I-5) corridor that extends from approximately Victory Boulevard in Portland to State Route (SR) 500 in Vancouver, as shown in Figure 1-1.

Figure 1-1. IBR Program Location Overview

1.1 Components of the Modified LPA

The basic proposed components of the Modified LPA[1] include:

- A new pair of Columbia River bridges—one for northbound and one for southbound travel—built west of the existing bridge. The new bridges would each include three through lanes, safety shoulders, and one auxiliary lane in each direction. When all highway, transit, and active transportation would be moved to the new Columbia River bridges, the existing

[1] All transportation facilities would be designed to current AASHTO, WSDOT, and ODOT specifications.

Interstate Bridge (both spans) would be removed.[2] The primary navigation channel would be relocated approximately 500 feet south (measured by the channel centerline) of its existing location near the Vancouver shoreline.

- A 1.9-mile light-rail transit (LRT) extension of the current Metropolitan Area Express (MAX) Yellow Line from the Expo Center MAX Station in North Portland, where it currently ends, to a terminus near Evergreen Boulevard in Vancouver. Improvements would include new stations at Hayden Island, downtown Vancouver (Waterfront Station), and near Evergreen Boulevard (Evergreen Station), as well as reconstruction of the existing Expo Center MAX Station. The Tri-County Metropolitan Transportation District of Oregon (TriMet), which operates the MAX system, would also operate the Yellow Line extension.
- Associated LRT improvements such as traction power substations (TPSS),[3] an overhead catenary system, signal and communications support facilities, an overnight light-rail vehicle (LRV) facility at the Expo Center, 19 new LRVs, and an expanded maintenance facility at TriMet's existing Ruby Junction Light-Rail Operations and Maintenance Facility (OMF).
- Connections to local bus transit service, including bus rapid transit (BRT) and express bus routes, in collaboration with the Clark County Public Transit Benefit Area Authority (C-TRAN), in addition to the proposed new LRT service.
- Shoulders on I-5 from Interstate Avenue/Victory Boulevard to SR 500/39th Street to accommodate express bus-on-shoulder service in each direction.
- Associated bus transit service improvements, including three additional bus bays for new buses at the existing C-TRAN OMF (see Section 1.1.7, Transit Operating Characteristics, for more information about this service).
- Improvements to seven I-5 interchanges and I-5 mainline improvements between Interstate Avenue/ Victory Boulevard in Portland and SR 500/39th Street in Vancouver. Some adjacent local streets would be reconfigured to complement the new interchange designs and improve local east-west connections.
- Six new adjacent bridges across North Portland Harbor: one on the east side of the existing I-5 North Portland Harbor bridge and five on the west side or overlapping with the existing bridge (which would be removed). The bridges would carry (from west to east) LRT tracks, southbound I-5 off-ramp to Marine Drive, southbound I-5 mainline, northbound I-5 mainline, northbound I-5 on-ramp from Marine Drive, and an arterial bridge for local traffic to Hayden Island with a shared-use path for pedestrians and bicyclists.
- A variety of improvements for people who walk, bike, and roll throughout the study area, including a system of shared-use paths, bicycle lanes, sidewalks, enhanced wayfinding, and facility improvements to comply with the Americans with Disabilities Act. These are referred to in this document as "active transportation improvements."

[2] For purposes of this report, the existing I-5 bridges over the Columbia River are referred to as the "Interstate Bridge." The new replacement I-5 bridges over the Columbia River are referred to as the "Columbia River bridges."

[3] Each TPSS would be approximately 75 feet by 50 feet, including parking and access areas.

- Variable-rate tolling, including signage and equipment, for motorists using the river crossing as a demand-management and financing tool.

In addition to the basic components described above, the Modified LPA includes five sets of design options. The design options are related to (1) the number of auxiliary lanes; (2) the bridge configuration; (3) the presence of the C Street ramps; (4) the I-5 alignment in downtown Vancouver; and (5) the park and rides. The Recommended Design Options are identified with bold text and an asterisk in Table 1-1.

- **Auxiliary Lanes.** Options for one or two auxiliary lanes. Auxiliary lanes are ramp-to-ramp connections on the highway that improve interchange safety by providing drivers with more space and time to merge, diverge, and weave at highway access points.
  - The one auxiliary lane design option would extend across the Columbia River bridges between the Marine Drive interchange and the Mill Plain Boulevard interchange.
  - The two auxiliary lane design option would extend a second auxiliary lane in each direction of I-5 in addition to the one auxiliary lane included in the Modified LPA. The second auxiliary lane would also extend across the Columbia River bridges in addition to and in combination with the existing auxiliary lanes from approximately Interstate Avenue/Victory Boulevard to SR 500/39th Street.
- **Bridge Configurations.** Three bridge configurations are under consideration.
  - Double-deck fixed-span bridges: 116 feet of vertical navigation clearance over the primary navigation channel.
  - Single-level fixed-span bridges: 116 feet of vertical navigation clearance over the primary navigation channel.
  - Single-level movable-span bridges: with the movable spans over the primary navigation channel: 178 feet of vertical navigation clearance in the open position and 90 feet in the closed position (the north barge channel would have 99 feet of vertical navigation clearance and the south barge channel would have 90 feet of vertical navigation clearance).
- **C Street Ramps.** Options that retain or eliminate the existing C Street ramps in downtown Vancouver.
- **I-5 Alignment in Downtown Vancouver.** Options that maintain the I-5 mainline at its current location or shift the I-5 mainline up to 40 feet westward in downtown Vancouver between the SR 14 interchange and Mill Plain Boulevard interchange.
- **Park and Rides.** Options to provide parking capacity to accommodate 1,270 vehicles at designated park and rides near the Waterfront Station and Evergreen Station to serve LRT riders.

Table 1-1. Modified LPA Design Options

Modified LPA Component	Design Options
Auxiliary lanes	• **One auxiliary lane in each direction on the new Columbia River bridges and nearby sections of I-5*** • Two auxiliary lanes in each direction of I-5 would extend across the Columbia River bridges in addition to and in combination with existing auxiliary lanes from approximately Interstate Avenue/Victory Boulevard to SR 500/39th Street
Bridge configuration	• Double-deck fixed-span bridge configuration • **Single-level fixed-span bridge configuration*** • Single-level movable-span bridge configuration
C Street ramps	• **With C Street ramps*** • Without C Street ramps
I-5 Alignment in downtown Vancouver	• **Centered I-5 alignment*** • Westward shift of I-5 alignment

Park and Rides	• Provide parking capacity to accommodate 1,270 vehicles distributed across just two park and rides: one park and ride with 570 parking spaces near the Waterfront Station and one park and ride with 700 parking spaces near the Evergreen Station. The locations for park and rides that were evaluated included:
	  ➢ Potential Waterfront Station park and rides
	  ▪ Columbia Way (below I-5)
	  ▪ Columbia Street/SR 14
	  ▪ Columbia Street/Phil Arnold Way
	  ➢ Potential Evergreen Station park and rides
	  ▪ Library Square
	  ▪ Columbia Credit Union
	• **Provide parking capacity to accommodate 1,270 vehicles dispersed among five park and rides listed above *[a]**

Notes:

* Recommended Design Options are in bold.

a Depending on final design considerations, the decision may be made to use fewer than the five sites. The analysis assumes all five sites as it encompasses all physical impacts.

The transportation improvements proposed for the Modified LPA and the design options are shown in Figure 1-2. The Modified LPA includes all of the components listed above. If there are differences in environmental effects or benefits between the design options, they are identified in the sections below.

Section 1.1.1, Interstate 5 Mainline, describes the overall configuration of the I-5 mainline through the study area, and Sections 1.1.2, Portland Mainland and Hayden Island (Subarea A), through Section 1.1.5, Upper Vancouver (Subarea D), provide additional detail on four geographic subareas (A through D), which are shown on Figure 1-3. In each subarea, improvements to I-5, its interchanges, and the local roadways are described first, followed by transit and active transportation improvements. Design options are described under separate headings in the subareas in which they would be located. The description of the Modified LPA and design options are based on conceptual design and are subject to refinement as the design is finalized. The IBR Program will continue to consult with regulatory agencies, local agencies with jurisdiction, and tribes to seek opportunities for improvements and avoidance and minimization of impacts.

Figure 1-2. Modified LPA Components

Figure 1-3. Modified LPA – Geographic Subareas

1.1.1 Interstate 5 Mainline

Today, within the 5-mile corridor, I-5 has three, typically 12-foot-wide, through lanes in each direction, an approximately 6- to 12-foot-wide inside shoulder, and an approximately 6- to 12-foot-wide outside shoulder, with the exception of the Interstate Bridge, which has approximately 1- to 2-foot-wide inside and outside shoulders. There are currently intermittent one and two auxiliary lane sections between the Victory Boulevard and Hayden Island interchanges in Oregon and between SR 14 and SR 500 in Washington.

The Modified LPA would include three 12-foot through lanes from Interstate Avenue/Victory Boulevard to SR 500/39th Street and one or two 12-foot auxiliary lanes, as detailed below and shown on Figure 1-4. Many of the existing auxiliary lanes on I-5 between the SR 14 and Main Street interchanges in Vancouver would remain, although they would be reconfigured. The existing auxiliary lanes between the Victory Boulevard and Hayden Island interchanges would be replaced with changes to

on- and off-ramps and interchange reconfigurations. The existing Interstate Bridge over the Columbia River does not have auxiliary lanes; the Modified LPA would add one or two auxiliary lanes in each direction across the new Columbia River bridges.

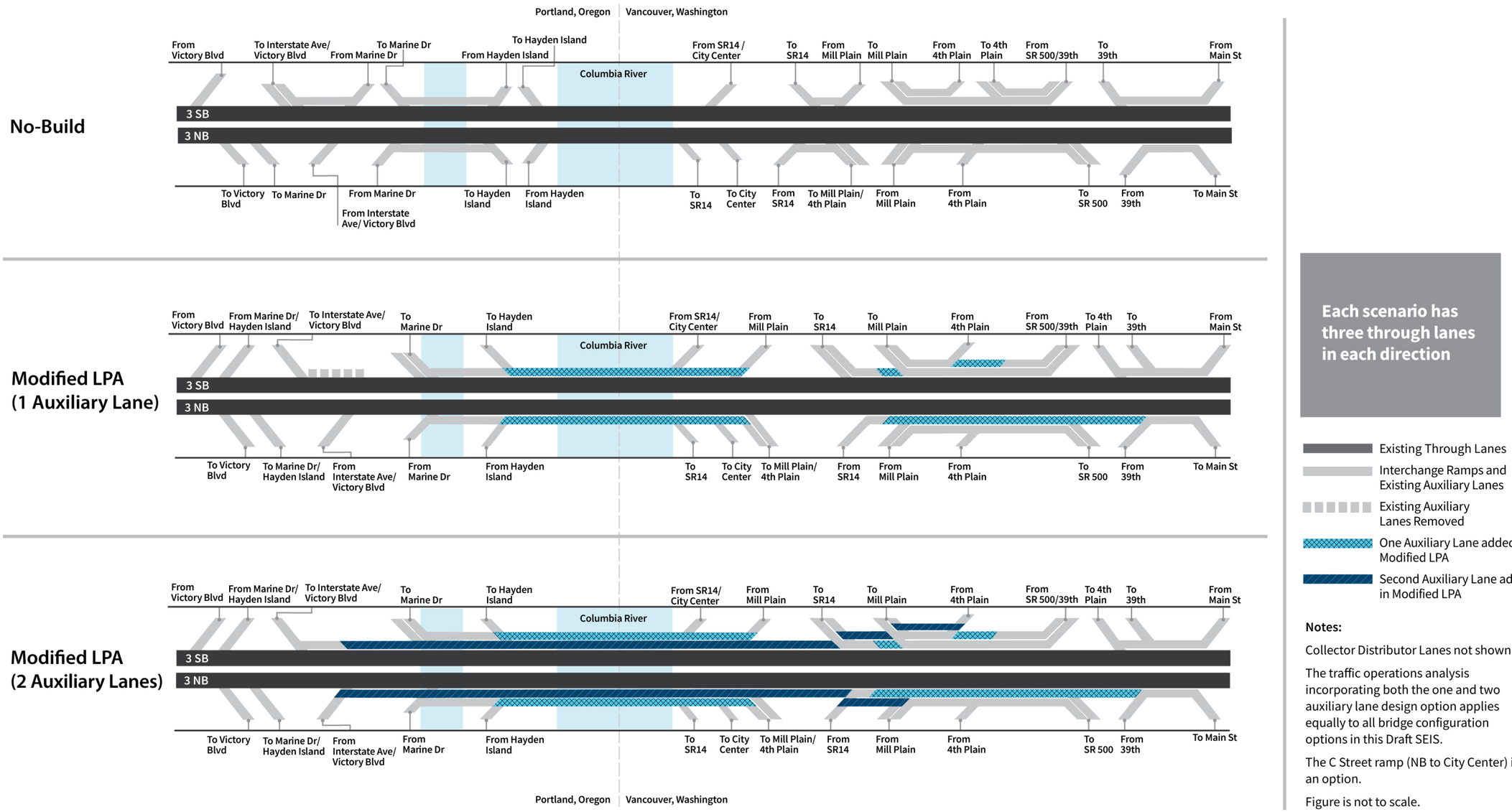
The Modified LPA would also include shoulders (11- to 14-foot inside shoulders and 10- to 14-foot outside shoulders) to be consistent with the design standards of the Oregon Department of Transportation (ODOT) and Washington State Department of Transportation (WSDOT). The inside shoulder would be used by express bus service to bypass mainline congestion, known as "bus on shoulder" (refer to Section 1.1.7, Transit Operating Characteristics). The shoulder would be available for express bus service when general-purpose speeds are below 35 miles per hour.

1.1.1.1 Auxiliary Lane Design Options

The Modified LPA includes design options for one auxiliary lane in each direction or two auxiliary lanes in each direction across the Columbia River bridges in addition to and in combination with existing auxiliary lanes in the area. The one auxiliary lane design option would include an auxiliary lane in each direction across the Columbia River bridges between the Marine Drive interchange and the Mill Plain Boulevard interchange. The two auxiliary lane design option would include a second auxiliary lane from the Interstate Avenue/Victory Boulevard interchange and the SR 500/39th Street interchange, including on the Columbia River bridges (see Figure 1-4). This section provides an overview of the one auxiliary lane and the two auxiliary lane design options.

Figure 1-5, which shows a single-level fixed-span bridge configuration for comparison purposes, shows that the scale of the physical impacts (footprint, or the limits of permanent improvements) would be similar for the Modified LPA with one auxiliary lane design option and the Modified LPA with two auxiliary lanes design option, except over the Columbia River and in downtown Vancouver. For all bridge configuration design options, the two auxiliary lane design option would add a net of approximately 16 feet (8 feet in each direction) in total roadway width to the Columbia River bridges compared to the one auxiliary lane design option.

Figure 1-4. Auxiliary Lane Configurations



Each scenario has three through lanes in each direction

- Existing Through Lanes
- Interchange Ramps and Existing Auxiliary Lanes
- Existing Auxiliary Lanes Removed
- One Auxiliary Lane added in Modified LPA
- Second Auxiliary Lane added in Modified LPA

Notes:

Collector Distributor Lanes not shown.

The traffic operations analysis incorporating both the one and two auxiliary lane design option applies equally to all bridge configuration options in this Draft SEIS.

The C Street ramp (NB to City Center) is an option.

Figure is not to scale.

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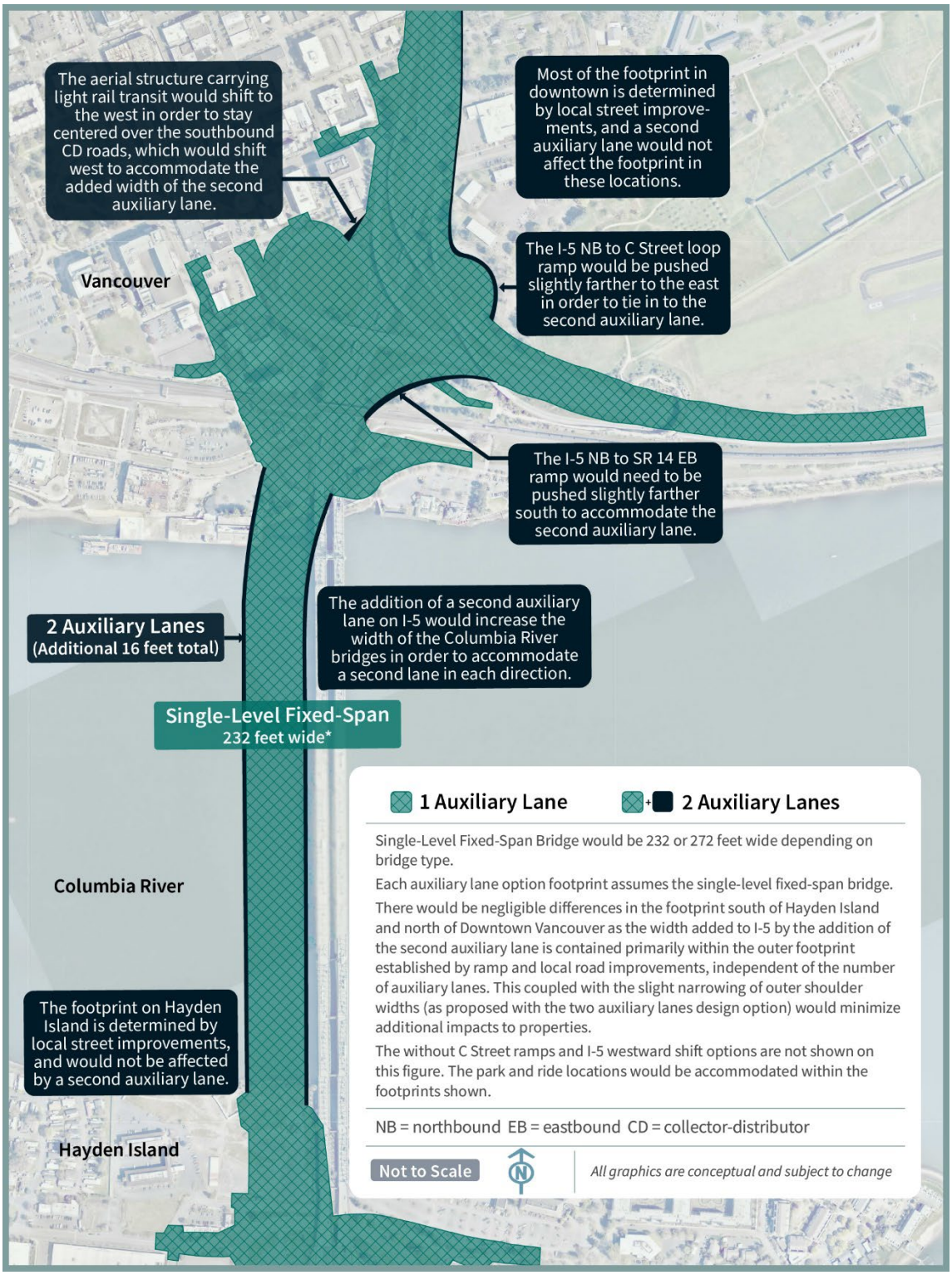
Figure 1-5. Auxiliary Lane Configuration Footprint Differences



Note: All dimensions are approximate.

ONE AUXILIARY LANE DESIGN OPTION – RECOMMENDED DESIGN OPTION

The one auxiliary lane design option would include a 12-foot-wide auxiliary lane in each direction across the Columbia River bridges between the Marine Drive interchange and the Mill Plain Boulevard interchange.

On northbound I-5, the auxiliary lane would extend the existing auxiliary from the Marine Drive on-ramp to the Hayden Island off-ramp to continue across the Columbia River bridge, and end at the combined off-ramp to Mill Plain/Fourth Plain Boulevard, north of SR 14 (see Figure 1-4). The existing auxiliary lane from the SR 14 on-ramp to the Mill Plain/Fourth Plain off-ramp would be extended to connect to the existing auxiliary lane from the 39th Street on-ramp to the Main Street off-ramp, creating an auxiliary lane beginning at the SR 14 on-ramp and ending at the Main Street off-ramp. The existing auxiliary lane located between the Mill Plain Boulevard on-ramp and the SR 500 off-ramp would remain.

The IBR Program recommends advancing the one auxiliary lane in each direction of I-5 design option. The one and two auxiliary lane design options would provide important benefits to highway operations and safety. Both options received a mix of positive and negative feedback from the public. The one auxiliary lane design option is recommended because it would reduce overall environmental impacts while improving transportation operations and safety. The one auxiliary lane design option is also supported by local transportation agencies.

On southbound I-5, the two existing auxiliary lanes between SR 500/39th Street and Mill Plain Boulevard would remain, with some reconfiguration due to the braided ramps between the SR 500/39th Street and Fourth Plain Boulevard interchanges. The new auxiliary lane across the Columbia River would begin at the Mill Plain Boulevard on-ramp and would continue across the Columbia River bridge, connecting to the existing auxiliary lane on Hayden Island and ending at the Marine Drive off-ramp. The existing southbound auxiliary lane between Marine Drive and Victory Boulevard/Interstate Avenue would be removed due to ramp reconfigurations as part of the Marine Drive braided ramp with the Victory Boulevard/Interstate Avenue off-ramp.

TWO AUXILIARY LANE DESIGN OPTION

The two auxiliary lane design option would include the same improvements as described under the one auxiliary lane design option and would add a second 12-foot-wide auxiliary lane in each direction of I-5 across the Columbia River bridges to further improve safety and operations in the corridor.

On northbound I-5, the inside auxiliary lane would extend from the combined Interstate Avenue/Victory Boulevard on-ramp, continue across the Columbia River bridge, and end at the SR 500/39th Street interchange, connecting to the existing auxiliary lane between the SR 14 on-ramp and Mill Plain on-ramp and the existing auxiliary lane between the 39th Street on-ramp and the Main Street off-ramp. The outside auxiliary lane would extend from the Marine Drive on-ramp across the Columbia River bridge and end at the Mill Plain/Fourth Plain Boulevard off-ramp. A new outside auxiliary lane would begin at the SR 14 on-ramp connecting to the existing auxiliary lane between the Mill Plain Boulevard on-ramp and the SR 500/39th Street off-ramp.

On southbound I-5, the two existing auxiliary lanes between SR 500/39th Street and Mill Plain Boulevard would remain, with some reconfiguration because of the braided ramps between the SR 500/39th Street and Fourth Plain Boulevard interchanges. In addition, there would be a third auxiliary lane between the Fourth Plain Boulevard on-ramp and the Mill Plain Boulevard off-ramp to improve operations and safety between these two closely spaced ramps. The existing auxiliary lane between the SR 500/39th Street on-ramp would extend to the SR 14 collector-distributor off-ramp. This auxiliary lane would then continue across the Columbia River bridge to the Interstate Avenue/Victory Boulevard off-ramp. The outside auxiliary lane would extend from the Mill Plain on-ramp across the Columbia River bridge to connect to the existing auxiliary lane between Hayden Island and the Marine Drive off-ramp.

1.1.2 Portland Mainland and Hayden Island (Subarea A)

This section discusses the geographic Subarea A (Figure 1-3 provides an overview of the geographic subareas). Figure 1-6 shows highway and interchange improvements in Subarea A, including the North Portland Harbor bridges.

1.1.2.1 Levee System Improvements

Within Subarea A, the IBR Program has the potential to alter three federally authorized levee systems:

- The Oregon Slough segment of the Peninsula Drainage District Number 1 levee (PEN 1).
- The Oregon Slough segment of the Peninsula Drainage District Number 2 levee (PEN 2).
- The PEN1/PEN2 Cross Levee segment of the PEN 1 levee (Cross Levee).

The levee systems are shown on Figure 1-7, and intersections with Modified LPA components are described throughout this section (Section 1.1.2, Portland Mainland and Hayden Island (Subarea A)), where appropriate. Within Subarea A, the IBR Program study area intersects with PEN 1 to the west of I-5 and with PEN 2 to the east of I-5. PEN 1 and PEN 2 include a main levee along the south side of North Portland Harbor and are part of a combination of levees and floodwalls. PEN 1 and PEN 2 are separated by the Cross Levee that is intended to isolate the two districts if one of them were to fail. The Cross Levee is located along the I-5 mainline embankment, except in the Marine Drive interchange area, where it is located on the west edge of the existing ramp from Marine Drive to southbound I-5.[4]

There are two concurrent projects underway that are planning improvements to PEN1, PEN2, and the Cross Levee to reduce flood risk:

- The U.S. Army Corps of Engineers (USACE) Portland Metro Levee System (PMLS) project.
- The Columbia Corridor Flood Safety (CCFS) projects (formerly known as “Flood Safe Columbia River” and “Levee Ready Columbia”).

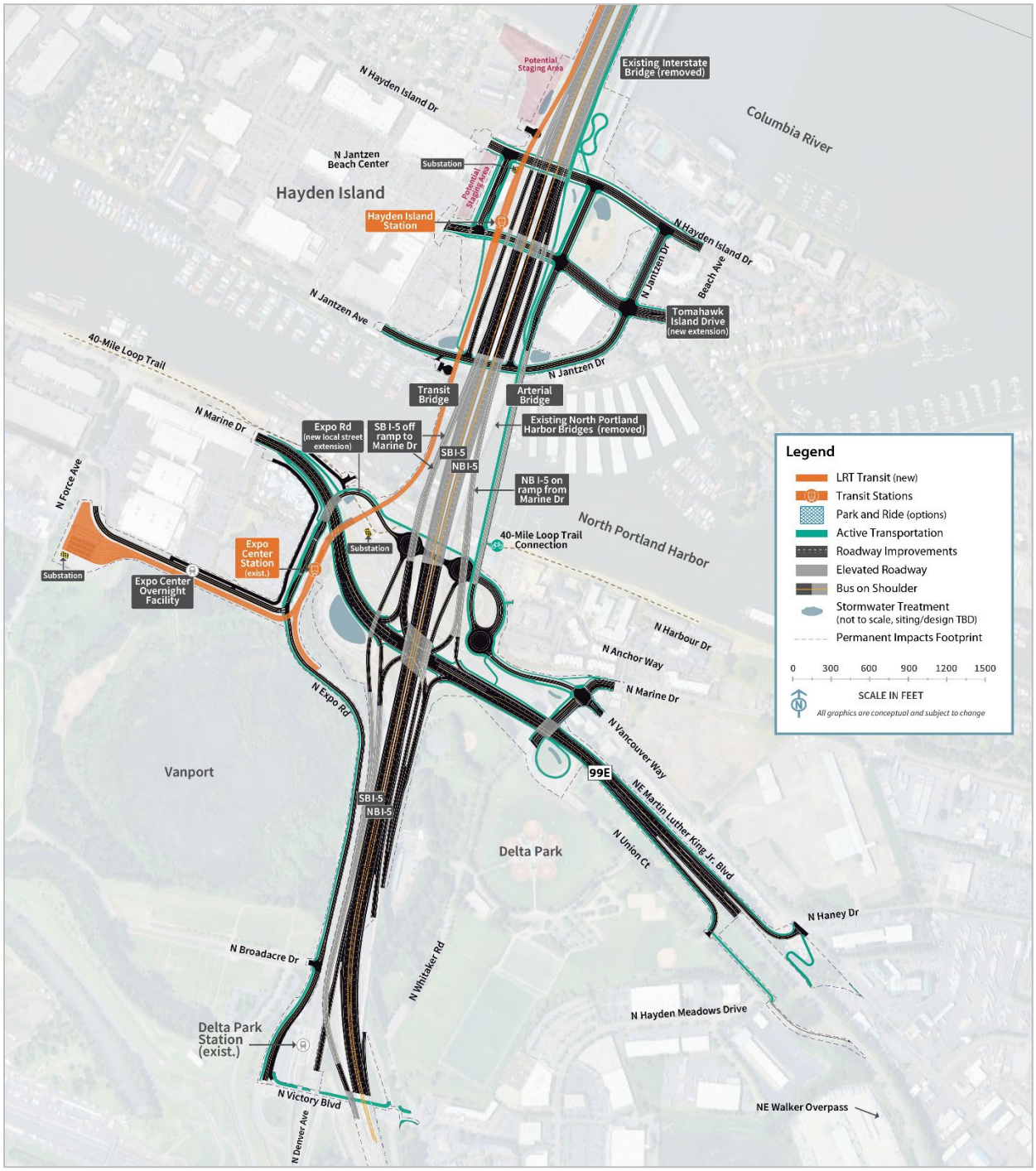
[4] The portion of the original Denver Avenue levee alignment within the Marine Drive interchange area is no longer considered part of the levee system by UFSWQD.

The Urban Flood Safety and Water Quality District (UFSWQD)[5] is working in partnership with the USACE on the PMLS project, which includes improvements at PEN 1 and PEN 2 (e.g., raising these levees to elevation 38.2 feet for earthen levees and 39.2 feet for flood walls North American Vertical Datum of 1988 [NAVD 88]).[6] Additionally, as part of the CCFS projects, UFSWQD has identified the need to raise a low spot in the Cross Levee on the southwest side of the Marine Drive interchange.

The IBR Program is in close coordination with UFSWQD and the USACE to ensure that the IBR Program's design efforts consider the timing and scope of the PMLS and the CCFS proposed modifications. The intersection of the IBR Program proposed actions to both the existing levee configuration and the anticipated future condition based on the proposed PMLS and CCFS projects are described below, where appropriate.

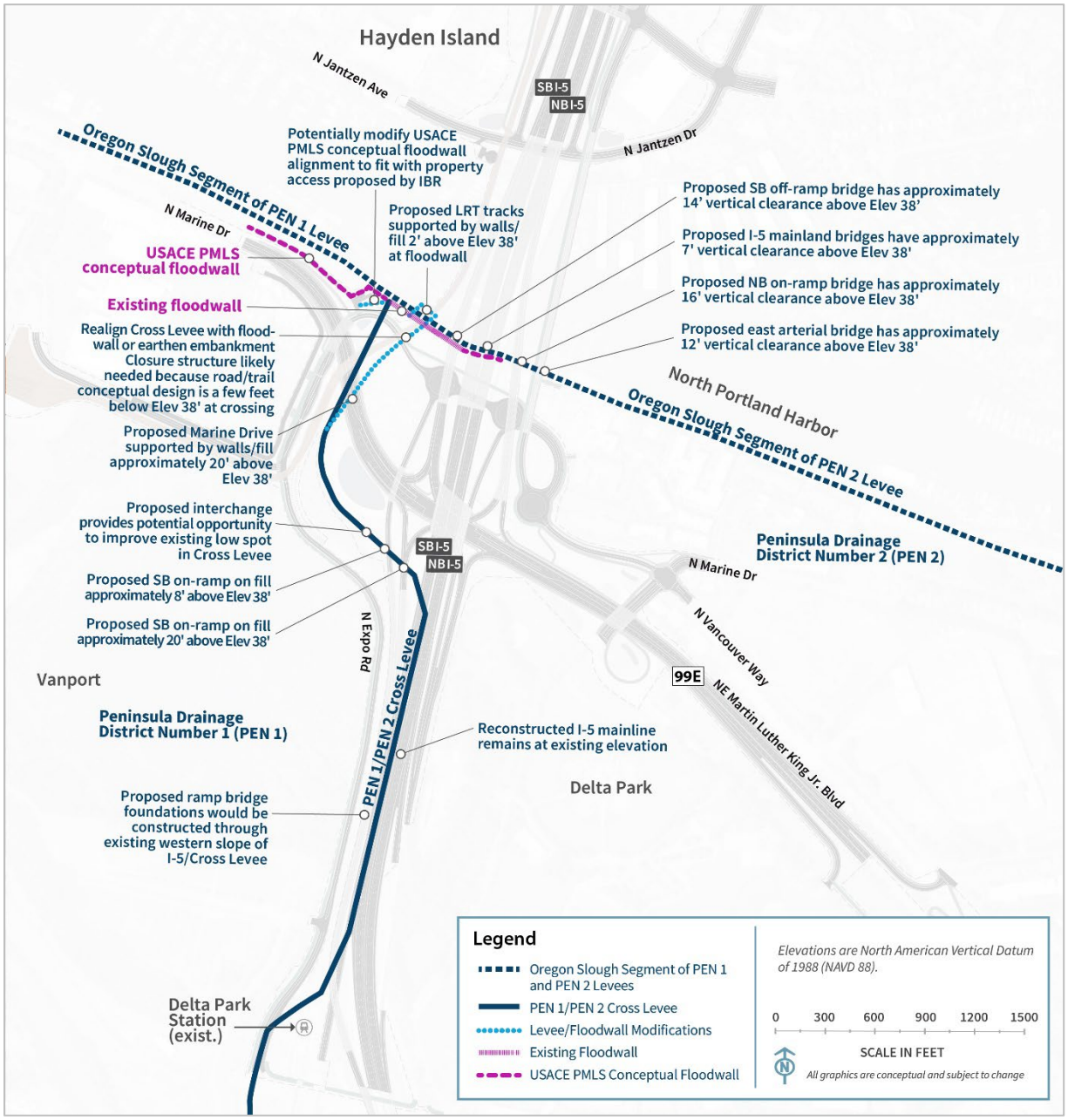
[5] UFSWQD includes PEN 1 and PEN 2, Urban Flood Safety and Water Quality District No. 1, and the Sandy Drainage Improvement Company.
[6] NAVD 88 is a vertical control datum (reference point) used by federal agencies for surveying.

Figure 1-6. Portland Mainland and Hayden Island (Subarea A)



LRT = light-rail transit; NB = northbound; SB = southbound; TBD = to be determined

Figure 1-7. Levee Systems in Subarea A



1.1.2.2 Highways, Interchanges, and Local Roadways

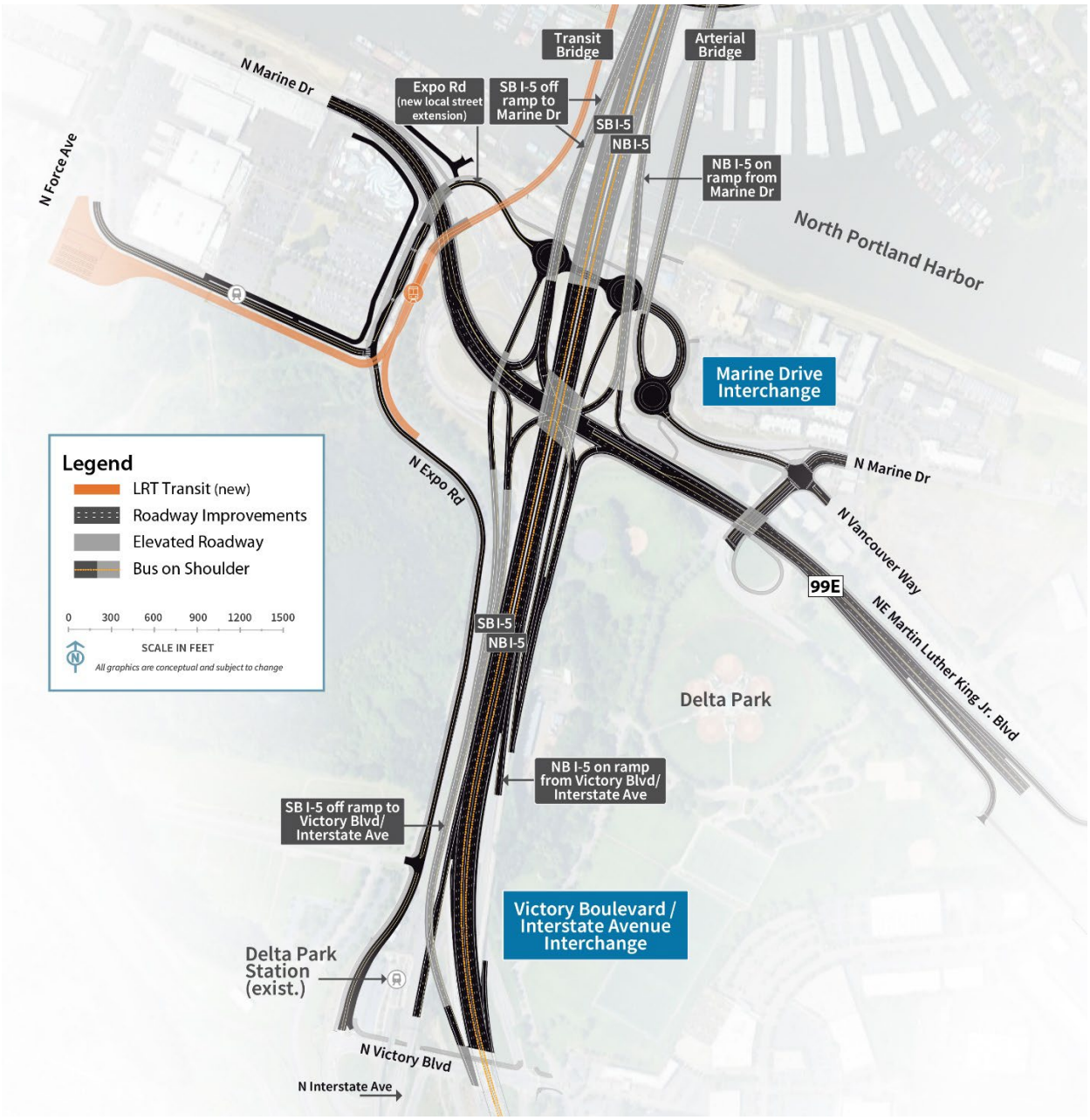
VICTORY BOULEVARD/INTERSTATE AVENUE INTERCHANGE AREA

The southern extent of the Modified LPA would improve two ramps at the Victory Boulevard/Interstate Avenue interchange (see Figure 1-6 and Figure 1-8). The first ramp improvement would be the southbound I-5 off-ramp to Victory Boulevard/Interstate Avenue; this off-ramp would be braided below (i.e., grade separated or pass below) the Marine Drive to the I-5 southbound on-ramp (see the

Marine Drive Interchange Area section below). The other ramp improvement would lengthen the merge distance for northbound traffic entering I-5 from Victory Boulevard and from Interstate Avenue.

The existing I-5 mainline between Victory Boulevard/Interstate Avenue and Marine Drive is part of the Cross Levee (see Figure 1-7). The Modified LPA would require some pavement reconstruction of the mainline in this area; however, the improvements would mostly consist of pavement overlay, and the profile and footprint would be similar to existing conditions.

Figure 1-8. Transit and Roadway Improvements in North Portland



MARINE DRIVE INTERCHANGE AREA

The next interchange north of the Victory Boulevard/Interstate Avenue interchange is at Marine Drive. All movements within this interchange would be reconfigured to improve safety and operations for motorists entering and exiting I-5, and all active transportation users accessing areas in the vicinity of the interchange. In addition, Marine Drive would be raised over the proposed LRT extension to separate motorist and transit users. The proposed Marine Drive interchange configuration would be a single-point urban interchange. Figure 1-8 shows Marine Drive interchange's layout and construction footprint.

Martin Luther King Jr. Boulevard would have new more direct connections to I-5. The new interchange configuration would change the westbound Marine Drive and westbound Vancouver Way connections to Martin Luther King Jr. Boulevard. An improved connection farther east of the interchange (near Haney Drive) would provide access to westbound Martin Luther King Jr. Boulevard for these two streets. The existing access to westbound Martin Luther King Jr. Boulevard from Vancouver Way east of Haney Drive would be closed. For eastbound travelers on Martin Luther King Jr. Boulevard exiting to Union Court, the existing loop connection would be replaced with a new connection farther east (between the access to the East Delta Park Owens Sports Complex and N Hayden Meadows Drive).

Expo Road from Victory Boulevard to the Expo Center would be reconstructed with improved active transportation facilities. North of the Expo Center, Expo Road would be extended under Marine Drive and continue under I-5 to the east, connecting with Marine Drive and Vancouver Way through three new connected intersections. The westernmost intersection would connect the new local street extension to I-5 southbound. The middle intersection would connect the I-5 northbound off-ramp to the local street extension. The easternmost intersection would connect the new local street extension to an arterial bridge crossing North Portland Harbor to Hayden Island. This intersection would also connect the local street extension to Marine Drive and Vancouver Way.

To access Hayden Island using the arterial bridge from the east on Martin Luther King Jr. Boulevard, motorists would exit Martin Luther King Jr. Boulevard at the existing off-ramp to Vancouver Way just west of the Walker Street overpass. Then motorists would travel west on Vancouver Way, through the intersection with Marine Drive and straight through the intersection to the arterial bridge.

From Hayden Island, motorists traveling south to Portland via Martin Luther King Jr. Boulevard would turn onto the arterial bridge southbound and travel straight through the intersection onto Vancouver Way. At the intersection of Vancouver Way and Marine Drive, motorists would turn right onto Union Court and follow the existing road southeast to the existing on-ramp onto Martin Luther King Jr. Boulevard.

The conceptual floodwall alignment from the proposed USACE PMLS project is located on the north side of Marine Drive, near two industrial properties, with three proposed closure structures[7] for property access. The Modified LPA would realign Marine Drive to the south to maintain traffic on existing Marine Drive during construction. The Modified LPA would provide access to the two industrial properties via the new local road extension from Expo Road. Therefore, the change in

[7] Levee closure structures are put in place at openings along the embankment/floodwall to provide flood protection during high water conditions.

access for the two industrial properties could require small modifications to the floodwall alignment (a potential shift of approximately 5 to 10 feet to the south) and closure structure locations. The IBR Program is coordinating with USACE PMLS and the UFSWQD on modifications to the floodwall alignment.

Marine Drive and the two southbound on-ramps would travel over the Cross Levee approximately 10 to 20 feet above the proposed elevation of the improved levee, and they would be supported by fill and retaining walls near an existing low spot in the Cross Levee.

The I-5 southbound on-ramp from Marine Drive would continue on a new bridge structure. Although the bridge's foundation locations have not been determined yet, they would be constructed through the western slope of the Cross Levee (between the existing I-5 mainline and the existing light-rail).

NORTH PORTLAND HARBOR BRIDGES

To the north of the Marine Drive interchange is the Hayden Island interchange area, which is shown in Figure 1-6. I-5 crosses over the North Portland Harbor when traveling between these two interchanges. The Modified LPA proposes to replace the existing I-5 bridge spanning North Portland Harbor to improve seismic resilience.

Six new parallel bridges would be built across the waterway under the Modified LPA: one on the east side of the existing I-5 North Portland Harbor bridge and five on the west side or overlapping the location of the existing bridge (which would be removed). From west to east, these bridges would carry:

- The LRT tracks.
- The southbound I-5 off-ramp to Marine Drive.
- The southbound I-5 mainline.
- The northbound I-5 mainline.
- The northbound I-5 on-ramp from Marine Drive.
- An arterial bridge between the Portland mainland and Hayden Island with a shared-use path for pedestrians and bicyclists.

All new structures would have at least as much vertical navigation clearance over North Portland Harbor as the existing North Portland Harbor bridge.

All of the six bridges would be designed and constructed to have sufficient clearance over the levees for access and maintenance. The foundation locations for the five roadway bridges have not been determined at this stage of design, but some foundations could be constructed through landward or riverward levee slopes.

HAYDEN ISLAND INTERCHANGE AREA

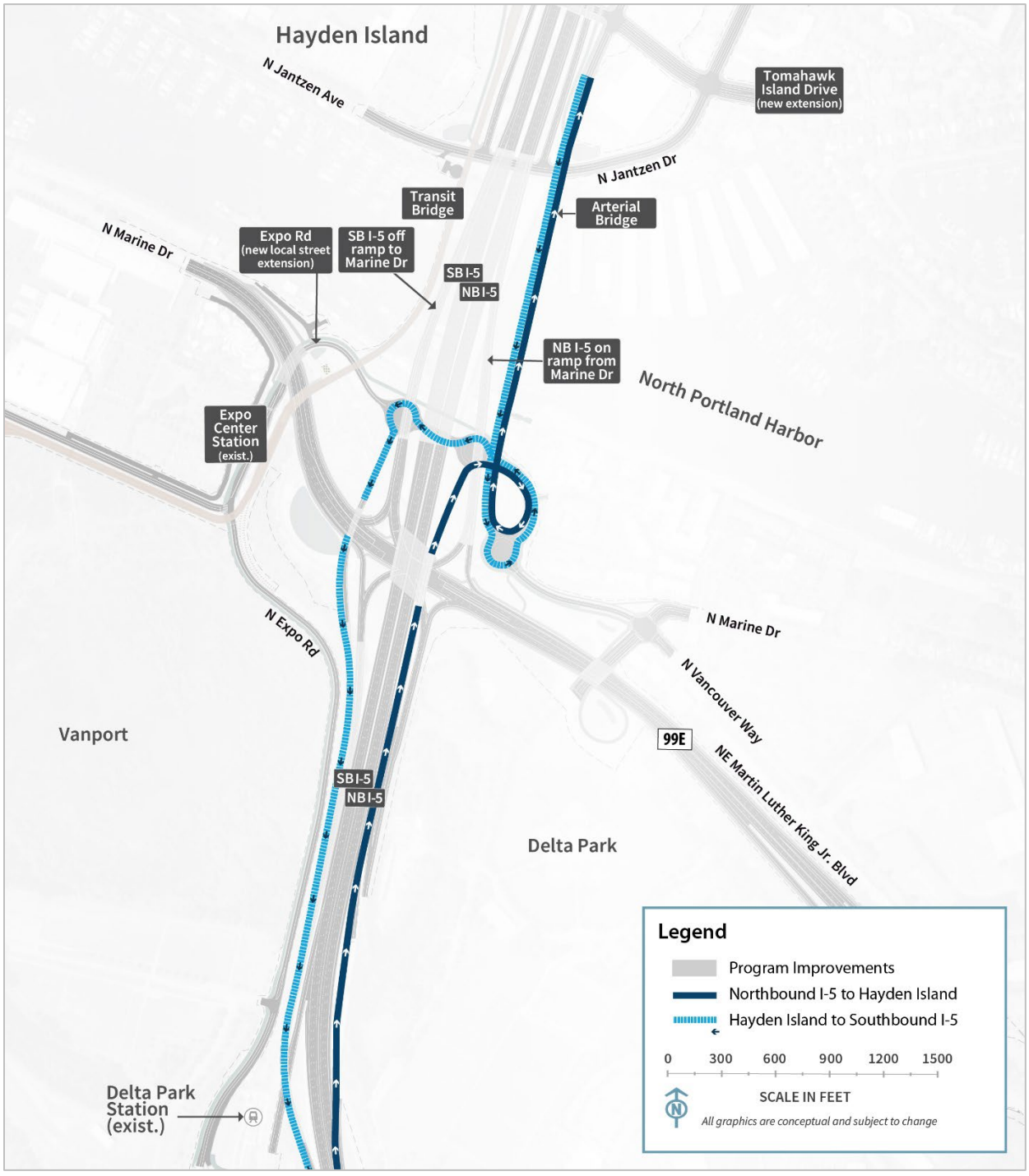
All traffic movements for the Hayden Island interchange would be reconfigured. Figure 1-6 shows the layout and construction footprint of the Hayden Island interchange. A partial interchange would be built on Hayden Island with a northbound I-5 on-ramp from Jantzen Drive and a southbound I-5 off-ramp to Jantzen Drive. This would improve ramp lengths to provide sufficient merging/diverging

areas compared to the existing substandard ramps that require acceleration and deceleration in a short distance. The I-5 mainline would be partially located on fill across the island and partially elevated to provide east–west connections on Hayden Island.

There would not be a southbound I-5 on-ramp or northbound I-5 off-ramp located on Hayden Island. Connections to Hayden Island for those movements would be via the local access (i.e., arterial) bridge connecting North Portland to Hayden Island (Figure 1-9). Vehicles traveling northbound on I-5 wanting to access Hayden Island would exit with traffic going to the Marine Drive interchange, cross under Martin Luther King Jr. Boulevard to the new intersection at the Expo Road local street extension, and use the arterial bridge to cross North Portland Harbor. Vehicles on Hayden Island looking to enter I-5 southbound would use the arterial bridge to cross North Portland Harbor, cross under I-5 using the new Expo Road local street extension to the westernmost intersection, cross under Marine Drive, merge with the Marine Drive southbound on-ramp, and merge with I-5 southbound south of Victory Boulevard.

Improvements to Jantzen Avenue may include additional left-turn and right-turn lanes at the interchange ramp terminals and active transportation facilities. Improvements to Hayden Island Drive would include new connections to the new arterial bridge over North Portland Harbor. The existing I-5 northbound and southbound access points from Hayden Island Drive would also be removed. A new extension of Tomahawk Island Drive would travel east–west through the middle of Hayden Island and under the I-5 interchange, thus improving connectivity across I-5 on the island.

Figure 1-9. Vehicle Circulation between Hayden Island and the Portland Mainland



NB = northbound; SB = southbound

1.1.2.3 Transit

A new light-rail alignment for northbound and southbound trains would be constructed within Subarea A (Figure 1-6) to extend from the existing Expo Center MAX Station over North Portland Harbor to a new station at Hayden Island. An overnight LRV facility would be constructed on the southwest corner of the Expo Center property (Figure 1-6) to provide storage for trains during hours when the MAX is not in service. This facility is described in Section 1.1.6, Transit Support Facilities. The existing Expo Center MAX Station would be modified to remove the westernmost track and platform. Other platform modifications, including track realignment and regrading the station, are anticipated to transition to the extension alignment. This could require reconstruction of the operator break facility, signal/communication buildings, and TPSSs. The existing TPSS at the end of TriMet's MAX Yellow Line would be decommissioned. A new TPSS would be constructed to the east of the LRT tracks and south of Expo Road, as well as at the overnight LRV facility, east of N Force Avenue. Immediately north of the Expo Center MAX Station, the LRT alignment would curve east toward I-5, pass beneath an elevated Marine Drive, cross the proposed Expo Road local street extension and the 40-Mile Loop Trail at grade, then rise over the existing levee onto a light-rail bridge to cross North Portland Harbor.

After crossing the new Expo Road extension, the new light-rail track would cross over the main levee (Figure 1-7). The light-rail profile is anticipated to provide sufficient clearance above the improved levees at the existing floodwall (and improved floodwall), and the tracks would be constructed on fill supported by retaining walls above the floodwall. North of the floodwall, the light-rail tracks would continue onto the new light-rail bridge over North Portland Harbor.

As the Modified LPA's light-rail extension would cross the north end of the existing Cross Levee, the IBR Program is proposing to realign the Cross Levee to the east of the light-rail alignment. This realigned Cross Levee would intersect the new Expo Road extension. A levee closure structure would be required because the proposed roadway is a few feet lower than the proposed elevation of the improved levee.

On Hayden Island, proposed transit components include northbound and southbound LRT tracks over Hayden Island; the tracks would be elevated at approximately the height of the new I-5 mainline. An elevated LRT station would also be built on the island immediately west of I-5. Active transportation facilities, described below, would connect to the new Hayden Island Station. A new TPSS would be constructed at the Hayden Island Station, north of the transit platform. If a single-level fixed-span or movable-span Columbia River bridge configuration were implemented, the light-rail alignment would extend north on Hayden Island along the western edge of I-5 before transitioning onto the outer (western) edge of the new western single-level bridge over the Columbia River. For the double-deck configuration, the light-rail alignment would transition to the lower level of the new double-deck southbound I-5 bridge over the Columbia River.

1.1.2.4 Active Transportation

In the Victory Boulevard interchange area (Figure 1-6), active transportation facilities would be provided on Victory Boulevard beneath I-5 and Interstate Avenue between Expo Road and the northbound on/off-ramp terminal east of I-5. Active transportation facilities would also be provided along Expo Road between Victory Boulevard and the Expo Center. These facilities would provide

direct connections between the Victory Boulevard and Marine Drive interchange areas, as well as links to the Delta Park and Expo Center MAX Stations.

New shared-use path connections throughout the Marine Drive interchange area would provide access between the Bridgeton neighborhood (on the east side of I-5), Hayden Island, and the Expo Center MAX Station. There would also be connections to the existing portions of the 40-Mile Loop Trail, which runs north of Marine Drive under I-5 through the interchange area. The path would continue along the extension of Expo Road under the interchange to the intersection of Marine Drive and Vancouver Way, where it would connect under Martin Luther King Jr. Boulevard to Delta Park.

East of the Marine Drive interchange, active transportation facilities on Martin Luther King Jr. Boulevard and on the parallel street, Union Court, would connect travelers to Marine Drive and across the arterial bridge to Hayden Island. The active transportation facilities on Martin Luther King Jr. Boulevard would provide westbound and eastbound cyclists and pedestrians with off-street crossings of the interchange and would also provide connections to both the Expo Center MAX Station and the 40-Mile Loop Trail to the west.

The new arterial bridge over North Portland Harbor would include a shared-use path for pedestrians and bicyclists (Figure 1-6). On Hayden Island, active transportation facilities would be provided on Jantzen Avenue, Hayden Island Drive, and Tomahawk Island Drive and would connect to the Hayden Island Station. The shared-use path on the arterial bridge would continue along the arterial bridge to the south side of Tomahawk Island Drive. A parallel, elevated path from the arterial bridge would continue adjacent to I-5 across Hayden Island and cross above Tomahawk Island Drive and Hayden Island Drive to connect to the outer edge of the new single-level, or lower level of the double-deck eastern bridge over the Columbia River. A ramp down to the north side of Hayden Island Drive would be provided from the elevated path.

1.1.3 Columbia River Bridges (Subarea B)

This section discusses the geographic Subarea B (Figure 1-3 provides an overview of the geographic subareas). Figure 1-10 shows highway and interchange improvements in Subarea B.

Figure 1-10. Columbia River Bridges (Subarea B)

1.1.3.1 Highways, Interchanges, and Local Roadways

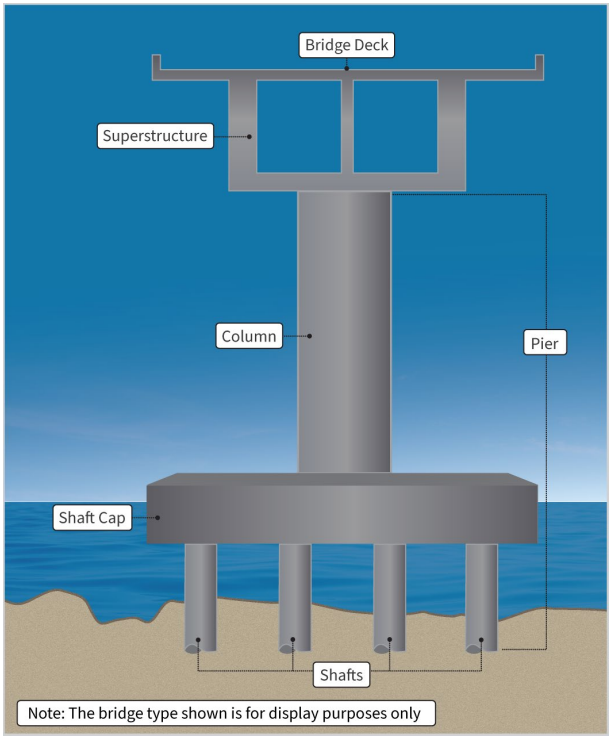
The two existing parallel northbound and southbound I-5 bridges that cross the Columbia River were constructed in 1917 and 1958, respectively. When the 1958 bridge was constructed, pier 5 of the 1917 bridge was removed and the profile was raised to match the new bridge. For the IBR Program, the two existing bridges would be replaced by two new parallel bridges, located west of the existing bridges (Figure 1-10). The new bridges would be designed to current American Association of State Highway and Transportation Officials (AASHTO) Load and Resistance Factor Design Bridge Design Specifications and AASHTO Seismic Guide Specifications and in compliance with ODOT and WSDOT

design criteria. With all bridge configuration design options, the new eastern bridge would accommodate northbound highway traffic and a shared-use path. The new western bridge would carry southbound traffic and light-rail tracks. Whereas the existing bridges each have three lanes with no shoulders, each of the two new bridges would accommodate three through lanes, one or two auxiliary lanes, and shoulders on both sides of the highway. Lanes and shoulders would be built to full design standards.

As with the existing bridge (Figure 1-12), the new Columbia River bridges would provide three navigation channels: a primary navigation channel (Figure 1-13). The current location of the primary navigation channel is near the Vancouver shoreline where the existing lift spans are located. The IBR Program is coordinating with the USACE to obtain authorization to change the location of the primary navigation channel. Under the Modified LPA, the primary navigation channel would be shifted south approximately 500 feet (measured by channel centerlines), and the existing center barge channel would shift north and become the north barge channel. The new primary navigation channel would be 400 feet wide (this width includes a 300-foot USACE-authorized channel and a 50-foot channel maintenance buffer on each side of the authorized channel), and the two barge channels would also each be 400 feet wide.

The existing Interstate Bridge has nine in-water pier sets[8] and four pier sets on land (pier locations are shown on Figure 1-12). The new Columbia River bridges (any bridge configuration) would be built on six in-water pier sets, plus multiple piers on land (pier locations are shown on Figure 1-13). Each in-water pier set would be supported by a foundation of drilled shafts; each group of shafts would be tied together with a concrete shaft cap. Columns or pier walls would rise from the shaft caps and connect to the superstructures of the bridges (Figure 1-11).

Figure 1-11. Bridge Foundation Concept



BRIDGE CONFIGURATION OPTIONS

Three bridge configuration options are being considered: (1) double-deck fixed-span (with one bridge type); (2) a single-level fixed-span (with various potential bridge types); and (3) a single-level movable-span (with one bridge type). Both the double-deck and single-level fixed-span configurations would provide 116 feet of vertical navigation clearance at their respective highest spans, which was the vertical navigation clearance of the CRC LPA. The CRC LPA included a double-deck fixed-span bridge configuration. The single-

[8] A pier set consists of the pier supporting the northbound bridge and the pier supporting the southbound bridge at a given location.

level fixed-span configuration was developed and is being considered as part of the IBR Program in response to the physical and contextual changes (e.g., design and operational considerations) since 2013 that allowed for opportunities to examine a refinement in the double-deck bridge configuration (e.g., ingress and egress of transit from the lower level of the double-deck fixed-span configuration on the north end of the southbound bridge).

Consideration of the single-level movable-span configuration as part the IBR Program was necessitated by the U.S. Coast Guard's (USCG) review of the Program's navigation impacts on the Columbia River and issuance of a Preliminary Navigation Clearance Determination (PNCD) (USCG 2022). The USCG PNCD set the preliminary vertical navigation clearance recommended for the issuance of a bridge permit at 178 feet; this is the current vertical navigation clearance of the Interstate Bridge. On January 16, 2026, the USCG issued a revised PNCD for the new Columbia River bridges and set the preliminary vertical navigation clearance at 116 feet or greater (USCG 2026).

The IBR Program is carrying forward the three bridge configurations, each of which meets the IBR Program's Purpose and Need, to address changed conditions to ensure a permittable bridge configuration is within the range of options considered in the Supplemental Environmental Impact Statement (SEIS). Each of the bridge configuration design options provides at least 116 feet of vertical navigation clearance and is consistent with the January 2026 PNCD issued by the USCG. Additional discussion on pending actions to obtain authorizations from USCG and USACE for the Columbia River bridges' primary navigation channel location are described in Section 2.6, Additional Compliance, of the Final SEIS.

Each of the bridge configurations assumes one auxiliary lane; two auxiliary lanes could be applied to any of the bridge configurations. All typical sections with one auxiliary lane would provide 14-foot shoulders to accommodate bus on shoulder and maintain traffic during construction of the Modified LPA and future maintenance.

Figure 1-12. Existing Navigation Clearances of the Interstate Bridge

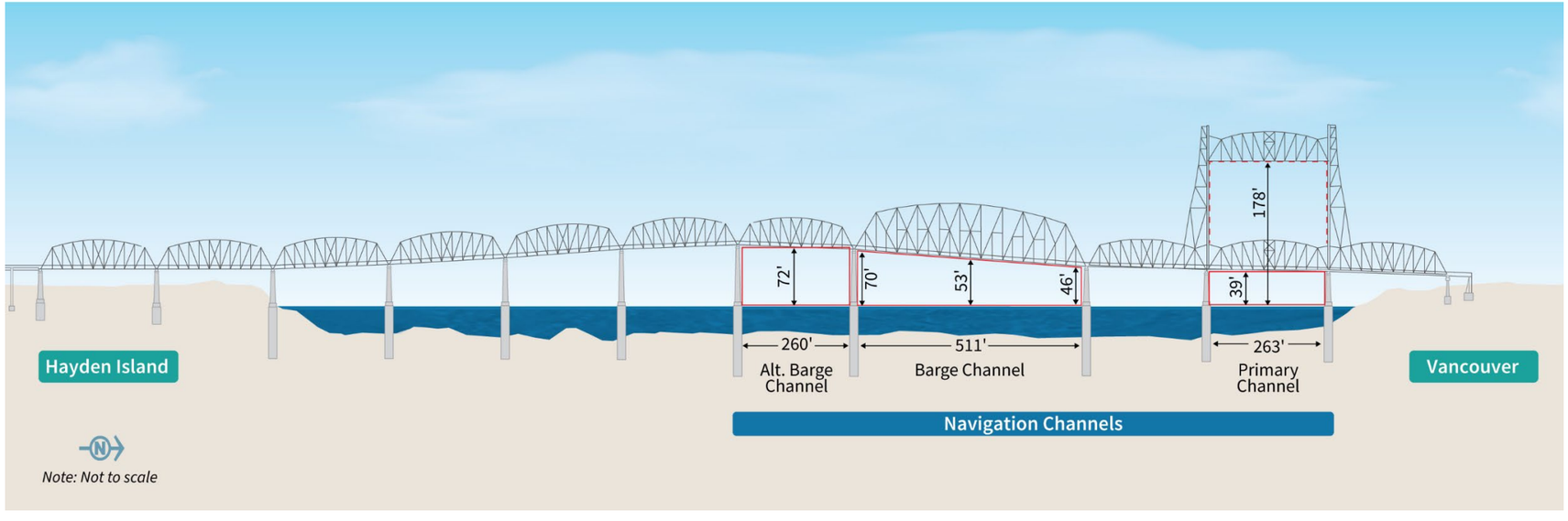
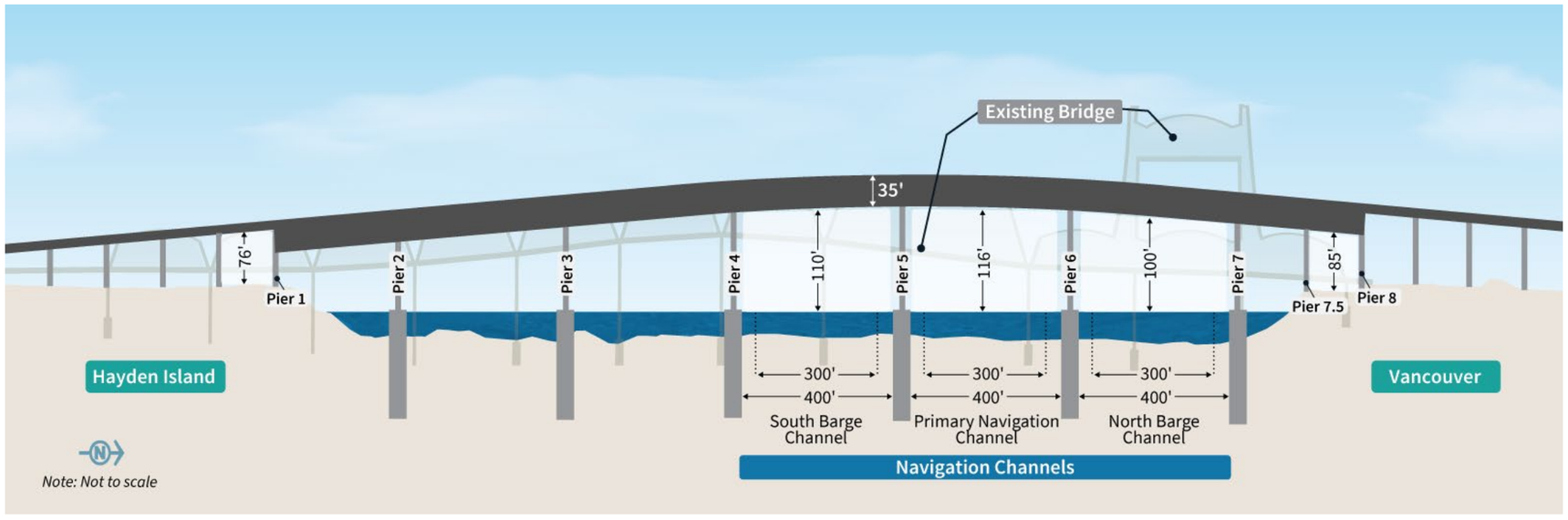


Figure 1-13. Navigation Clearances and Proposed Profile of the Modified LPA Columbia River Bridges with a Double-Deck Fixed-Span Configuration



Note: The location and widths of the proposed navigation channels would be same for all bridge configuration and bridge type options. The three navigation channels would each be 400 feet wide (this width includes a 300-foot USACE-authorized channel (shown in dotted lines) plus a 50-foot channel maintenance buffer on each side of the authorized channel). The vertical navigation clearance would vary, as described in the following sections.

Double-Deck Fixed-Span Configuration

The double-deck fixed-span configuration would be two side-by-side, double-deck, fixed-span steel truss bridges. Figure 1-14 shows an example of this configuration (this image is subject to change and is shown as a representative concept; it does not depict the final design). The double-deck fixed-span configuration would provide 116 feet of vertical navigation clearance for river traffic using the primary navigation channel and 400 feet of horizontal navigation clearance at the primary navigation channel, as well as barge channels.

The eastern bridge would accommodate northbound highway traffic on the upper level and the shared-use path and utilities on the lower level. The western bridge would carry southbound traffic on the upper level and one set of light-rail tracks (one northbound track and one southbound track) on the lower level. Each bridge deck would typically be 79 feet wide, with a total out-to-out width of approximately 173 feet.[9]

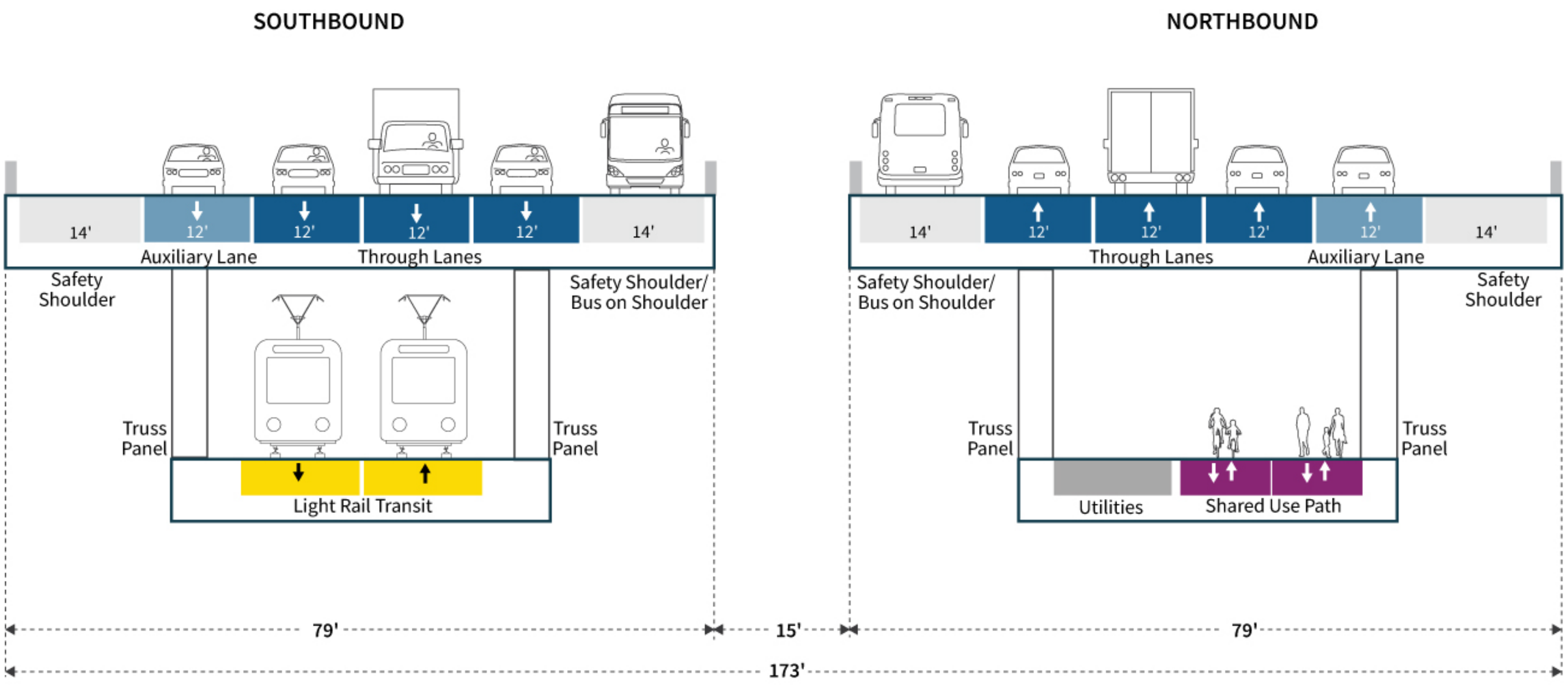
Figure 1-14. Conceptual Drawing of a Double-Deck Fixed-Span Configuration

Note: Visualization is looking southeast from Vancouver.

Figure 1-15 shows a typical cross section of the two parallel double-deck bridges. Like all bridge configuration design options under consideration, the double-deck fixed-span configuration would have six in-water pier sets. Each pier set would require 12 in-water drilled shafts, for a total of 72 in-water drilled shafts. Each individual shaft cap would be approximately 50 feet by 85 feet. This bridge configuration would have up to a 4% maximum grade on both the Oregon and Washington sides. All vertical profiles would follow AASHTO, WSDOT, and ODOT design standards.

[9] "Out-to-out width" is the measurement between the outside edges of the bridge across its width at the widest point.

Figure 1-15. Typical Cross Section of the Double-Deck Fixed-Span Configuration



Note: Design is not final and subject to change. Widths may vary with final design. The one auxiliary lane design option is used for illustration purposes. The two auxiliary lane design option would add approximately 8 feet to each bridge (i.e., 16 feet to the total width).

Single-Level Fixed-Span Configuration – Recommended Design Option

The single-level fixed-span configuration would have two side-by-side, single-level, fixed-span steel or concrete bridges. This report considers two single-level fixed-span bridge type options: a girder (steel or concrete segmental) bridge and an extradosed bridge.[10] The description in this section applies to both bridge types (unless otherwise indicated). Conceptual examples of both options are shown on Figure 1-16. These images are subject to change and do not represent final design.

This configuration would provide 116 feet of vertical navigation clearance for river traffic using the primary navigation channel and 400 feet of horizontal navigation clearance at the primary navigation channel, as well as barge channels, which is consistent with the January 2026 PNCD issued by the USCG.

The eastern bridge would accommodate northbound highway traffic and the shared-use path; the bridge deck would be approximately 104 feet wide. The western bridge would carry southbound traffic and light-rail tracks; the bridge deck would be approximately 113 feet wide. The I-5 highway, light-rail tracks, and the shared-use path would be on the same level across the two bridges, instead of being divided between two levels as with the double-deck configuration. The total out-to-out width of the single-level fixed-span configuration (extradosed option) would be approximately 272 feet at its widest point, approximately 99 feet wider than the double-deck configuration. The total out-to-out width of the single-level fixed-span configuration (girder option) would be approximately 232 feet at its widest point. Figure 1-17 shows a typical cross section of the single-level

The IBR Program recommends advancing the single-level fixed-span bridge configuration. All bridge configurations would provide important benefits to highway operations and safety and have similar impacts to many resources. The main differences between either of the fixed-span configurations and the movable-span configuration is that the latter would provide more vertical clearance to accommodate larger vessels and a lower grade for all land-based transportation modes (which would benefit freight and active transportation users in particular), but this configuration would also periodically disrupt all other land-based transportation modes (personal vehicles, freight, transit, and active transportation) with bridge openings. The main differences between the double-deck and single-level fixed-span configurations are that the slightly higher grade of the former would impact freight traffic and active transportation users, and the latter would have faster emergency response times (although there would also be more exposure to vehicles) and give users of the shared-use path a greater sense of security due to "eyes on the path." The fixed-span configurations received generally positive comments from the public, while there was mixed feedback on the movable-span because of the tradeoffs given above.

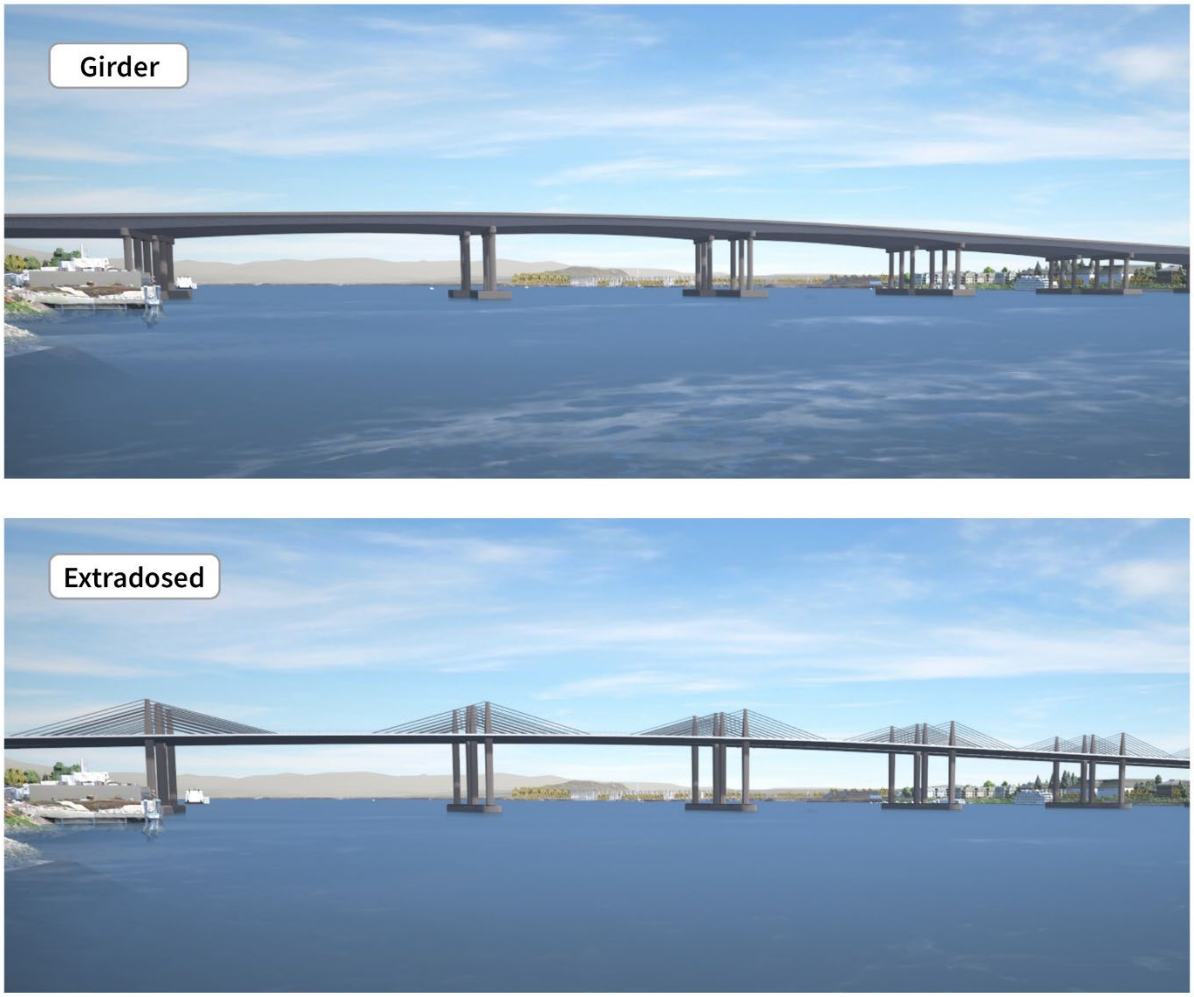
[10] The Draft SEIS also included a finback as a single-level fixed-span bridge type. As the design of the various bridge types progressed, it was determined that the finback would have higher risks associated with increased cost and construction schedule because this bridge type is less common and applying this bridge type to the scale of the new Columbia River bridges would introduce more design and construction challenges than the other bridge type options. Other bridge types, such as concrete or steel girder or extradosed, would have fewer risks and would be a more suitable for this location. As a result, the finback bridge type was dropped from further consideration.

configuration with an extradosed bridge as shown by the 10-foot-wide bridge columns. Figure 1-18 shows a typical cross section with a girder bridge, which would not have the 10-foot-wide bridge columns shown on Figure 1-17.

There would be six in-water pier sets with 16 in-water drilled shafts on each combined shaft cap, for a total of 96 in-water drilled shafts. The combined shaft caps for each pier set would be approximately 50 feet by 230 feet.

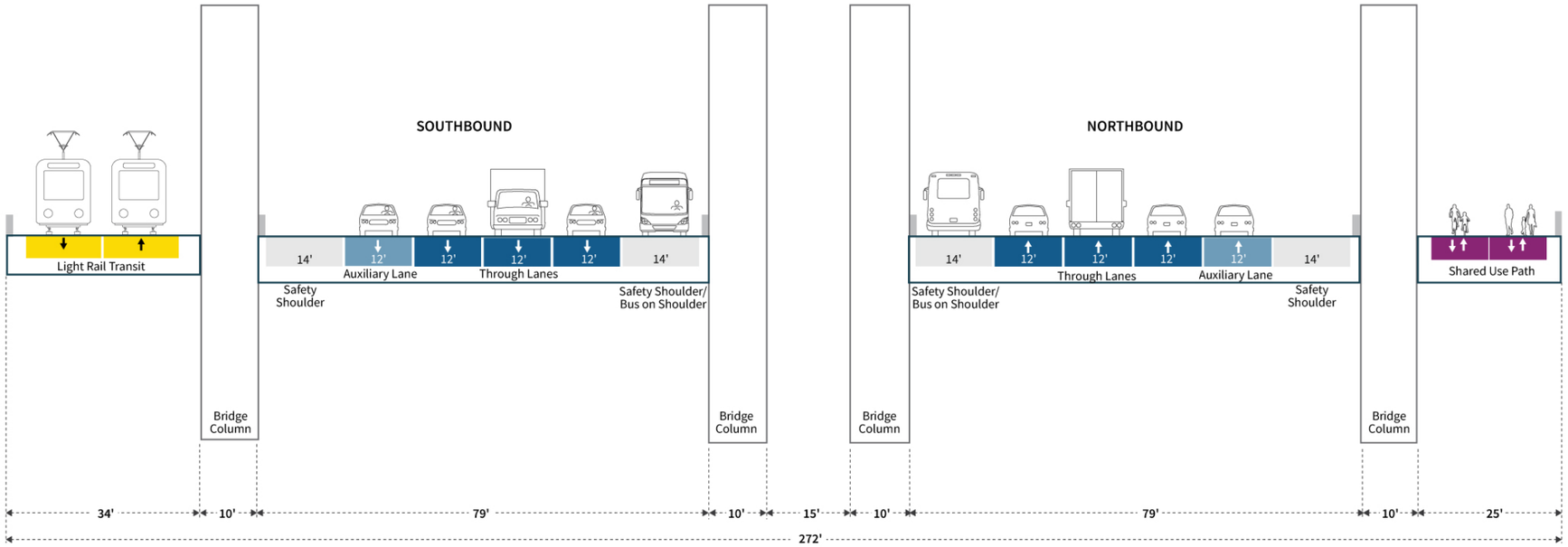
This bridge configuration would be expected to have an approximate grade of 3% on both the Oregon and Washington sides of the bridge. All vertical profiles would follow AASHTO, WSDOT, and ODOT design standards.

Figure 1-16. Conceptual Drawings of Single-Level Fixed-Span Bridge Types



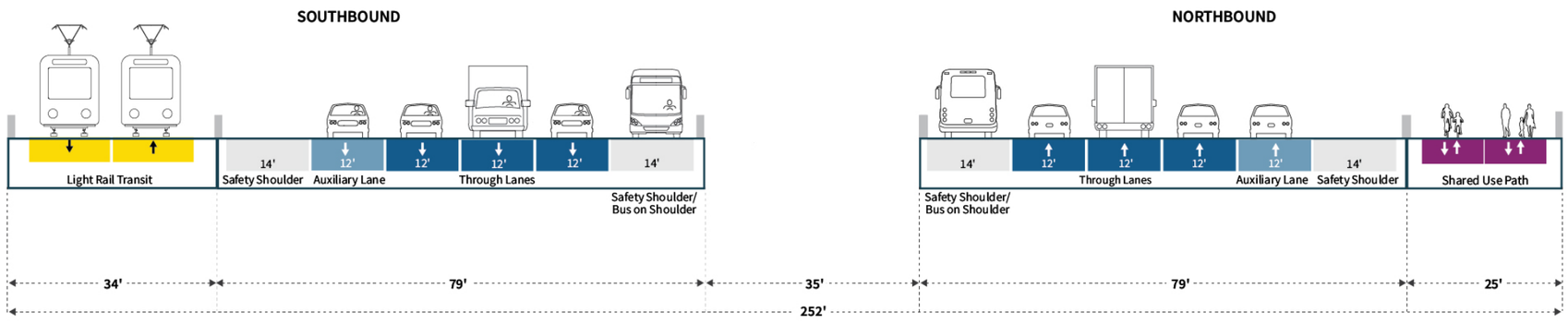
Note: Visualizations are for illustrative purposes only. They do not reflect property impacts or represent final design. Visualization is looking southeast from Vancouver.

Figure 1-17. Typical Cross Section of the Single-Level Fixed-Span Configuration (Extradosed Type)



Note: Design is not final and subject to change. Widths may vary with final design. The two auxiliary lane design option would add approximately 8 feet to each bridge (i.e., 16 feet to the total width).

Figure 1-18. Typical Cross Section of the Single-Level Fixed-Span Configuration (Girder Type)



Note: Design is not final and subject to change. Widths may vary with final design. The cross section for a girder bridge type would be the same as an extradosed bridge type except that it would not have the four 10-foot bridge columns. The distance between the two bridges could be reduced to 10 feet. The one auxiliary lane design option is used for illustration purposes. The two auxiliary lane design option would add approximately 8 feet to each bridge (i.e., 16 feet to the total width).

Single-Level Movable-Span Configuration

The single-level movable-span configuration would have two side-by-side, single-level steel girder bridges with movable spans between Piers 5 and 6. For the purpose of this report, the IBR Program assessed a vertical lift movable-span configuration with counterweights based on the analysis in the *River Crossing Bridge Clearance Assessment Report – Movable-Span Options,* included as part of Attachment C in Appendix D, Design Options Development, Screening, and Evaluation Technical Report to the Final SEIS. A conceptual example of a vertical lift-span bridge is shown in Figure 1-19. These images are subject to change and do not represent final design.

A movable span must be located on a straight and flat bridge section (i.e., without horizontal curvature and with minimal grade). To comply with these requirements, and for the bridge to maintain the highway, transit, and active transportation connections on Hayden Island and in Vancouver while minimizing property acquisitions and displacements, the movable span is proposed to be located approximately 500 feet south of the existing lift span, between Piers 5 and 6.

The single-level movable-span configuration would provide approximately 90 feet of vertical navigation clearance over the proposed relocated primary navigation channel when the movable spans are in the closed position, with 99 feet of vertical navigation clearance available over the north barge channel. It satisfies the requirement of a minimum of 72 feet of vertical navigation clearance (the existing Interstate Bridge's maximum clearance over the alternate [southernmost] over the barge channel when the existing lift span is in the closed position).

In the open position, the movable span would provide 178 feet of vertical navigation clearance over the proposed relocated primary navigation channel. Similar to the fixed-span configurations, the movable span would provide 400 feet of horizontal navigation clearance for the primary navigation channel and for each of the two barge channels. The vertical lift-span towers would be approximately 243 feet high, which would be slightly shorter than the existing lift-span towers, which are 247 feet high.

Similar to the single-level fixed-span configuration, the eastern bridge would accommodate northbound highway traffic and the shared-use path, and the western bridge would carry southbound traffic and light-rail tracks. The I-5 highway, light-rail tracks, and shared-use path would be on the same level across the bridges instead of on two levels as with the double-deck configuration. Typical cross sections of the single-level movable-span configuration are shown in Figure 1-20; the top section depicts the vertical lift spans (Piers 5 and 6), and the bottom section depicts the fixed spans (Piers 2, 3, 4, and 7). The movable and fixed cross sections are slightly different because the movable span requires lift towers, which are not required for the fixed spans of the bridges.

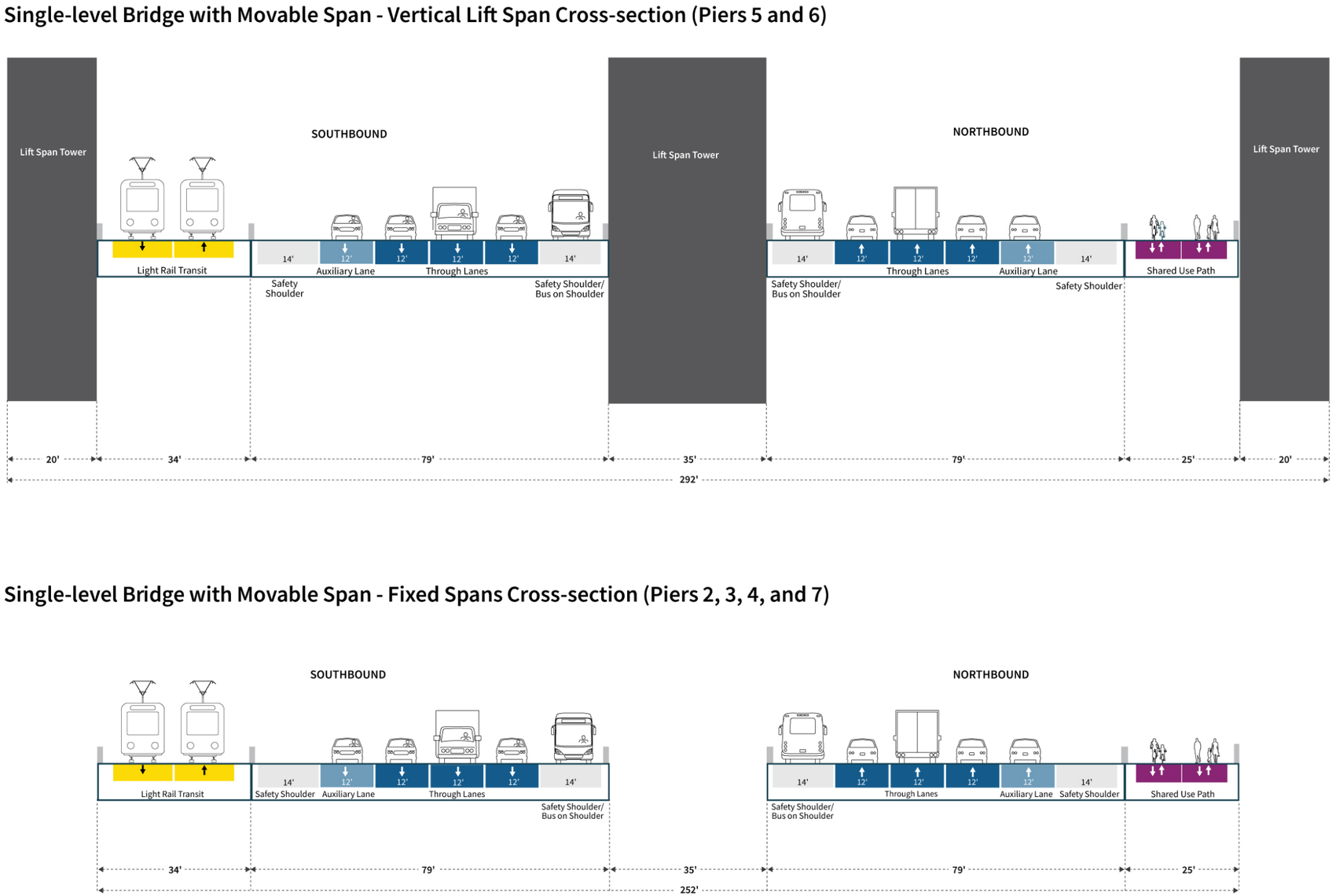
There would be six in-water pier sets and two piers on land per bridge. The vertical lift span would have 22 in-water drilled shafts each for Piers 5 and 6; the shaft caps for these piers would be approximately 50 feet by 312 feet to accommodate the vertical lift spans. Piers 2, 3, 4, and 7 would have 16 in-water drilled shafts each; the shaft caps for these piers would be the same as for the fixed-span options (approximately 50 feet by 230 feet). The single-level movable-span configuration (with a vertical lift span) would have a total of 108 in-water drilled shafts.

This single-level movable-span configuration would be expected to have an approximate grade of 3% on the Oregon side of the bridge and an approximate grade of 1.5% on the Washington side. All vertical profiles would follow AASHTO, WSDOT, and ODOT design standards.

Figure 1-19. Conceptual Drawings of Single-Level Movable-Span Configurations in the Closed and Open Positions

Note: Visualization is looking southeast (upstream) from Vancouver.

Figure 1-20. Typical Cross Section of the Single-Level Movable-Span Bridge Type



Note: Design is not final and subject to change. Widths may vary with final design. The one auxiliary lane design option is used for illustration purposes. The two auxiliary lane design option would add approximately 8 feet to each bridge (i.e., 16 feet to the total width).

Bridge Configuration Comparison

This section summarizes and compares each of the bridge configurations. Table 1-2 lists the key considerations for each bridge configuration. Figure 1-21 compares each of the three bridge configurations' footprints with the one auxiliary lane design option (refer to Figure 1-5 for a comparison of the one and two auxiliary lane design options footprints). The footprints of each configuration would differ in only three locations: over the Columbia River and at the bridge landings on Hayden Island and Vancouver. The rest of the I-5 corridor would have the same footprint. Over the Columbia River, the footprint of the double-deck fixed-span configuration would be approximately 173 feet wide. Comparatively, the extradosed bridge type of the single-level fixed-span configuration would be approximately 272 feet wide (approximately 99 feet wider), and the single-level fixed-span configuration with a girder bridge type would be approximately 232 feet wide (approximately 59 feet wider). The single-level movable-span configuration would be approximately 252 feet wide (approximately 79 feet wider than the double-deck fixed-span configuration), except at Piers 5 and 6, where larger bridge foundations would require an additional width of approximately 40 feet to support the movable span. The single-level configurations would have a wider footprint at the bridge landings on Hayden Island and Vancouver because transit and active transportation would be located adjacent to the highway, rather than below the highway in the double-deck option.

Figure 1-22 compares the basic profile and elevation of each configuration. The single-level fixed-span configuration and the lower deck of the double-deck fixed-span would have similar elevations, but the upper deck of the double-deck bridge would be approximately 35 feet higher. The single-level movable-span configuration would have a lower profile than the fixed-span configurations when the span is in the closed position.

Figure 1-21. Bridge Configuration Footprint Comparison

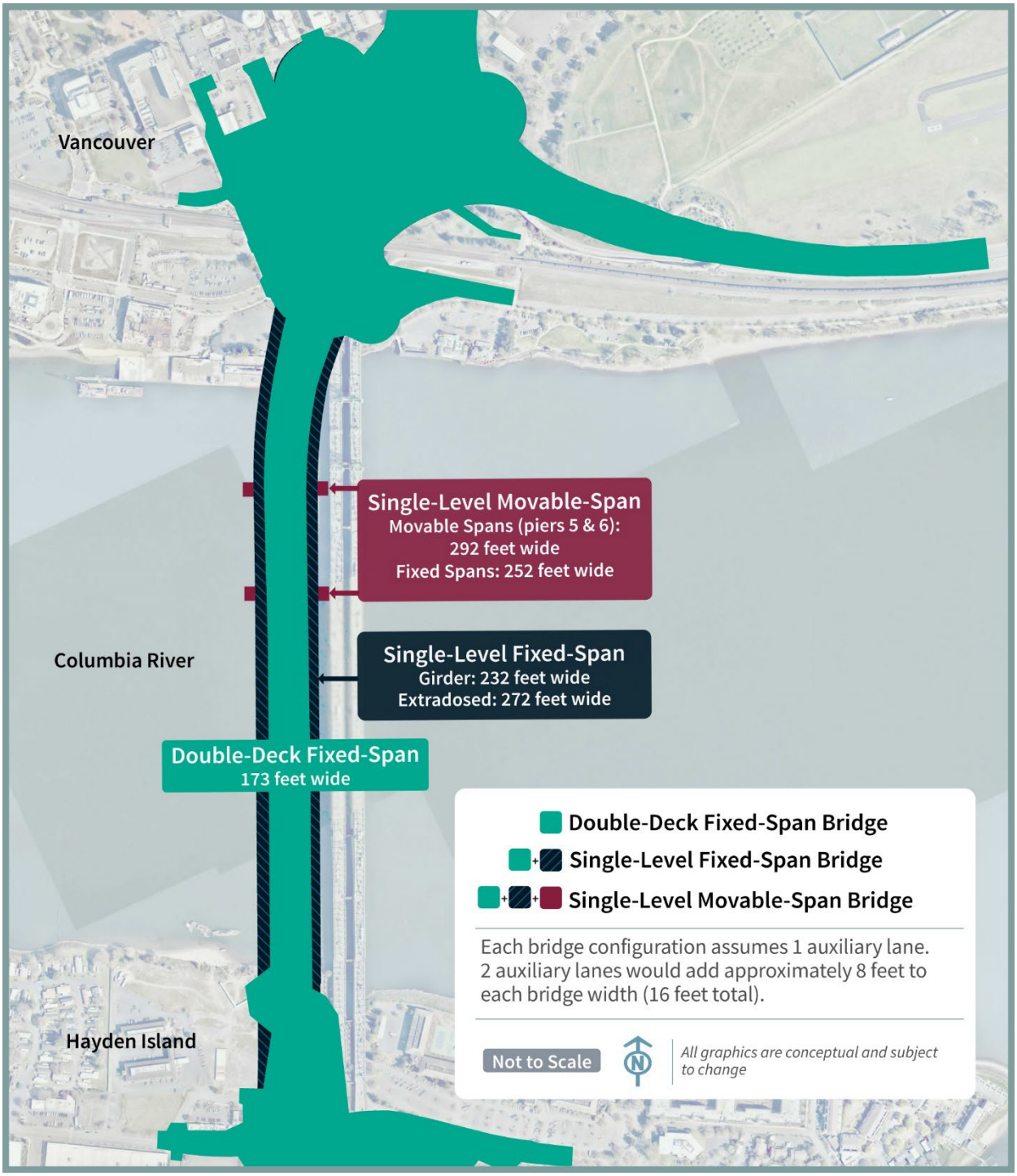
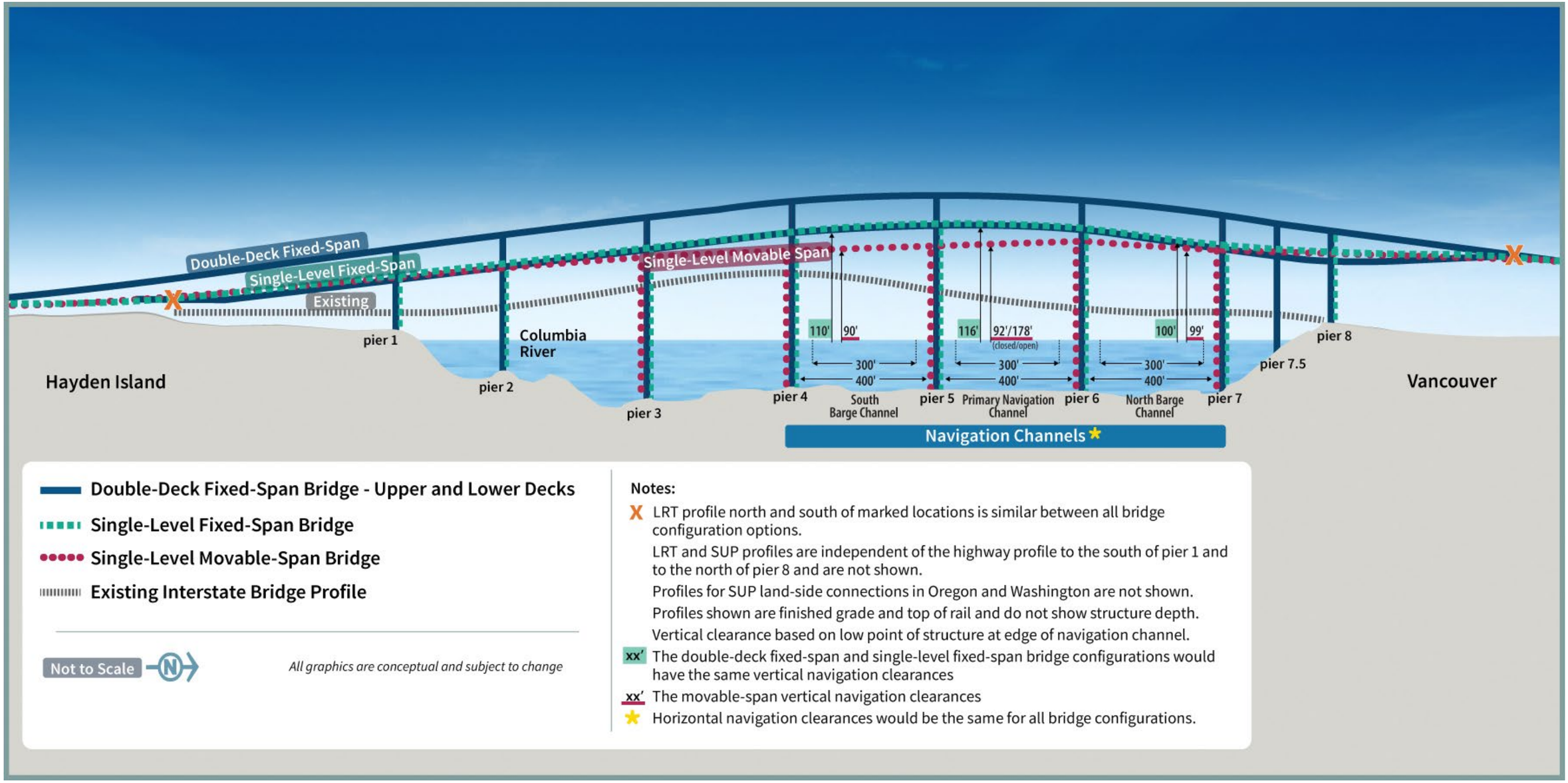


Figure 1-22. Bridge Configuration Profile Comparison



LRT = light-rail transit; SUP = shared-use path

Table 1-2. Summary of Bridge Configurations

Component	No-Build Alternative	Modified LPA with Double-Deck Fixed-Span Configuration	Modified LPA with Single-Level Fixed-Span Configuration [a]	Modified LPA with Single-Level Movable-Span Configuration
Bridge type	Steel through-truss spans	Double-deck steel truss	Single-level, concrete or steel girders, or extradosed	Single-level, steel girders with vertical lift span
Number of bridges	Two	Two	Two	Two
Movable-span type	Vertical lift span with counterweights.	N/A	N/A	Vertical lift span with counterweights
Movable-span location	Adjacent to Vancouver shoreline.	N/A	N/A	Between Piers 5 and 6 (approximately 500 feet south of the existing lift span)
Lift opening restrictions for vessels	Weekday peak AM and PM highway travel periods. [b] Typical bridge opening/gate closure durations are approximately 9 to 27 minutes depending on the purpose of the bridge lift (i.e., maintenance or vessel traffic) and lift elevation (i.e., partial lift or full lift). From 2007 to 2024, there was an average of 152 lifts per year (IBR 2025).	N/A	N/A	• Considering 2007–2024 trends in vessels transiting under the Interstate Bridge, there would be fewer bridge lifts compared to the No-Build Alternative due to increased vertical navigation clearance in the closed position (99 feet compared to 72 feet). • Additional restrictions to daytime bridge openings would be requested to consolidate fewer bridge openings outside of morning, midday, and

Component	No-Build Alternative	Modified LPA with Double-Deck Fixed-Span Configuration	Modified LPA with Single-Level Fixed-Span Configuration [a]	Modified LPA with Single-Level Movable-Span Configuration
				evening peak hours when vehicle and transit demand is high in order to improve LRT on-time performance and system reliability and reduce highway congestion. Changes to bridge opening restrictions would require future federal rulemaking process and authorization by USCG (beyond the assumed No-Build Alternative bridge restrictions for peak AM and PM highway travel periods). [b] • Typical opening durations are assumed to be 9 to 18 minutes [c] for the purposes of impact analysis but would ultimately depend on various operational considerations related to vessel traffic and river and weather conditions. Additional time would

Component	No-Build Alternative	Modified LPA with Double-Deck Fixed-Span Configuration	Modified LPA with Single-Level Fixed-Span Configuration [a]	Modified LPA with Single-Level Movable-Span Configuration
				also be required to stop traffic prior to opening and restart traffic after the bridge closes.
Out-to-out width [d]	138 feet total width	~173 feet total width	Girder: ~232 feet total width Extradosed: 272 feet total width	• ~292 feet at the movable span • ~252 feet at the fixed spans
Deck widths	52 feet (SB) 52 feet (NB)	~79 feet (SB) ~79 feet (NB)	Girder: • ~113 feet (SB) • ~104 feet (NB) Extradosed: • ~133 feet (SB) • ~124 feet (NB)	~113 feet (SB) ~104 feet (NB)
Vertical navigation clearance	Primary navigation channel: • 39 feet when closed • 178 feet when open Barge channel: • 46 feet to 70 feet Alternate barge channel: • 72 feet	Primary navigation channel: • 116 feet maximum North barge channel: • 100 feet maximum South barge channel: • 110 feet maximum	Primary navigation channel: • 116 feet maximum. North barge channel: • 100 feet maximum South barge channel: • 110 feet maximum	Primary navigation channel: • Closed position: ~90 feet. • Open position: 178 feet North barge channel: • ~99 feet maximum South barge channel: • ~90 feet maximum

Component	No-Build Alternative	Modified LPA with Double-Deck Fixed-Span Configuration	Modified LPA with Single-Level Fixed-Span Configuration [a]	Modified LPA with Single-Level Movable-Span Configuration
Horizontal navigation clearance	• 263 feet for primary navigation channel • 511 feet for barge channel • 260 feet for alternate barge channel	400 feet for all navigation channels (300-foot USACE authorized channel plus a 50-foot channel maintenance buffer on each side)	400 feet for all navigation channels (300-foot USACE authorized channel plus a 50-foot channel maintenance buffer on each side)	400 feet for all navigation channels (300-foot USACE authorized channel plus a 50-foot channel maintenance buffer on each side)
Maximum height of bridge component (elevation relative to NAVD 88) [e]	247 feet at top of lift tower	~166 feet	Girder: ~137 feet. Extradosed: ~179 feet at top of pylons	~243 feet at top of lift tower
Movable span length (from center of pier to center of pier)	278 feet	N/A	N/A	450 feet
Number of in-water pier sets	Nine	Six	Six	Six
Number of in-water drilled shafts	N/A	72	96	108
Shaft cap sizes	N/A	50 feet by 85 feet	50 feet by 230 feet	• Piers 2, 3, 4, and 7: 50 feet by 230 feet • Piers 5 and 6: 50 feet by 312 feet (one combined footing at each location to house tower/equipment for the lift span)

Component	No-Build Alternative	Modified LPA with Double-Deck Fixed-Span Configuration	Modified LPA with Single-Level Fixed-Span Configuration [a]	Modified LPA with Single-Level Movable-Span Configuration
Conceptual vertical grade [f]	4.8%	~4% on the Washington side ~4% on the Oregon side	~3% on the Washington side ~3% on the Oregon side	~1.5% on the Washington side. ~3% on the Oregon side
LRT location	N/A	Below highway on SB bridge	West of highway on SB bridge	West of highway on SB bridge
Express bus	Shared roadway lanes	Inside shoulder of NB and SB (upper) bridges	Inside shoulder of NB and SB bridges	Inside shoulder of NB and SB bridges
Shared-use path location	Sidewalk adjacent to roadway in both directions	Below highway on NB bridge	East of highway on NB bridge	East of highway on NB bridge

All dimensions and quantities are approximate.

a When different bridge types are not mentioned, data apply to both bridge types under the single-level fixed-span bridge configuration.

b The No-Build Alternative assume existing conditions that restrict bridge openings during weekday peak periods (Monday through Friday 6:30 a.m. to 9 a.m.; 2:30 p.m. to 6 p.m., excluding federal holidays). For the Modified LPA with a single-level movable-span bridge configuration design option, additional timing restrictions, which would increase restrictions on the timing for and duration of bridge openings, except for emergencies, would be requested and coordinated with the USCG. Bridge openings would be required for vessels and/or cargo with heights greater than 72 feet under the No-Build Alternative; whereas, bridge openings for vessels and/or cargo requiring more than 99 feet of clearance would be required for the Modified LPA with the movable-span bridge configuration design option.

c For the purposes of the transportation analysis in the Final SEIS (Section 3.1, Transportation of the Final SEIS), the movable-span opening time is assumed to be an average of 13.2 minutes.

d "Out-to-out width" is the measurement between the outside edges of both northbound and southbound bridge across its width at the widest point and includes the space between the two bridges. The deck width is the measurement of the outer edges of either the northbound bridge or the southbound bridge.

e NAVD 88 (North American Vertical Datum of 1988) is a vertical control datum (reference point) used by federal agencies for surveying.

f The maximum allowable vertical grade according to ODOT and WSDOT standards on the I-5 mainline is 4%.

I-5 = Interstate 5; LPA = Locally Preferred Alternative; LRT = light-rail transit; N/A = not applicable; NAVD 88 = North American Vertical Datum of 1988; NB = northbound; ODOT = Oregon Department of Transportation; SB = southbound; SEIS = Supplemental Environmental Impact Statement; USACE = U.S. Army Corps of Engineers; USCG = U.S. Coast Guard; WSDOT = Washington State Department of Transportation

1.1.4 Downtown Vancouver (Subarea C)

This section discusses the geographic Subarea C (Figure 1-3 shows an overview of the geographic subareas). Figure 1-23 shows all highway and interchange improvements in Subarea C.

1.1.4.1 Highways, Interchanges, and Local Roadways

North of the Columbia River bridges in downtown Vancouver, improvements are proposed to the SR 14 interchange (Figure 1-23).

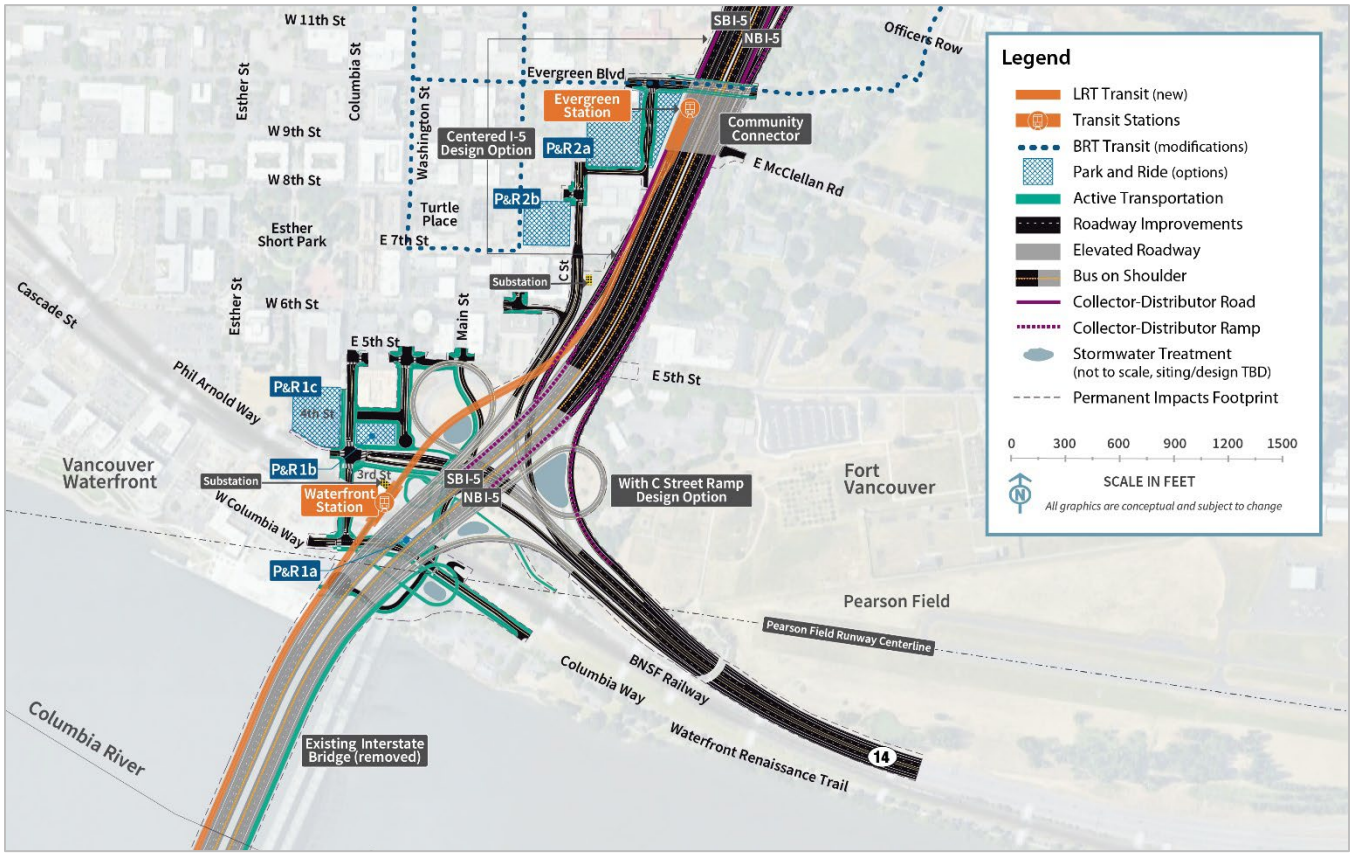
SR 14 INTERCHANGE/DOWNTOWN VANCOUVER

The new Columbia River bridges would touch down just north of the SR 14 interchange (Figure 1-23). The function of the SR 14 interchange configuration would remain essentially the same as it is now, but the interchange would be elevated to meet the new Columbia River bridges that cross over the BNSF Railway tracks. Direct connections between I-5 and SR 14 would be rebuilt. Access to and from downtown Vancouver would be provided as it is today, but the connection points would be relocated. Access from downtown Vancouver to eastbound SR 14 would be relocated from the Washington Street and W 5th Street intersection to a new intersection at Columbia Street and W 3rd Street. Access from westbound SR 14 would also be shifted from C Street to the new Columbia Street and W 3rd Street intersection. Access from downtown Vancouver to southbound I-5 would be relocated from the Washington Street and W 5th Street intersection to C Street. Access from northbound I-5 to downtown Vancouver would remain at C Street. Connections to downtown Vancouver would vary under the two design options under consideration for this area (with C Street ramps and without C Street ramps), as detailed below.

Main Street would be extended between 5th Street and Columbia Way. Vehicles traveling from downtown Vancouver to access SR 14 eastbound would use the new extension of Main Street to the intersection underneath I-5. If coming from the west or south (waterfront) in downtown Vancouver, vehicles would use the Phil Arnold Way/3rd Street extension to the intersection, then continue to SR 14 eastbound. The existing Columbia Way roadway under I-5 would be realigned to the north of its existing location and would intersect both the new Main Street extension and Columbia Street with T intersections.

In addition, the existing overcrossing of I-5 at Evergreen Boulevard would be reconstructed.

Figure 1-23. Downtown Vancouver (Subarea C)



BRT = bus rapid transit; LRT = light-rail transit; NB = northbound; P&R = park and ride; SB = southbound

C Street Ramp Design Options

With C Street Ramps – Recommended Design Option

The design option with C Street ramps would provide access to and from downtown Vancouver similar to existing conditions but with some of the connection points relocated. Access from northbound I-5 to downtown Vancouver would be rebuilt in the same location as the current connection. Downtown Vancouver I-5 access to and from the south would be consolidated at C Street with SR 14 connections to and from downtown at Columbia Street/W 3rd Street (Figure 1-24).

Without C Street Ramps

Under this design option, downtown Vancouver I-5 access to and from the south would be through the Mill Plain interchange rather than C Street. There would be no eastside loop ramp from northbound I-5 to C Street and no directional ramp on the west side of I-5 from C Street to southbound I-5. The existing eastside loop ramp would be removed. This option would reduce the footprint of the Modified LPA in this area.

I-5 Alignment Design Options

Centered I-5 – Recommended Design Option

This design option would maintain the location of the existing I-5 mainline alignment through downtown Vancouver between the SR 14 interchange and the Mill Plain Boulevard interchange.

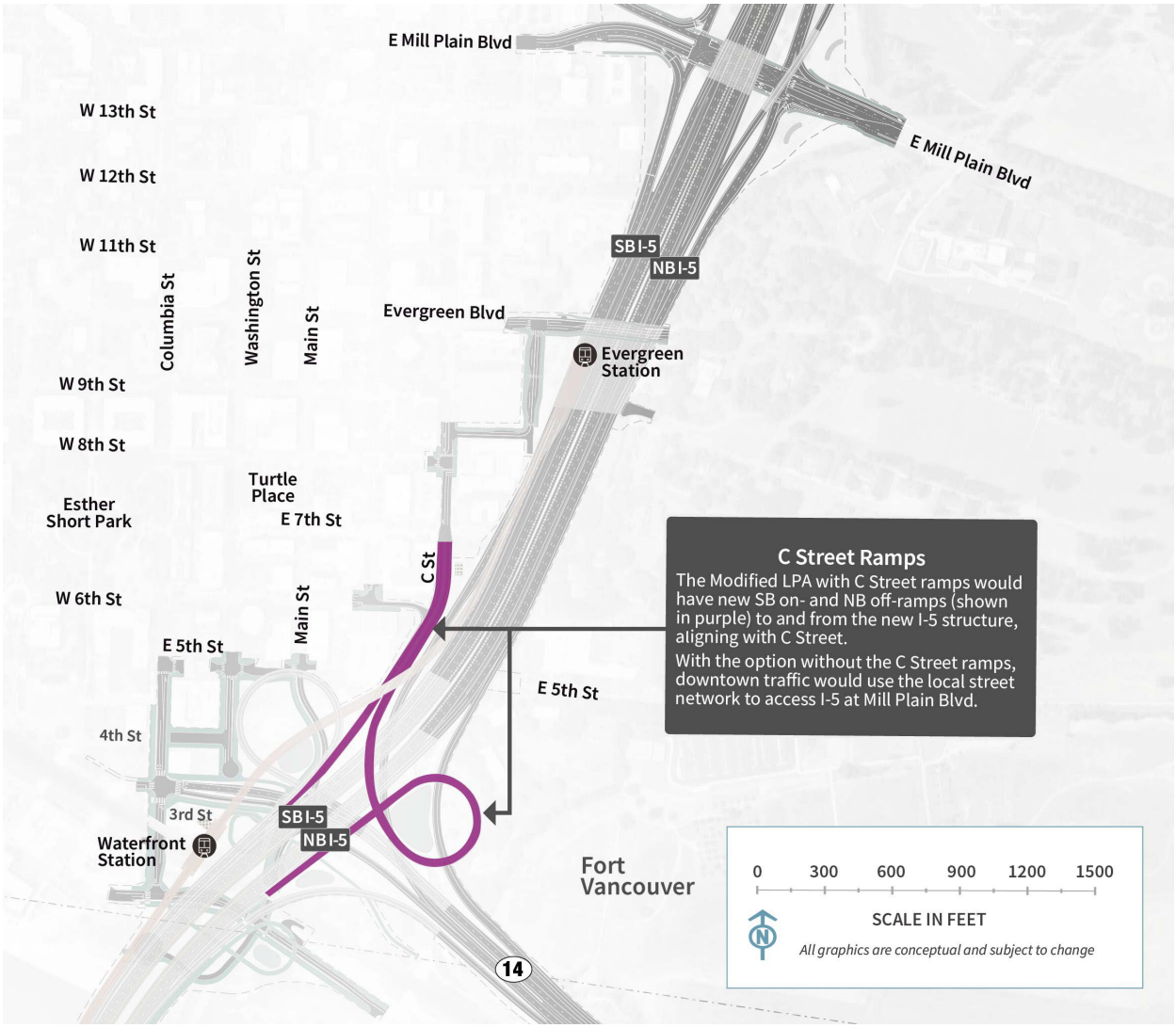
I-5 Shifted West

This design option would shift the I-5 mainline and ramps approximately 40 feet to the west between SR 14 and Mill Plain Boulevard.

The IBR Program recommends advancing the with C Street ramps design option. Both C Street ramp design options would provide important benefits to highway operations and safety and have similar impacts to many other resources, particularly the natural environment. While there would be some short-term construction cost savings and reduced visual impacts without C Street ramps, there would be greater impacts to local traffic as traffic that would have used the C Street ramps would be routed to the Mill Plain interchange, thereby increasing traffic volumes on the local street network and requiring additional mitigation. Both design options received a mix of positive and negative feedback from the public; however, there were more comments in support of the with C Street ramps design option. The with C Street ramps design option also has more support from the local partner agencies.

The IBR Program recommends advancing the centered I-5 alignment design option. Both I-5 mainline alignments would provide important benefits to highway operations and safety and have similar impacts to many other resources, particularly the natural environment. The westward shift design option would notably increase acquisitions resulting in the displacement of an additional three businesses (with approximately 140 employees) and 33 residential units, and the physical removal of the historic Normandy Apartments. However, the westward shift would reduce the area of acquisition and other impacts to the Vancouver National Historic Reserve (VNHR) Historic District (which includes the Fort Vancouver National Historic Site). While some public comments noted the reduced impacts to the VNHR Historic District from the westward shift design option, others raised concerns about its effects on safety, congestion, and increased residential and business displacements.

Figure 1-24. Modified LPA with C Street Ramps



COLLECTOR-DISTRIBUTOR ROADWAYS

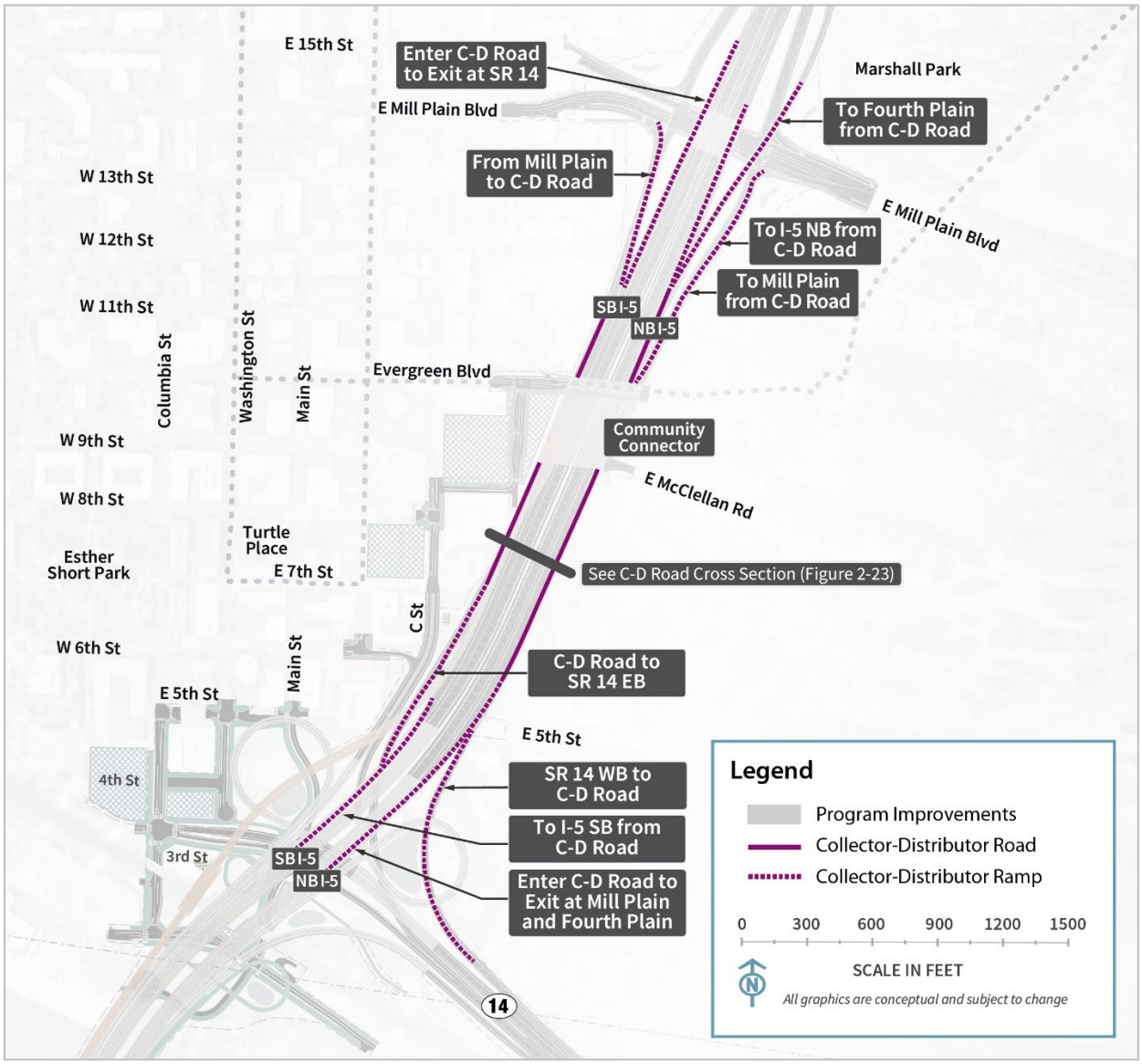
Figure 1-25 shows the location of the collector-distributor (C-D)[11] roadways in downtown Vancouver, and Figure 1-26 shows a typical cross section of the C-D roadways.

The on-ramp from SR 14 westbound would join the I-5 northbound off-ramp to Mill Plain/Fourth Plain Boulevard, forming the northbound C-D roadway between SR 14 and Fourth Plain Boulevard. The C-D roadway would provide access from northbound I-5 to the off-ramps at Mill Plain Boulevard and Fourth Plain Boulevard. The C-D roadway would also provide access from westbound SR 14 to the off-ramps at Mill Plain Boulevard and Fourth Plain Boulevard, and to the on-ramp to northbound I-5.

[11] A collector-distributor roadway parallels and connects the main travel lanes of a highway and frontage roads or entrance ramps.

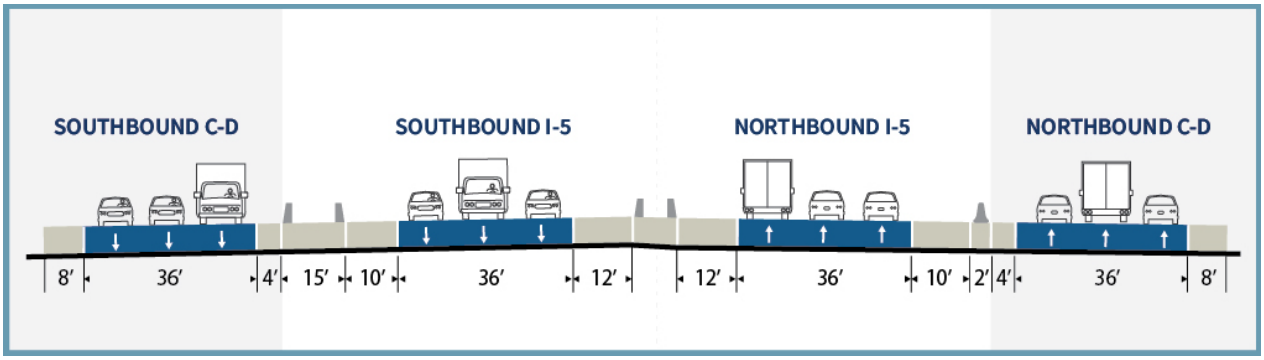
On southbound I-5, the off-ramp to SR 14 would join the southbound I-5 on-ramp from Mill Plain Boulevard to form a C-D roadway. The C-D roadway would provide access from southbound I-5 to the off-ramp to eastbound SR 14 and from Mill Plain Boulevard to the off-ramp to eastbound SR 14 and the on-ramp to southbound I-5.

Figure 1-25. Collector-Distributor Roadways



C-D = collector-distributor; EB = eastbound; NB = northbound; SB = southbound; WB = westbound

Figure 1-26. Typical Cross Section of the Collector-Distributor Roadways



The location of this cross section is shown on Figure 1-25.

1.1.4.2 Transit

LIGHT-RAIL ALIGNMENT AND STATIONS

Under the Modified LPA, the light-rail tracks would exit the highway bridge and be on their own bridge along the west side of the I-5 mainline after crossing the Columbia River (see Figure 1-23). The light-rail bridge would cross over the BNSF Railway tracks. An elevated light-rail station near the Vancouver waterfront (Waterfront Station) would be situated near the overcrossing of the BNSF tracks between Columbia Way and 3rd Street. Access to the elevated station would be primarily by elevator because the station would be situated approximately 90 feet above existing ground level. A stairwell(s) would be provided for emergency egress. The number of elevators and stairwells provided would be based on the ultimate platform configuration, station location relative to the BNSF trackway, projected ridership, and fire and life safety requirements. Passenger drop-off facilities would be located at ground level and would be coordinated with the C-TRAN bus service at this location. Active transportation facilities, described below, would connect to the new Waterfront Station. A new TPSS would be constructed north of the transit platform. The elevated light-rail tracks would continue north, cross over the westbound SR 14 on-ramp and the C Street/6th Street on-ramp to southbound I-5, and- then straddle the southbound I-5 C-D roadway. Transit components in the downtown Vancouver area would be similar between the C Street ramp and I-5 westward shift design options discussed above.

North of the Waterfront Station, the light-rail tracks would continue to the Evergreen Station, which would be the terminus of the light-rail extension (Figure 1-23). The light-rail tracks from downtown Vancouver to the terminus would be entirely on an elevated structure supported by single columns, where feasible, or by straddle bents[12] on either side of the roadway where needed. The Evergreen Station would be located at the same elevation as Evergreen Boulevard and the proposed Community Connector, and it would provide connections to the existing C-TRAN BRT system. Passenger drop-off facilities would be near the station and would be coordinated with the C-TRAN bus service at this location. Active transportation facilities, described below, would connect to the new Evergreen

[12] A straddle bent is a type of bridge support structure that “straddles” vehicle lanes and supports a flyover ramp.

Station. A new TPSS would be located on the south side of 7th Street, approximately 750 feet south of Evergreen Station.

PARK AND RIDES

The Modified LPA would provide parking capacity to accommodate 1,270 vehicles at designated park and rides in Vancouver along the LRT alignment (Figure 1-23) located near the Waterfront and Evergreen LRT stations. Parking capacity would be provided for 570 vehicles near the Waterfront Station and for 700 vehicles near the Evergreen Station.

Park and rides can expand the catchment area of public transit systems (the geographic area from which a station draws ridership), making transit more accessible to people who live farther away from fixed-route transit service, and attracting new riders who might not have considered using public transit otherwise.

The park and rides would be designed to accomplish the following:

- Support transit ridership.
- Promote station access by walking, biking, rolling, and transit.
- Support City of Vancouver objectives to increase mobility and access for a vibrant downtown.
- Include existing parking facilities in downtown Vancouver to help meet the projected demand for park and rides in areas where City of Vancouver studies show surplus parking supply.

Additional information regarding the park and rides can be found in the Transportation Technical Report.

As presented in the Draft SEIS, the Modified LPA would provide parking capacity for LRT riders by locating a single park and ride near the Waterfront Station with approximately 570 parking spaces; three sites were considered for this facility. Similarly, a single park and ride near the Evergreen Station would provide approximately 700 parking spaces; two sites were considered. Based on further design analysis, public comment received on the Draft SEIS, and coordination with local agencies, the approach to providing parking capacity for LRT riders was adjusted to focus on dispersed parking across more facilities, including using all three sites previously identified near the Waterfront Station and both sites previously identified near the Evergreen Station. The approach to disperse parking capacity across more sites would correlate to smaller sites in terms of structure size above or below ground.

The sites under consideration are described below, and the evaluation of impacts and benefits to developing a single, large park and ride at each of the two LRT station or five smaller park and rides are evaluated in this report.

Waterfront Station Park and Rides

Studies included in Appendix D to the Final SEIS have shown the need for park-and-ride capacity to accommodate 570 vehicles in the vicinity of the Waterfront Station. Three possible sites are analyzed (Figure 1-23):

- 1a. Columbia Way (below I-5). This 0.75-acre site could be developed as a new aboveground one-level parking structure. Access would be via Columbia Way. It could support approximately 70 parking spaces.
- 1b. Columbia Street/SR 14. This 0.50-acre site could be developed as a new aboveground six-level structure along the east side of Columbia Street and north of the SR 14 westbound off-ramp. Access would be via Washington Street. It could accommodate approximately 250 parking spaces. To provide all 570 parking spaces at this site, the structure would need to be 10 to 12 levels.
- 1c. Columbia Street/Phil Arnold Way (Waterfront Gateway Site). This 1.5-acre site could be developed as a new surface lot along the west side of Columbia Street, north of Phil Arnold Way. Access would be via Phil Arnold Way. A surface lot would provide approximately 250 parking spaces. To provide all 570 parking spaces at this site, a new four-level structure would be needed.

The IBR Program recommends advancing 1,270 park-and-ride spaces dispersed across five sites in Vancouver along the light-rail alignment, including three sites near the Waterfront Station and two sites near the Evergreen Station. All of the park and rides would provide similar benefits to the community by increasing the transit stations' catchment areas and making transit more accessible. There could be minor localized differences in traffic patterns and transit ridership depending on the location of spaces. Dispersing the 1,270 parking spaces across five park and rides rather than concentrating the spaces at a single location each near the Waterfront Station and Evergreen Station would promote compatibility with local planning goals and plans for multiuse development, multimodal access, and attractive public spaces. As the FTA's Capital Investment Grant process progresses, the IBR Program team will refine the Program's transit components, which will contribute to further information on parking needs to support transit ridership.

Studies (Appendix D to the Final SEIS) leading to the Modified LPA in 2022 evaluated a mix of light-rail station sites and park and rides and found that 1,270 spaces serving the Waterfront and Evergreen Stations, combined with bus and active transportation improvements, would attract the most riders.

Evergreen Station Park and Rides

Studies included in Appendix D to the Final SEIS have shown the need for park and rides to accommodate 700 vehicles in the vicinity of the Evergreen Station. Two possible sites are analyzed in this technical report (see Figure 1-23):

- 2a. Library Square. This 3.2-acre site could be developed as a new underground three- to four-level structure east of C Street and south of Evergreen Boulevard. It could accommodate approximately 400 parking spaces. To provide all 700 parking spaces at this site, the structure

would require seven or more levels below ground.[13] This site could be combined with Site 2b to provide a total of 700 spaces.

- 2b. Columbia Credit Union. This approximately 1-acre site is an existing parking structure/commercial building and provides an estimated 400 parking spaces to current users on four levels above ground. The parking capacity would not be exclusively available for transit users; however, up to 300 spaces could be used for transit riders. This site could be combined with Site 2a to provide a total of 700 spaces.

1.1.4.3 Active Transportation

Within the downtown Vancouver area, the shared-use path on the northbound (or eastern) bridge would exit the bridge at the SR 14 interchange, loop down on the east side of I-5 via a vertical helix path, cross back below I-5 to the west side of I-5, run beneath the elevated light-rail crossing over BNSF, and then loop down to connect to the Main Street extension at the intersection underneath I-5 with connections to the Waterfront Station from the active transportation facilities. Connections to the Waterfront Renaissance Trail would be made by facilities along Main Street and Columbia Way (Figure 1-23). Access would be provided across state right of way beneath the new bridges to provide a connection between the recreational areas along the city's Columbia River waterfront east of the bridges and existing and future waterfront uses west of the bridges.

Active transportation components in the downtown Vancouver area would be similar for all design options.

As part of the Modified LPA, a Community Connector is proposed to be built over I-5 just south of Evergreen Boulevard and east of the Evergreen Station (Figure 1-23). The structure is proposed to include off-street pathways for active transportation modes including pedestrians, bicyclists, and other micro-mobility modes, and public space and amenities to support the active transportation facilities with connections to the Evergreen Station from the active transportation facilities. The primary intent of the Community Connector is to improve connections between downtown Vancouver on the west side of I-5 and the Vancouver National Historic Reserve on the east side.

1.1.5 Upper Vancouver (Subarea D)

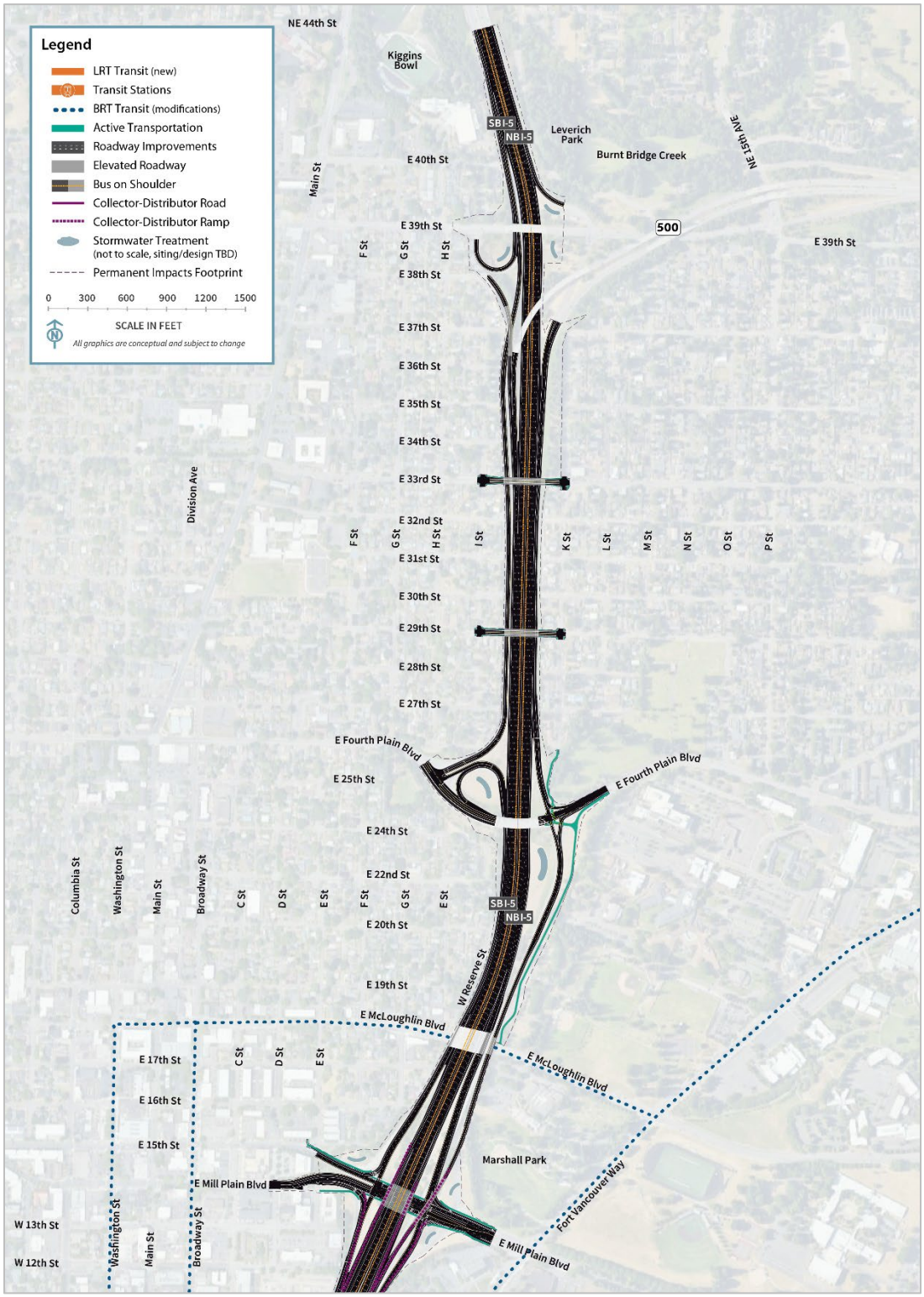
This section discusses the geographic Subarea D (Figure 1-3 shows an overview of the geographic subareas). Figure 1-27 shows all highway and interchange improvements in Subarea D.

1.1.5.1 Highways, Interchanges, and Local Roadways

Within the upper Vancouver area, the IBR Program proposes improvements to three interchanges—Mill Plain, Fourth Plain, and SR 500—as described below.

[13] The maximum depth of an underground parking structure at Library Square is provided for comparative purposes only. An underground parking structure would likely not exceed 3 or 4 levels because of engineering and environmental constraints.

Figure 1-27. Upper Vancouver (Subarea D)



BRT = bus rapid transit; LRT = light-rail transit; TBD = to be determined

MILL PLAIN BOULEVARD INTERCHANGE

The Mill Plain Boulevard interchange is north of the SR 14 interchange (Figure 1-27). This interchange would be reconstructed as a tight-diamond configuration but would otherwise remain similar in function and footprint to the existing interchange. The ramp terminal intersections would be sized to accommodate high, wide, heavy freight vehicles that travel between the Port of Vancouver and I-5. The off-ramp from I-5 northbound to Mill Plain Boulevard would diverge from the C-D road that would continue north, crossing over Mill Plain Boulevard, to provide access to Fourth Plain Boulevard via a C-D roadway. The off-ramp to Fourth Plain Boulevard would be reconstructed and would cross over Mill Plain Boulevard east of I-5, similar to the way it functions today.

FOURTH PLAIN BOULEVARD INTERCHANGE

At the Fourth Plain Boulevard interchange (Figure 1-27), improvements would include reconstruction of the I-5 ramp terminal intersections. The existing bridge for Fourth Plain Boulevard over I-5 would be retained. Northbound I-5 traffic exiting to Fourth Plain Boulevard would first exit to the northbound C-D roadway, which provides off-ramp access to Fourth Plain Boulevard and Mill Plain Boulevard. The westbound SR 14 to northbound I-5 on-ramp also joins the northbound C-D roadway before continuing north past the Fourth Plain Boulevard and Mill Plain Boulevard off-ramps as an auxiliary lane. The southbound I-5 off-ramp to Fourth Plain Boulevard would be braided below the 39th Street on-ramp to southbound I-5. This change would eliminate the existing nonstandard weave between the SR 500 interchange and the off-ramp to Fourth Plain Boulevard. It would also eliminate the existing westbound SR 500 to Fourth Plain Boulevard off-ramp connection. The existing overcrossing of I-5 at 29th Street would be reconstructed to accommodate a widened I-5, provide adequate vertical clearance over I-5, and provide pedestrian and bicycle facilities.

SR 500/39TH STREET INTERCHANGE AREA

The northern terminus of the I-5 improvements would be in the SR 500 interchange area (Figure 1-27). The improvements would primarily be to connect the Modified LPA to existing ramps. The off-ramp from I-5 southbound to 39th Street would be reconstructed to establish the beginning of the braided ramp to Fourth Plain Boulevard and restore the loop ramp to 39th Street. Ramps from existing I-5 northbound to SR 500 eastbound and from 39th Street to I-5 northbound would be partially reconstructed. The existing bridges for 39th Street over I-5 and SR 500 westbound to I-5 southbound would be retained. The 39th Street to I-5 southbound on-ramp would be reconstructed and braided over (i.e., grade separated or pass over) the new I-5 southbound off-ramp to Fourth Plain Boulevard.

The existing overcrossing of I-5 at 33rd Street would also be reconstructed to accommodate a widened I-5, provide adequate vertical clearance over I-5, and provide pedestrian and bicycle facilities.

1.1.5.2 Transit

There would be no LRT facilities in upper Vancouver. Proposed operational changes to bus service, including I-5 bus-on-shoulder service, are described in Section 1.1.7, Transit Operating Characteristics.

1.1.5.3 Active Transportation

Several active transportation improvements would be made in Subarea D consistent with City of Vancouver plans and policies. On the east side of I-5, a new shared-use path would connect E McLoughlin Boulevard to Fourth Plain Boulevard. At the Fourth Plain Boulevard interchange, there would be improvements to provide better bicycle and pedestrian mobility and accessibility; these include bicycle lanes, neighborhood connections, and a connection to the City of Vancouver's planned two-way cycle track on Fourth Plain Boulevard. The reconstructed overcrossings of I-5 at 29th Street and 33rd Street would provide pedestrian and bicycle facilities on those cross streets. No new active transportation facilities are proposed in the SR 500 interchange area. Active transportation improvements at the Mill Plain Boulevard interchange include buffered bicycle lanes and sidewalks, pavement markings, lighting, and signing.

1.1.6 Transit Support Facilities

1.1.6.1 Ruby Junction Light-Rail Operations and Maintenance Facility Expansion

The TriMet Ruby Junction Light-Rail OMF in Gresham, Oregon, would be expanded to accommodate the additional LRVs associated with the Modified LPA's LRT service (the Ruby Junction location relative to the study area is shown in Figure 1-28). Improvements would include additional storage tracks for LRVs and maintenance materials and supplies; expanded LRV maintenance bays; expanded parking and employee support areas for additional personnel; an additional maintenance building for daily cleaning and periodic weather-dependent treatments for LRV maintenance, demolition, and relocation of a maintenance building (Ruby West); tenant improvements and new structures for affected operations; and a third lead track at the northern entrance to the Ruby Junction Light-Rail OMF. Adjacent parcels would be acquired to accommodate maintenance and storage needs required for or impacted by the Modified LPA. Figure 1-28 shows the proposed footprint of the expansion.

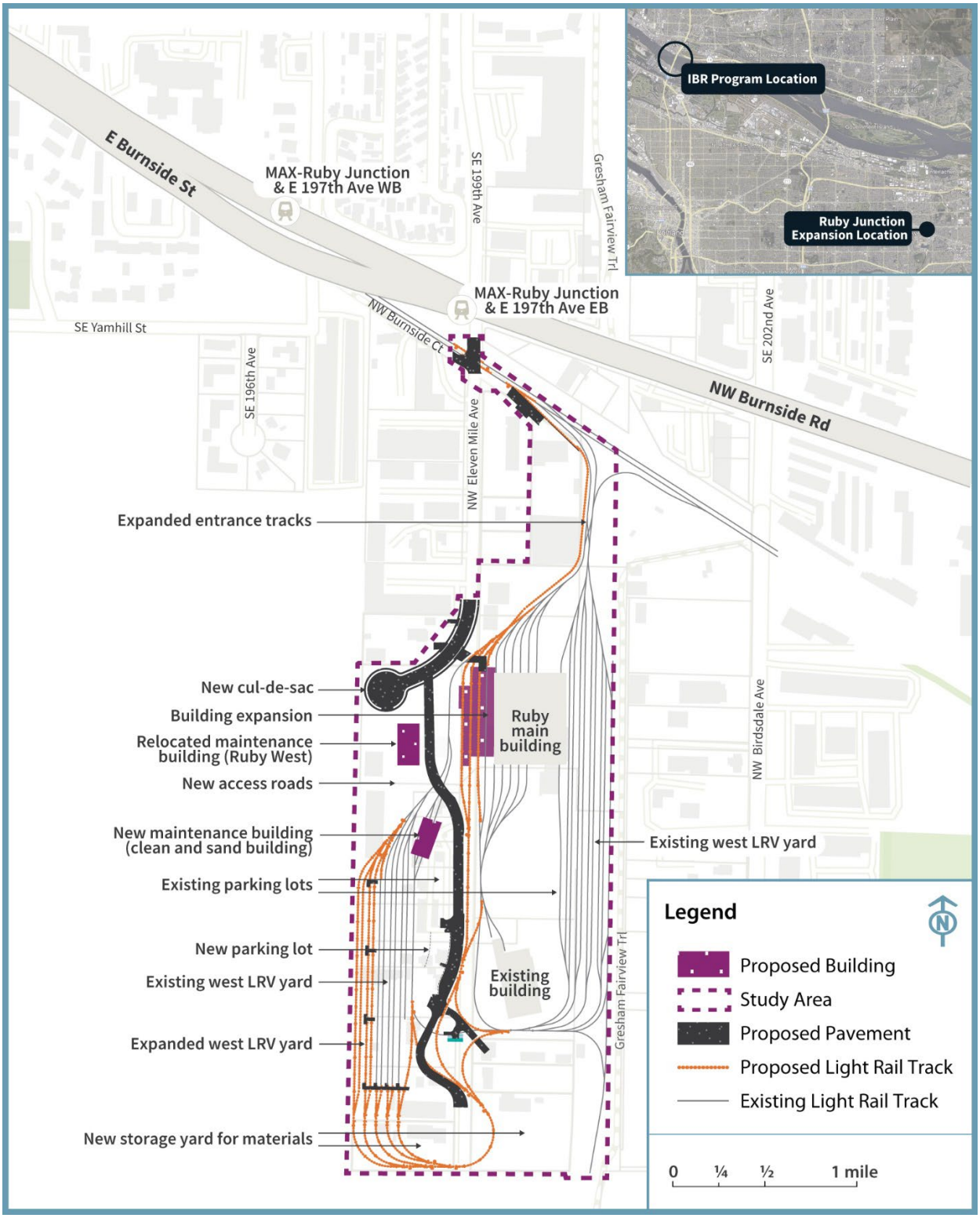
The existing main building would be expanded west to provide additional maintenance bays. Today, Eleven Mile Avenue extends from NW Burnside Road and dead ends at the southern limits of the existing OMF. To make space for the building expansion, the existing Eleven Mile Avenue public right of way would be vacated and would terminate in a new cul-de-sac west of the main building. A new cul-de-sac would be required to meet City of Gresham code requirements for fire access and turnaround. New internal/nonpublic access roads would be constructed to maintain access to TriMet buildings south of the cul-de-sac; these would impact an existing maintenance building (Ruby West), which would be demolished and rebuilt within Ruby Junction Light-Rail OMF.

The existing western LRV storage yard, west of Eleven Mile Avenue, would be expanded to the west to accommodate additional storage tracks and a runaround track (a track constructed to bypass congestion in the maintenance yard). This expansion would require partial demolition of an existing TriMet building (just north of the LRV storage) and would require relocating the material storage yard to the southeastern corner of the campus. Immediately east of the storage yard, a double track LRV maintenance building would be constructed impacting existing parking. Various other surface parking areas in the west yard would also be relocated north of the cul-de-sac.

All tracks in the west LRV storage yard would also be extended southward to connect to the proposed runaround track. The runaround track would connect to existing and proposed tracks adjacent to the existing Ruby Junction building located to the south. The connections to the runaround track would require partial demolition of an existing TriMet building and, full demolition of one existing building and partial demolition of another building on the adjacent private property to the south. These affected functions would be housed in a new replacement building on site.

A third track would be needed at the north entrance to the Ruby Junction Light-Rail OMF to accommodate increased train volumes without decreasing service. The additional track would also reduce operational impacts during construction and maintenance outages for the yard. Constructing the third track would require reconstruction of Burnside Court east of Eleven Mile Avenue. An additional crossover would also be needed on the mainline track where it crosses Eleven Mile Avenue; it would require reconstruction of the existing track crossings for vehicles, bicycles, and pedestrians.

Figure 1-28. Ruby Junction Light-Rail Operations and Maintenance Facility Study Area



EB = eastbound; LRV = light-rail vehicle; WB = westbound

1.1.6.2 Expo Center Overnight Light-Rail Vehicle Facility

An overnight facility for LRVs would be constructed on the southwest corner of the Expo Center property (as shown on Figure 1-29). The inclusion of the Expo Overnight Facility allows TriMet the ability to maintain current service and maintenance operations on their Blue Line system and reduce deadheading between Ruby Junction and the northern terminus of the MAX Yellow Line extension. Deadheading occurs when LRVs travel without paying passengers to move the vehicles to and from service. Currently, Blue Line is maintained through a limited nighttime work window. With the inclusion of the Expo Overnight Facility, trains originating service at Evergreen have substantially less deadhead time, reducing Yellow Line operating costs, and Blue Line maintenance windows are retained.

The facility would provide a yard access track, storage tracks for approximately 13 LRVs, one building for light LRV maintenance and operator facilities, a TPSS, a sand silo, a parking lot for operators and facility staff, space for security personnel, and other associated facilities. This facility and the lead tracks connecting to it would necessitate relocation and reconstruction of the internal circulation road from the Expo Road entrance to approximately 100 feet west of Building E of the Expo Center (including southern areas of the parking lot, including gates and booths). However, it would not affect existing Expo Center buildings.

The overnight facility lead track would connect to the mainline tracks by crossing Expo Road just south of the existing Expo Center MAX Station. The connection tracks would require relocation of one or two existing LRT facilities, including a TPSS building and potentially the existing signals/communication building, which are both just south of the Expo Center MAX Station. Existing artwork at the station may require relocation.

1.1.6.3 Additional Bus Bays at the C-TRAN Operations and Maintenance Facility

Three bus bays would be added to the existing C-TRAN OMF located at 2425 NE 65th Avenue in Vancouver. These additional bus bays, which would not require the acquisition of any new property, would provide maintenance capacity for the additional express bus service on I-5 (Section 1.1.7, Transit Operating Characteristics). Modifications to the facility would accommodate new vehicles as well as maintenance equipment.

Figure 1-29. Expo Center Overnight LRV Facility

1.1.7 Transit Operating Characteristics

1.1.7.1 Light-Rail Transit Operations

Nineteen new LRVs would be purchased to operate the extension of the MAX Yellow Line. These vehicles would be similar to those currently used for the TriMet MAX system. With the Modified LPA including all design options, LRT service in the new and existing portions of the Yellow Line in 2045

would operate with 6.7-minute average headways[14] during the 2-hour morning peak period. Midday and evening headways would be 15 minutes, and late-night headways would be 30 minutes. LRT service would operate between the hours of approximately 5 a.m. (first southbound train leaving Evergreen Station) and 1 a.m. (last northbound train arriving at the station), which is consistent with current service on the Yellow Line. LRVs would be deadheaded at Evergreen Station before beginning service each day. A third track at this northern terminus would accommodate layovers.

1.1.7.2 Express Bus Service and Bus on Shoulder

C-TRAN provides bus service that connects to LRT and augments travel between Washington and Oregon with express bus service to key employment centers in Oregon. Beginning in 2022, the main express route providing service in the I-5 corridor, Route 105, had two service variations. One pattern provides service between Salmon Creek and downtown Portland with a single intermediate stop at the 99th Street Transit Center, and one provides service between Salmon Creek and downtown Portland with two intermediate stops: the 99th Street Transit Center and downtown Vancouver. This route currently provides weekday service with 20-minute peak and 60-minute off-peak headways.

In 2045, for both the No-Build Alternative and Modified LPA, C-TRAN Route 105 would be revised to only provide direct service from the Salmon Creek Park and Ride and 99th Street Transit Center to downtown Portland with no intermediate stops in downtown Vancouver. Under the Modified LPA with all design options, this route would operate at 5-minute peak headways with no service in the off-peak, compared to 10-minute peak headways under the No-Build Alternative. Under both the No-Build Alternative and the Modified LPA, C-TRAN Route 105 intermediate stop service through downtown Vancouver would be replaced with C-TRAN Route 101, which would provide direct service from downtown Vancouver to downtown Portland and would operate at 15-minute peak and 30-minute off-peak headways and 10-minute peak and 30-minute off-peak headways, respectively.

Two other existing C-TRAN express bus service routes would remain unchanged after completion of the Modified LPA. C-TRAN Route 190 would continue to provide service from the Andresen Park and Ride in Vancouver to Marquam Hill in Portland. This route would continue to operate on SR 500 and I-5 within the study area. Route headways would be 10 minutes in the peak periods with no off-peak service. C-TRAN Route 164 would continue to provide service from the Fisher's Landing Transit Center to downtown Portland. This route would continue to operate within the study area only in the northbound direction during PM service to use the I-5 northbound high-occupancy vehicle lane in Oregon before exiting to eastbound SR 14 in Washington. Route headways would be 10 minutes during the peak and 30 minutes during the off-peak. These two routes provide the same routing and frequencies in both the No-Build Alternative and the proposed Modified LPA.

C-TRAN express bus Routes 105 and 190 are currently permitted to use the existing southbound inside shoulder of I-5 from 99th Street to the Interstate Bridge in Vancouver. However, the existing shoulders are too narrow for bus-on-shoulder use in the rest of the I-5 corridor in the study area. The Modified LPA would include inside shoulders on I-5 that would be wide enough (approximately 14 feet on the Columbia River bridges and 11.5 to 12 feet elsewhere on I-5) to allow northbound and southbound buses to operate on the shoulder, except where I-5 would have to taper to match existing inside

[14] Headways are defined as gaps between arriving transit vehicles.

shoulder widths at the north and south ends of the corridor. Figure 1-6, Figure 1-10, Figure 1-23, and Figure 1-27 show the potential bus-on-shoulder use over the Columbia River bridges. Bus on shoulder could operate on any of the Modified LPA bridge configurations and bridge types. Additional approvals (including a continuing control agreement), in coordination with ODOT, may be needed for buses to operate on the shoulder on the Oregon portion of I-5.

After completion of the Modified LPA, two C-TRAN express bus routes operating on I-5 through the study area would be able to use bus-on-shoulder operations to bypass congestion in the general-purpose lanes. C-TRAN Route 105 would operate on the shoulder for the full length of the study area. C-TRAN Route 190 would operate on the shoulder for the full length of the corridor except for the distance required to merge into and out of the shoulder as the route exits from and to SR 500. These two express bus routes (105 and 190) would have a combined frequency of every 3 minutes during the 2045 AM and PM peak periods. To support the increased frequency of express bus service, eight double-decker or articulated buses would be purchased.

With the C Street ramps design option, C-TRAN Route 101 would use bus on shoulder south of the SR 14 interchange but would not use the full extent of bus-on-shoulder lanes that would be included in the Modified LPA because the route would need to begin merging over early to use the C Street off-ramp to access downtown Vancouver. Without the C Street ramps design option, C-TRAN Route 101 would be rerouted to use the Mill Plain interchange to access downtown Vancouver. Under this design option, the Route 101 would also not use the full extent of bus-on-shoulder lanes that would be included in the Modified LPA but would use the bus on shoulder south of Mill Plain Boulevard and begin merging over early to use the Mill Plain off-ramp.

C-TRAN Route 164 would not be anticipated to use bus-on-shoulder operations because of the need to exit to SR 14 from northbound I-5.

1.1.7.3 Local Bus Route Changes

Two TriMet bus routes would be adjusted to accommodate the transit improvements associated with the Modified LPA. TriMet Line 6 bus route would be changed to terminate at the Expo Center MAX Station instead of Hayden Island, where it terminates currently and in the No-Build Alternative. The new Line 6 route would require passengers to transfer to the new LRT connection to access Hayden Island. TriMet Line 6 is anticipated to travel from Delta Park MAX Station north along Expo Road to the Expo Center MAX Station. Table 1-3 shows the existing service and anticipated future changes to TriMet Line 6. In addition to Line 6, TriMet Route 11 could require slight modifications to maintain transfers to the Expo Center MAX Station, depending on the final design of the station and surrounding area.

As part of the Modified LPA, several local C-TRAN bus routes would be changed to better complement the new light-rail extension. Most of these changes would reroute existing bus lines to provide a transfer opportunity at the proposed new Evergreen Station. Table 1-3 shows existing service and anticipated future changes to C-TRAN bus routes. In addition to the changes noted in Table 1-3, other local bus route modifications may move service from Broadway to C Street.

For both TriMet and C-TRAN detailed service planning analysis, including obtaining public feedback for service changes associated with the Modified LPA, would be conducted prior to the start of revenue service.

Table 1-3. Proposed TriMet and C-TRAN Bus Route Changes

Bus Route	Existing Route	Changes with Modified LPA
TriMet Line 6	Connects Goose Hollow, Portland City Center, N/NE Portland, Jantzen Beach, and Hayden Island. Within the study area, service currently runs between Delta Park MAX Station and Hayden Island via I-5.	Route would be revised to terminate at the Expo Center MAX Station. Route is anticipated to travel from the Delta Park MAX Station, north along Expo Road to connect via facilities on the west side of I-5 with the Expo Center MAX Station.
TriMet Line 11	Connects East Columbia, Expo Center, Smith/Bybee lakes, Rivergate and St. Johns via Marine Drive, Lombard, Columbia, Fessenden, and Ivanhoe.	Stops along Marine Drive would be relocated or the line would be rerouted slightly to connect via facilities on the west side of I-5 with the Expo Center MAX Station.
C-TRAN Fourth Plain and Mill Plain bus rapid transit (The Vine)	Runs between downtown Vancouver and the Vancouver Mall Transit Center via Fourth Plain Boulevard, with a second line along Mill Plain Boulevard. In the study area, service currently runs along Washington and Broadway Streets through downtown Vancouver.	Route would be revised to begin/end near the Evergreen Station in downtown Vancouver and provide service along Evergreen Boulevard to Fort Vancouver Way, where it would travel to or from Mill Plain Boulevard or Fourth Plain Boulevard depending on clockwise/counterclockwise operations. The Fourth Plain Boulevard route would continue to serve existing Vine stations beyond Evergreen Boulevard.
C-TRAN #2 Lincoln	Connects the 99th Street Transit Center to downtown Vancouver via Lincoln and Kaufman Avenues. Within the study area, service currently runs along Washington and Broadway Streets between 7th and 15th Streets in downtown Vancouver.	Route would be modified to begin/end near C Street and 9th Street in downtown Vancouver.
C-TRAN #25 St. Johns	Connects the 99th Street Transit Center to downtown Vancouver via St. Johns Boulevard and Fort Vancouver Way. Within the study area, service currently runs along Evergreen Boulevard, Jefferson Street/Kaufman Avenue, 15th Street, and Franklin Street in downtown Vancouver.	Route would be modified to begin/end near C Street and 9th Street in downtown Vancouver.

Bus Route	Existing Route	Changes with Modified LPA
C-TRAN #30 Burton	Connects the Fisher's Landing Transit Center with downtown Vancouver via 164th/162nd Avenues and 18th, 25th, 28th, and 39th Streets. Within the study area, service currently runs along McLoughlin Boulevard and on Washington and Broadway Streets between 8th and 15th Streets.	Route would be modified to begin/end near C Street and 9th Street in downtown Vancouver.
C-TRAN #60 Delta Park Regional	Connects the Delta Park MAX Station in Portland with downtown Vancouver via I-5. Within the study area, service currently runs along I-5, Mill Plain Boulevard, and Broadway Street.	Route would be discontinued.

1.1.8 Tolling

Consistent with the CRC LPA, tolling cars and trucks that would use the new Columbia River bridges is proposed as a method to help fund the bridge construction and future maintenance, as well as to provide different mode, time, and destination choices for trips across the Columbia River. The sections below describe the tolling authority and tolling operations.

1.1.8.1 Tolling Authority

Federal and state laws provide authority to toll the I-5 crossing. The IBR Program plans to toll the new Columbia River bridges under the federal tolling authorization program codified in 23 U.S.C. § 129 (Section 129). Section 129 allows public agencies to impose new tolls on federal-aid interstate highways for the reconstruction or replacement of toll-free bridges or tunnels. In 2023, the Washington State Legislature authorized tolling on the Interstate Bridge, with toll rates and policies to be set by the Washington State Transportation Commission (WSTC). In Oregon, the legislature authorized tolling on the Interstate Bridge in 2013 and gave the Oregon Transportation Commission (OTC) the authority to set toll rates and policies. Subsequently, in January 2025, the OTC reviewed and approved the I-5 tollway project application that designated the IBR Program as a "tollway project" and the facility (the I-5 bridge) as a tollway for construction as defined in Oregon Revised Statutes (ORS) 383.003(8) and pursuant to ORS 383.015.

Tolling Equipment

Below are the key types of equipment used to collect data for billing purposes.

Transponders: Small tags affixed to vehicles that communicate with tolling equipment as the vehicle passes.

Antenna/Readers: As a vehicle with a transponder enters a toll zone, an antenna transmits a signal between the transponder and the reader. The reader then transmits pertinent information to the toll zone controller.

Automatic Vehicle Classification: Various roadway devices installed overhead and/or in pavement to detect and identify the vehicle type (e.g., truck, bus, personal vehicle, etc.).

License Plate Image Capture Cameras: Cameras and software that capture images of license plates as vehicles pass.

Digital Video Audit System: Various types of cameras monitor traffic flow and equipment locations.

At the beginning of 2024, the OTC and the WSTC entered into a bi-state tolling agreement to establish a cooperative process for setting toll rates and policies. This included the formation of the I-5 Bi-State Tolling Subcommittee, which consists of two commissioners each from the OTC and WSTC, and tasked the subcommittee with developing toll rate and policy recommendations for joint consideration and adoption by each state's commission. At the direction of the commissions, all toll scenarios being analyzed in the next round of tolling analysis (referred to as a level 3 toll traffic and revenue study) for the IBR Program assume a low-income discount. Formal action is still needed by the commissions to implement rates and policies, including discounts and exemptions.

In December 2024, a memorandum of understanding was executed by both states that outlined their shared understanding of tolling operations, including cooperation between the state Departments of Transportation and roles and responsibilities for the IBR Program. Toll collection would be managed by WSDOT, including drivers' option to use *Good To Go!* accounts for paying tolls. In addition to the memorandum, the two states plan to enter into a separate agreement guiding the sharing and uses of toll revenues, including the order of uses (flow of funds) for bridge construction, debt service, and other required expenditures. WSDOT and ODOT also plan to enter into one or more agreements addressing implementation logistics, toll collection, and operations and maintenance for tolling the bi-state facility.

1.1.8.2 Tolling Operations

The Modified LPA includes a proposal to apply variable tolls on vehicles using the Columbia River bridges with the toll collected electronically in both directions. Tolls would vary by time of day with higher rates during peak travel periods and lower rates during off-peak periods. The IBR Program evaluated multiple toll scenarios with two different variable toll schedules by time of day. For purposes of this National Environmental Policy Act (NEPA) analysis, the lowest toll schedule was analyzed, with tolls assumed to range between $1.50 and $3.15 (state fiscal year 2026 dollars) for passenger vehicles and light trucks (i.e., vehicles with two axels) with a *Good To Go!* account. The assumed toll range and other assumptions are documented in the IBR Program Level 2 Toll Traffic and Revenue Study (IBR 2023). Medium and heavy trucks (i.e., vehicles with more than two axels) would be charged a higher toll than passenger vehicles and light trucks. Passenger vehicles and light trucks without a *Good To Go!* account would pay an additional $2.00 per trip to cover the cost of identifying the vehicle owner from the license plate and invoicing the toll by mail.

It is assumed that tolling would begin on the existing Interstate Bridge, referred to as "pre-completion tolling," in 2027, allowing time after receiving a Record of Decision to hire a contractor, install tolling equipment, and conduct the rate-setting process. The purpose of pre-completion tolling would be to generate initial capital construction funding on a pay-as-you-go basis. Later, toll revenue would be used to secure a portion of Program financing to pay back bonds or loans. Pre-completion tolling would also help pay current interest on the debt to minimize interest costs. Once the new Columbia River bridges are completed, the traffic and tolling operations would shift from the existing Interstate Bridge over to the new bridges, and 24-hour tolls would be implemented; this is referred to as "post-completion tolling."

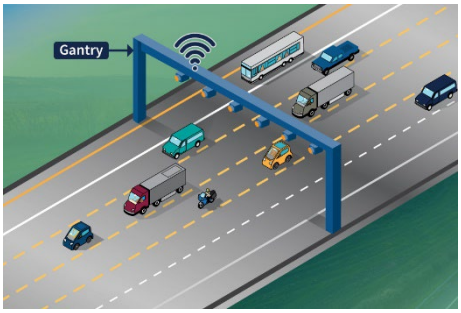
The start dates for pre-completion tolling would be determined based on the IBR Program environmental and construction timelines; placeholders for tolling start dates were used in this NEPA

analysis. This NEPA analysis assumed that pre-completion tolling on the existing Interstate Bridge would be toll-free overnight between 11 p.m. and 5 a.m. (IBR 2023). The OTC and WSTC are also considering this as an option during the level 3 toll traffic and revenue study; however, a decision has not been made on whether these toll-free hours would be implemented. This toll-free period could help avoid situations where users would be charged during lane or partial bridge closures when construction delays may occur.

Tolls would be collected using an all-electronic toll collection system using transponder pass readers and license plate cameras mounted to structures over the roadway. Each traffic lane and shoulder would have a pass reader and license plate camera to ensure accurate detection of vehicles. Toll collection booths would not be required. Instead, motorists could obtain a pass and set up a *Good To Go!* account that would automatically bill the account holder associated with the pass each time the vehicle crossed the bridge. Customers without passes would be tolled by a license plate recognition system that would bill the address of the owner registered to that vehicle's license plate.

There would be two separate "toll zones," which are the area in which the tolling system would detect and classify passing vehicles and then transmit pertinent information to the toll zone controller (Figure 1-30). There would be one zone for northbound traffic and one zone for southbound traffic. During pre-completion tolling, the toll zones would be located on I-5 in Vancouver, between the Interstate Bridge and the BNSF Railway. The location of the post-completion toll zones would be determined at a later date, but it is anticipated that both toll zones would remain in Vancouver.

Figure 1-30. Toll Zone



One gantry (i.e., overheard structure) would be located in each toll zone (Figure 1-30). Generators and equipment cabinets would be located nearby, which would house various equipment needed to support toll operations. Additional equipment cabinets would be placed throughout the Program area to support tolling operations, such as near the toll rate signage (see below).

As previously noted, a key element of tolling would be variable-rate pricing, where toll rates would differ based on the time of day a vehicle uses the bridge. To accomplish this, toll rate signs would be installed at route decision points on local roads, I-5 on-ramps, and on I-5, including locations north and south of the bridges where drivers make informed route decisions (e.g., I-5/Interstate 205 junction and I-5/Interstate 84 junction). The intent of the toll rate signs is to provide both static and variable pricing information. The static sign would contain details such as direction, wayfinding, or other information. These signs would also include a variable message sign panel that would show toll rate(s) in effect at that time.

1.1.9 Transportation System- and Demand-Management Measures

Many well-coordinated transportation demand-management and system-management programs are already in place in the Portland-Vancouver metropolitan region. In most cases, the impetus for the programs comes from state regulations: Oregon's Employee Commute Options rule and Washington's Commute Trip Reduction law (described in the sidebar).

The physical and operational elements of the Modified LPA provide the greatest transportation demand-management opportunities by promoting other modes to fulfill more of the travel needs in the corridor. These include:

- Major new light-rail line in exclusive right of way, as well as express bus routes and bus routes that connect to new light-rail stations.
- I-5 inside shoulders that accommodate express buses.
- Modern bicycle and pedestrian facilities that accommodate more bicyclists and pedestrians and improve connectivity, safety, and travel time.
- Park and rides.
- A variable-rate toll on the new Columbia River bridges.

In addition to these fundamental elements of the Modified LPA, facilities and equipment would be implemented that could help existing or expanded transportation system–management measures maximize the capacity and efficiency of the system. These include:

- Replacement or expanded variable message signs in the primary study area. These signs alert drivers to incidents and events, allowing them to seek alternate routes or plan to limit travel during periods of congestion.
- Replacement or expanded traveler information systems with additional traffic monitoring equipment and cameras.
- Expanded incident response capabilities, which help traffic congestion to clear more quickly following accidents, spills, or other incidents.

State Laws to Reduce Commute Trips

Oregon and Washington have both adopted regulations intended to reduce the number of people commuting in single-occupancy vehicles (SOVs). Oregon's Employee Commute Options Program, created under Oregon Administrative Rule 340-242-0010, requires employers with over 100 employees in the greater Portland area to provide commute options that encourage employees to reduce auto trips to the work site. Washington's 1991 Commute Trip Reduction (CTR) Law, updated as the 2006 CTR Efficiency Act (Revised Code of Washington §70.94.521) addresses traffic congestion, air pollution, and petroleum fuel consumption. The law requires counties and cities with the greatest traffic congestion and air pollution to implement plans to reduce SOV demand. An additional provision mandates "major employers" and "employers at major worksites" to implement programs to reduce SOV use.

- Queue jumps or bypass lanes for transit vehicles where multilane approaches are provided at ramp signals for on-ramps. Locations for these features will be determined during the detailed design phase.
- Active traffic management strategies including ramp metering and dynamic speed limits. These strategies are intended to manage congestion by controlling traffic flow.

1.1.10 Off-Site Mitigation Sites

The IBR Program will provide off-site mitigation for unavoidable impacts to natural resources, including fish and wildlife species and their habitats, wetlands, surface waters, floodplains, and other regulated habitat features (refer to the Final SEIS, Sections 3.14, Water Quality and Hydrology; 3.15, Wetlands; and 3.16, Ecosystems).[15] Applicable federal, state, and local regulatory frameworks require mitigation sequencing that includes avoidance and minimization of impacts, and compensatory mitigation to achieve "no net loss" of the resource or its functions. Mitigation must fully offset the impacts of the Modified LPA and achieve this "no net loss" standard. The Modified LPA would result in unavoidable impacts to natural resources, which would require mitigation under one or more regulatory frameworks. Mitigation plans and mitigation bank use plans will be prepared to provide compensation for any such unavoidable impacts to regulated resources (wetlands, waters, floodplain, sensitive habitats) and to demonstrate that the IBR Program will achieve "no net loss" of function of these resources. The IBR Program is preparing functional assessments and coordinating with regulatory agencies to quantify the amount and type of compensatory mitigation required to offset Program impacts and achieve "no net loss."

It is anticipated that compensatory mitigation for unavoidable impacts to aquatic and terrestrial habitats and species in Washington will be provided through the purchase of credits from the proposed Wapato Valley Mitigation and Conservation Bank (Figure 1-31). The bank is approximately 876 acres and is located in the Columbia River floodplain at the mouth of the Lewis River, approximately 19 river miles downstream of the Interstate Bridge. Approval of the bank is expected in 2026.

It is anticipated that compensatory mitigation for unavoidable impacts to wetlands, and aquatic and terrestrial habitats and species in Oregon will be provided partially through the purchase of advance mitigation credits at ODOT's proposed Columbia Bottomlands Advance Mitigation/Conservation Site, and partially through the purchase and protection under conservation easement of a site on West Hayden Island (shown on Figure 1-31). The Columbia Bottomlands Advanced Mitigation/Conservation site is located in Scappoose Bay, a slough of Multnomah Channel, in Columbia County, Oregon. The site is located approximately 1 mile upstream of where the Multnomah Channel meets the Columbia River and approximately 20 river miles downstream of the Interstate Bridge. The site has been designed to provide advance mitigation credits for impacts to wetlands and aquatic and terrestrial habitats and species for future ODOT projects. All impacted wetlands and other water features would be mitigated in accordance with current USACE mitigation policies, and the conditions of the Section 404 Permit. All compensatory mitigation plans would be developed in coordination with the USACE

[15] On-site mitigation is identified and analyzed in relevant subsections of Chapter 3, Existing Conditions and Environmental Consequences of the Final SEIS.

and other appropriate agencies as part of the Section 404 permitting process. The USACE and other appropriate agencies would determine the appropriate level of mitigation based upon the functions lost or adversely affected as a result of impacts to aquatic resources.

The proposed site on West Hayden Island is approximately 65 acres in size and is located approximately 2.5 river miles downstream of the Interstate Bridge, on the south side of the island adjacent to North Portland Harbor. The site is currently owned by the Oregon Department of State Lands, but ODOT has proposed to purchase this site and place it under a conservation easement. One or more compensatory mitigation projects may also be conducted on the site. The specific activities to be conducted at this site would be developed in coordination with the applicable regulatory agencies for each of the various permit applications.

In addition to the compensatory wetland and habitat mitigation described above, the IBR Program may need to excavate material from within the 100-year floodplain to address the compensatory excavation requirements of the City of Portland's recently updated floodplain ordinance. If such activity is required, it is anticipated that this material would be removed from upland portions of the 65-acre parcel on West Hayden Island described above or from aquatic areas adjacent to this parcel. If such excavation activities are conducted, excavated materials will be disposed of at a location approved to receive that type of material.

Figure 1-31. Potential Compensatory Mitigation Sites

1.2 Modified LPA Construction

Construction of the IBR Program would be sequenced in accordance with many factors, such as the scale of improvements, different types of infrastructure and associated construction specialties required, timing of funding received, maintenance of traffic on I-5, navigation on the Columbia River, seasonal and weather constraints, permit conditions, and other considerations. Multiple construction packages are anticipated to be developed and delivered by different agencies—WSDOT, ODOT, TriMet, and C-TRAN—that will use various delivery methods (e.g., design-bid-build, design-build, progressive design-build, construction manager/general contractor).

The first construction packages are anticipated to be the new Columbia River bridges and approaches. Subsequent construction packages would be sequenced throughout the Program area. Early construction activities may occur in the Program area to prepare for the bridge replacement work. Demolition of the existing Interstate Bridge would take place after the new Columbia River bridges were opened to traffic. Construction of other components of the Modified LPA would be sequenced during and after the construction of the new Columbia River bridges begins.

Electronic tolling infrastructure for the existing Interstate Bridge would be constructed and operational near the start of construction on the new Columbia River bridges and would be constructed and operational for the new Columbia River bridges in time for their opening. The toll rates and policies for tolling (including pre-completion tolling) would be determined by the OTC and WSTC (refer to Section 1.1.8, Tolling).

1.2.1 Construction Components, Packaging Plan, and Duration

Table 1-4 lists the main construction components of the Modified LPA along with the estimated construction durations and descriptions of the associated work. Construction packages are also listed in Table 1-4 and illustrated in Figure 1-32. These main construction components would be defined by some functional improvement to the Program corridor; for example, construction of the new bridges would be coordinated with the construction of the connections to the existing I-5, enabling use of the new bridges while other components of the Program are constructed. Each listed component would require multiple construction packages—small and large, general and specialty. As construction progresses, interim connections may be in place while subsequent components are built and final connections and finishes are completed. This preliminary construction plan may change as the Program advances toward construction. Construction packages may further be combined or separated throughout delivery of the Program. Construction of all components identified in the Program could last more than 10 years.

The estimated durations are shown as ranges to reflect the potential for Program funding to be sequenced over time. In addition to funding, contractor schedules, regulatory restrictions on in-water work, river navigation considerations, permits and approvals, weather, materials, and equipment could all influence construction duration and overlap of construction of certain components. Certain work below the ordinary high-water mark of the Columbia River and North Portland Harbor would be restricted to minimize impacts to species listed under the Endangered Species Act and their designated critical habitat.

Throughout most periods of construction, three travel lanes in each direction on I-5 (accommodating personal vehicles, freight, and buses) would remain open during peak hours. Off-peak and weekend restrictions and closures could be required during construction. Active transportation connections would be maintained throughout construction. Advanced coordination and public notice would be given for restrictions, intermittent or longer-term closures, and detours for highway, local roadway, transit, and active transportation users via accessible facilities and wayfinding (refer to the Final SEIS, Section 3.1, Transportation, for additional information, including for local street and ramp or interstate access closures). At least one Columbia River navigation channel would remain open to shipping throughout construction. Advanced coordination and notice would be given for restrictions or intermittent closures to navigation channels as required (refer to the Final SEIS Section 3.2, Navigation, for additional information).

Table 1-4. Preliminary Construction Packaging Plan

Component and General Location	Estimated Duration	Description	Construction Packages
Columbia River bridges, approaches, and demolition of Interstate Bridge *Hayden Island to Evergreen Boulevard*	6 to 8 years	• General sequence for new bridges would include initial preparation and installation of foundation piles, shaft caps, pier columns, superstructure, and deck elements, followed by systems and finish work. • SR 14 interchange would be constructed in a separate construction package and must be completed before all traffic could be transferred to the new Columbia River bridges. • Demolition of the existing Interstate Bridge could begin only after traffic is transferred to the new Columbia River bridges.	• Columbia River Bridges [a] • Approaches [a] • Pre-completion Tolling Signage and Equipment Installation • SR 14 A • Evergreen Bridge • Interstate Bridge Demolition
Light-rail and bus-on-shoulder transit *Expo Station to Evergreen Station; Ruby Junction*	4 to 7 years	• The light-rail alignment would be partially supported by the southbound Columbia River bridge and approach structure guideways. • Light-rail construction would include all infrastructure associated with light-rail elements of the Transit Packages construction package (e.g., overhead catenary system, tracks, stations, and park and rides). • Bus on shoulder would include corresponding bus elements of the Transit Packages construction package.	• North Portland Harbor Transit Bridge • Marine Drive A (supports transit improvements) • Hayden Island A (supports transit improvements) • Light-rail Overnight Facility • Transit Packages • Ruby Junction

Component and General Location	Estimated Duration	Description	Construction Packages
Marine Drive and Hayden Island interchanges and North Portland Harbor bridges *Marine Drive to Hayden Island*	4 to 10 years	• Hayden Island interchange construction duration would not necessarily entail continuous active construction. • The North Portland Harbor bridges could include sequenced construction of southbound bridges, northbound bridges, and demolition of the existing North Portland Harbor bridge to maintain traffic mobility during construction. • Hayden Island and Marine Drive interchanges could be broken into several contracts, which could spread work over a longer duration.	• Hayden Island Surface Streets • Hayden Island Interchange • North Portland Harbor Bridges • Oregon I-5 Southbound • Oregon I-5 Northbound • North Portland Harbor Bridge Removal • Marine Drive Interchange • North Expo Road
Mill Plain Boulevard, Fourth Plain Boulevard, and SR 500/39th Street interchanges *Mill Plain Boulevard to SR 500*	3 to 4 years	• Construction of these interchanges could be independent from each other.	• Mill Plain Boulevard Interchange • Washington North

a The Columbia River Bridges and Approaches construction packages include light-rail guideway from the Hayden Island Bridge Approach, the Columbia River bridges, north to Evergreen Boulevard.

Figure 1-32. Preliminary Construction Packages

1.2.2 Potential Staging Sites and Casting Yards

Equipment and materials would be staged in the primary study area throughout construction generally within existing or newly purchased right of way, on land vacated by existing transportation facilities (e.g., I-5 on Hayden Island), or on nearby parcels. However, at least one large site could be required for construction offices, equipment maintenance and storage, maintenance of traffic equipment, employee parking, and construction material storage and other needs. Criteria for suitable sites include large, open areas for heavy machinery and material storage, waterfront access for barges (either a slip or a dock capable of handling heavy equipment and material) to convey material to the construction zone, and roadway or rail access for landside transportation of materials by truck or train.

Two potential major staging sites have been identified (see Figure 1-6). Both sites are located on Hayden Island on the west side of I-5. A large portion of both parcels would be required for new right of way for the Modified LPA. Other staging sites may be identified during the design process or by the contractor. Following construction of the Modified LPA, the staging sites could be converted to other uses.

In addition to on-land sites, some staging activities for construction of the new Columbia River and North Portland Harbor bridges would take place on the river itself. Temporary work structures, barges, barge-mounted cranes, derricks, and other construction vessels and equipment would be present on the river during most or all of the bridges' construction period. The IBR Program is working with USACE, USCG, and the Federal Aviation Administration to obtain necessary clearances for these activities.

A casting or staging yard could also be required for construction of the overwater bridges if a precast concrete segmental bridge design is used. A casting yard would require access to the river for barges, a slip or a dock capable of handling heavy equipment and material, a large area suitable for a concrete batch plant and associated heavy machinery and equipment, and access to a highway or railway for delivery of materials. Such a site would likely be between approximately 50 and 100 acres. As with the staging sites, casting yards would be identified during the design process or by the contractor and would be subject to the same contract and permit requirements to implement the best management practices (BMPs) described in Appendix M to the Final SEIS unless more stringent permitting requirements and conditions are required at the time of identification.

All material staging, equipment staging areas, equipment fueling areas, and casting yards would be contained and located outside of environmentally and culturally sensitive areas. To the extent practicable, these sites would be located in upland locations, on areas that are already or have been previously disturbed. These activities would be conducted consistent with the impact minimization BMPs described in Appendix M to the Final SEIS. Construction of the Modified LPA would also include revegetating temporarily disturbed areas consistent with federal, state, and local regulations, and the net result would be no net loss of habitat function in the long term. As with the staging sites, casting or staging yard sites may be identified as the design progresses or by the contractor and would be evaluated via a NEPA re-evaluation or supplemental NEPA document for potential environmental impacts at that time.

1.3 No-Build Alternative

The No-Build Alternative illustrates how transportation and environmental conditions would likely change by the year 2045 if the Modified LPA is not built. This alternative makes the same assumptions as the Modified LPA regarding population and employment growth through 2045, and it assumes that the same transportation and land use projects in the region would occur as planned.

Regional transportation projects included in the No-Build Alternative are those in the financially constrained 2018 *Regional Transportation Plan* (RTP) adopted in December 2018 by the Metro Council (Metro 2018) and in March 2019 (RTC 2019) by the Southwest Washington Regional Transportation Council (RTC) Board of Directors (referred to collectively as the 2018 RTP in this report).[16] The 2018 RTP has a planning horizon year of 2040 and includes projects from state and local plans necessary to meet transportation needs over this time period; financially constrained means these projects have identified funding sources. The Transportation Technical Report lists the projects included in the financially constrained 2018 RTP.

The implementation of regional and local land use plans is also assumed as part of the No-Build Alternative. For the IBR Program analysis, population and employment assumptions used in the 2018 RTP were updated to 2045 in a manner consistent with regional comprehensive and land use planning. In addition to accounting for added growth, adjustments were made within Portland to reallocate the households and employment based on the most current update to Portland's comprehensive plan, which was not complete in time for inclusion in the 2018 RTP.

Other projects assumed as part of the No-Build Alternative include major development and infrastructure projects that are in the planning stage, permitting stage, or partway through phased development. They include the Waterfront Vancouver project, Terminal 1 development, the Renaissance Boardwalk, the Waterfront Gateway project, improvements to the levee system, several restoration and habitat projects, and the Portland Expo Center.

In addition to population and employment growth and the implementation of local and regional plans and projects, the No-Build Alternative assumes that the existing Interstate Bridge would continue to operate as it does today. As the bridge ages, needs for repair and maintenance would potentially increase, and the bridge would continue to be at risk of mechanical failure or damage from a seismic event.

[16] The 2018 RTP was the adopted regional transportation plan available when the IBR Program initiated the SEIS. In 2023, Oregon Metro and RTC updated their respective RTPs as part of their five-year update cycle, as required under 23 CFR.
§ 450.324. The 2023 RTP was adopted by Oregon Metro in 2023 and RTC in 2024, several years after the IBR Program Draft SEIS analysis was initiated in early 2021. To use the regional travel demand model supporting the 2023 RTP, additional refinement and coordination would be necessary for it to be ready for use in a facility-specific study, such as the IBR Program. This refinement and coordination process is lengthy and can take up to a year and a half for a complex project with numerous partner agencies, like the IBR Program. Therefore, the NEPA lead agencies exercised their discretion and determined, based on their technical expertise, that the 2018 RTP and Travel Demand Model continued to be the most appropriate base tool for the purposes of comparing the No-Build Alternative to the Modified LPA and design options in the Final SEIS.

2. METHODS

2.1 Introduction

This chapter outlines the methodology used to identify historic properties and to evaluate potential effects that would result from the undertaking. It includes applicable federal, state, and local regulations, a description of the APE, and a discussion of the procedures and approaches used to evaluate NRHP eligibility, assess the potential for effects on historic properties.

2.2 Regulatory Framework

The analysis of HBE properties considered the following federal regulations and guidelines to direct this assessment:

- NEPA of 1969, 42 USC §§ 4321 et seq.
- Section 106 of NHPA of 1966, 16 USC §§ 470 et seq., as amended.
- U.S. Department of Transportation Act of 1966 (USDOT Act), 49 USC §§ 101 et seq., Section 4(f), as amended.

This report identifies historic properties and assesses effects from the IBR Program on those historic properties under Section 106 of NHPA. In addition, this report evaluates resources that qualify for protection under Section 4(f) of the USDOT Act. The Section 4(f) analysis is documented in Chapter 5 of the SEIS.

2.2.1 Relationship to Columbia River Crossing Project

The analysis of HBE properties for the IBR Program has derived elements of its methodology from the analysis completed under the CRC Project between 2005 and 2013. This is consistent with the guidance provided to the IBR Program by its co-lead federal agencies, FHWA and FTA, which issued the notice *Supplemental Environmental Impact Statement for the Interstate Bridge Replacement Program* on April 5, 2023, that a SEIS will be prepared for the IBR Program to address changes that have occurred since the CRC Project's Final EIS and 2011 ROD. The notice states that the "IBR Program builds on previous studies conducted for the CRC Project between 2005 and 2013" and continues that the "SEIS will incorporate the CRC Project's NEPA analyses and other relevant information, as appropriate."[17]

In comparison to the analysis completed by the CRC Project, the IBR Program's SEIS studies only one Build Alternative (the Modified LPA with design options) rather than the four Build Alternatives that were considered in the CRC EIS. Because of this, the IBR Program is only considering a design that

[17] Federal Highway Administration and Federal Transit Administration, USDOT, "Supplemental Environmental Impact Statement for the Interstate Bridge Replacement Program," *Federal Register* 88, no. 65 (April 5, 2023): 20206–20207, https://www.federalregister.gov/documents/2023/04/05/2023-07052/supplemental-environmental-impact-statement-for-the-interstate-bridge-replacement-program.

places light-rail transit within and alongside the I-5 right of way, unlike the CRC LPA, which proposed a light-rail alignment through Vancouver's commercial core along the Main Street commercial corridor. This change substantially reduces the number of HBE resources within the IBR Program's potential footprint and reduces its overall APE.

As a preliminary step to the IBR Program's analysis of HBE properties, IBR Program staff and consultants reviewed all available CRC Project materials relating to HBE resources. The online Washington State Department of Transportation (WSDOT) CRC archives have the most complete collection of these materials; however, there are additional materials in the historic resource databases of the Oregon State Historic Preservation Office (SHPO) and the Washington Department of Archaeology and Historic Preservation (DAHP).

The review of these materials showed them to be incomplete. Reviewers were unable to find a full list of all the resources evaluated by the CRC Project. Of the evaluations they found, eligibility justifications often lacked sufficient details or were altogether absent. Additionally, only the resources determined to be eligible in Oregon appeared to have a record of formal concurrence from the Oregon SHPO. Resources in Washington, whether determined eligible or not, had no comparable record of concurrence.

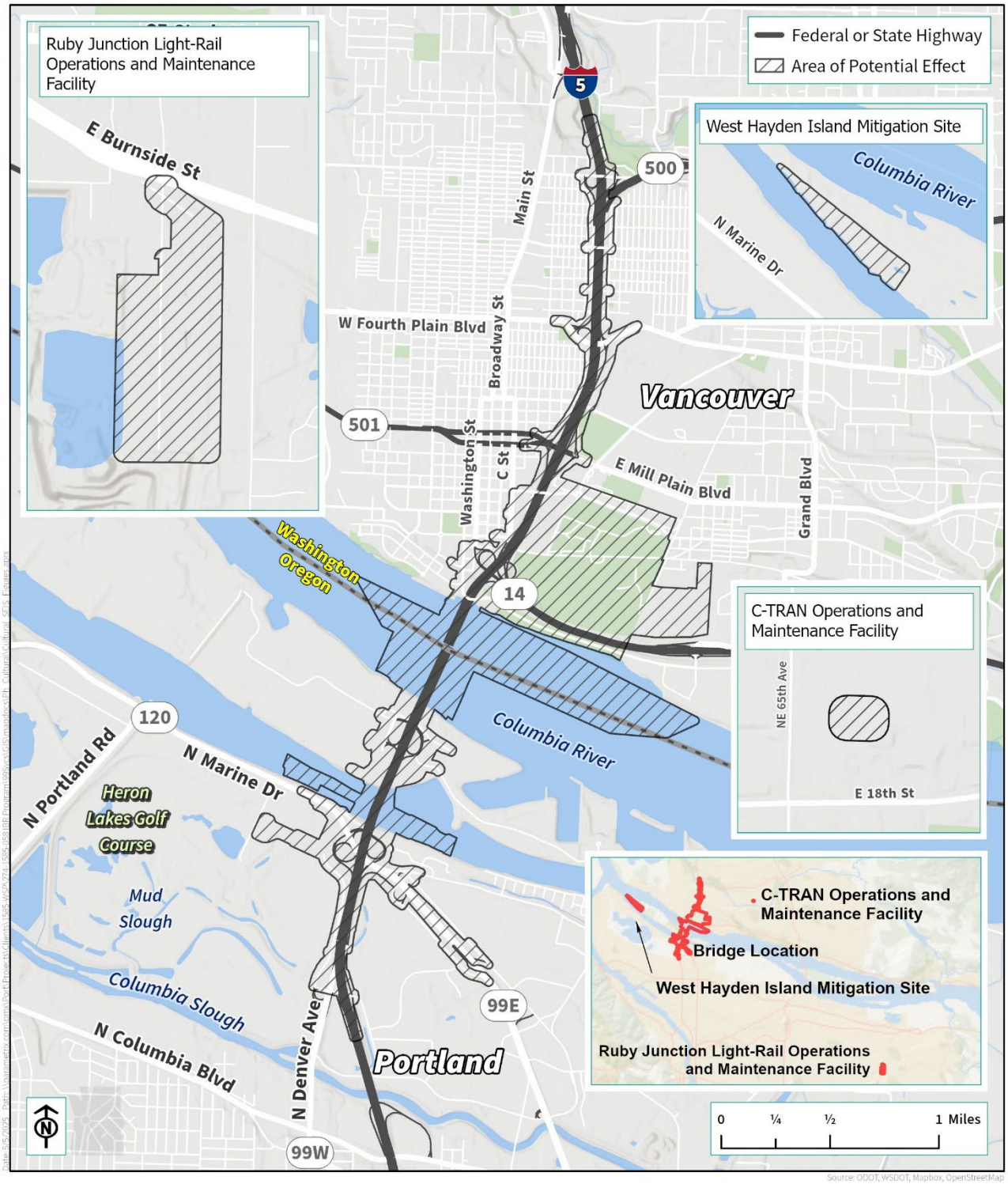
Due to these irregularities, only a limited number of elements of the CRC Project's HBE analysis were appropriate to carry forward to support the work undertaken by the IBR Program.

2.3 Area of Potential Effects

Under Section 106 of the NHPA, the APE is determined in conjunction with the "undertaking," which is defined as "a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; and those requiring a Federal permit, license or approval" (36 Code of Federal Regulations [CFR] § 800.16(y)). Because of the involvement of federal agencies, the activities planned by the IBR Program are considered an undertaking.

The APE is defined as "the geographic area or areas within which an undertaking may directly or indirectly cause alterations to the character or use of historic properties" (36 CFR § 800.16(d)). The APE for the IBR Program encompasses lands in Portland, Multnomah County, Oregon, and Vancouver, Clark County, Washington. From Hayden Island, the APE continues north via the existing Interstate Bridge, which extends across the Columbia River to Vancouver, Washington. Immediately north of the Columbia River, I-5 proceeds under an overpass for the Burlington Northern Railroad and through the SR 14 interchange. I-5 then continues northward, adjacent to an intensively developed business district and residential neighborhoods. In all, the APE includes 1,299.48 acres on lands within Sections 14, 15, 22, 23, 26, 27, 33, 34 and 35, as well as Donation Land Claims 39 and 51 of Township 2 North, Range 1 East; Sections 3 and 4 of Township 1 North, Range 1 East; Sections 19 and Donation Land Claim 45 of Township 1 North, Rane 2 East; and Section 5 of Township 1 South, Range 3 East all East of the Willamette Meridian (Figure 2-1).

Figure 2-1. Map of the IBR Program APE



In addition to the area associated with replacing the Interstate Bridge and improving the I-5 interchange, the IBR APE includes areas associated with seven elements outside of the I-5 corridor:

- Adding an Expo Center overnight light-rail vehicles facility (included in contiguous IBR APE).
- Adding large casting/staging yards (two options included in contiguous IBR APE).
- Expanding the Ruby Junction Light-Rail Operations and Maintenance Facility (OMF) in Gresham (noncontiguous IBR APE).
- C-TRAN Operations and Maintenance Facility in Vancouver, WA (noncontiguous IBR APE).
- Modification to the Federal Navigation Channel and Vancouver Turning Basin.
- West Hayden Island Mitigation Site (noncontiguous IBR APE).
- North Portland Harbor in-water temporary construction easement areas (included in contiguous IBR APE).

The APE was developed based on the Modified LPA, which includes the replacement of the existing Interstate Bridge spans with new northbound and southbound Columbia River bridges. Like the existing bridge spans, the new bridges would carry vehicular and pedestrian traffic across the half-mile width of the Columbia River—as well as city, county, and state boundaries—to connect Portland to Vancouver. The Modified LPA would also include alterations to the north and south approaches to the bridges, select highway interchanges, and local roadways, and would also extend light-rail transit from Portland into downtown Vancouver.

The Modified LPA and design options are described in the IBR Program description. Design options under consideration include the following:

- A second auxiliary lane in each direction of I-5 from approximately Victory Boulevard to SR 500.
- Three different bridge configurations across the Columbia River: double-deck fixed-span, single-level fixed-span, and single-level movable-span.
- A shift of I-5 up to 40 feet westward in downtown Vancouver near the SR 14 interchange.
- Elimination of the existing C Street ramps in downtown Vancouver.
- Potential site options for park and rides to serve light-rail transit riders in Vancouver: 1,270 park and ride spaces dispersed among up to five sites to serve LRT riders in Vancouver could be included near the Waterfront Station and Evergreen Station with These design options are independent of each other, and one or more of them may be selected as part of the final design. Additional details regarding the Modified LPA and Design Options are documented in Chapter 2 of the SEIS.

Pursuant to Section 106, the designs for the proposed improvements have informed the development of the APE in consultation with the undertaking's co-lead federal agencies, WSDOT, ODOT, SHPO, DAHP, consulting tribes, consulting parties, and the public. The APE boundary includes the Modified LPA footprint plus a 100-foot buffer. This area includes the footprint of the Modified LPA, as well as the footprints of the potential design options. In addition, the APE includes all areas within the congressionally designated boundary of the National Park Service's (NPS) Vancouver National Historic Reserve (VNHR), the portions of federal navigation channels that pass beneath the Interstate Bridge,

as well as three non-contiguous areas including the West Hayden Island Mitigation Site, the Ruby Junction Light-Rail (OMF) and the C-TRAN operations and maintenance facility. The purpose of the 100-foot buffer is to account for potential visual, auditory, atmospheric, or vibratory effects, as well as from construction-related effects such as fugitive dust on historic properties adjacent to the Modified LPA footprint. The inclusion of this buffer represents a common best practice approach for considering direct and indirect effects from transportation projects of similar scale to the IBR Program, and it is consistent with the approach applied under the CRC undertaking.

2.4 Consultation and Coordination with Consulting Parties and the Public

2.4.1 Section 106 Consultation

Although the IBR Program has the same Purpose and Need as the CRC Project, the IBR Program includes design changes not considered in earlier evaluations. Additional consulting parties and tribes, in addition to those that participated in the consultation for the CRC Project, were identified and invited to consult on the IBR Program. Appendix A contains a list of consulting parties, including NPS, certified local governments, consulting tribes, and organizations with demonstrated interest in the undertaking. Pursuant to 36 CFR §§ 800.6 and 800.14, the Advisory Council on Historic Preservation (ACHP) was also invited to consult and has accepted that invitation.

Section 106 consultation has included the following:

- In September 2020, FHWA and FTA contacted 21 tribes and Native Hawaiian organizations that were originally consulted during the CRC Project and reinitiated government-to-government consultation. In February 2022, as a result of consultation with NPS, outreach included an additional 17 federally recognized tribes. Through that effort, 10 federally recognized tribes expressed an interest in consultation on the IBR Program.
- In March 2022, FHWA and FTA communicated with 48 points of contact from governments and organizations, sending information about the IBR Program and issuing an invitation to be a consulting party to the NHPA Section 106 review of the IBR Program. Appendix A contains the list of governments and organizations contacted. The IBR Program invited all of the 10 tribes that expressed an interest in consultation to participate as Section 106 consulting parties.
- In February 2023, FHWA and FTA distributed consultation correspondence to consulting parties and tribes. The letter stated that the IBR Program would be treated as a new undertaking under Section 106 and its implementing regulations at 36 CFR Part 800. The letter also delineated the APE and initiated consultation on the PA. The Oregon State Historic Preservation Office (SHPO) agreed with the definition of the APE in correspondence dated March 7, 2023, and the Washington Department of Archaeology and Historic Preservation (DAHP) agreed with the definition of the APE in correspondence dated March 10, 2023.

- In December 2023, FHWA and FTA distributed consultation correspondence to consulting parties and tribes. The letter stated that the IBR Program was amending the APE in response to various Program design changes and an evolving understanding of the Program's potential for effects. The Oregon SHPO concurred with the amended APE in correspondence dated February 9, 2024, and the Washington DAHP concurred with the amended APE in correspondence dated January 16, 2024.
- In June 2024, FHWA and FTA distributed consultation correspondence to consulting parties and tribes. The letter stated that the IBR Program was amending the APE in response to various Program design changes and an evolving understanding of the Program's potential for effects. The Washington DAHP concurred with the third amended APE in correspondence dated July 9, 2024, and Oregon SHPO did not provide comment.
- In May 2025, FHWA and FTA distributed consultation correspondence to consulting parties and tribes. The letter stated that the IBR Program was amending the APE in response to various Program design changes and an evolving understanding of the Program's potential for effects. The Washington DAHP concurred with the fourth amended APE on June 10, 2025, and the Oregon SHPO concurred with the amended APE in correspondence dated June 16, 2025.

  In September 2025, FHWA and FTA distributed consultation correspondence to consulting parties and tribes. The letter stated that the IBR Program was amending the APE in response to design changes. The Washington DAHP and the Oregon SHPO did not comment on the fifth APE amendment.

FHWA and FTA sought input and concurrence on determinations of eligibility (DOEs) and findings of effect (FOEs) for historic built environment resources from Oregon SHPO and Washington DAHP through written consultation correspondence. Consulting parties were copied on these correspondences and offered opportunities to provide input. DOEs and FOEs prepared for historic built environment resources in Oregon or interstate were submitted to Oregon SHPO on September 14, 2023, February 6, 2024, March 19, 2024, May 8, 2024, and July 18, 2025.

Oregon SHPO responded with comments or concurrence on October 16, 2023, March 19, 2024, March 18, 2024, May 31, 2024, and September 4, 2025. In addition, on September 19, 2024, FHWA and FTA submitted correspondence to Oregon SHPO, which provided a summary of all previously submitted historic built environment resources FOEs and stated the FHWA and FTA Section 106 finding for the undertaking: the IBR Program will result in adverse effects to historic properties. Oregon SHPO provided concurrence with the finding on September 23, 2024. DOEs and FOEs prepared for historic built environment resources in Washington or interstate were submitted to Washington DAHP on September 14, 2023, February 6, 2024, March 26, 2024, and July 18, 2025. Washington DAHP responded with comments or concurrence on October 13, 2023, February 14, 2024, March 28, 2024, and August 7, 2025. In addition, on September 19, 2024, FHWA and FTA submitted correspondence to Washington DAHP, which provided a summary of all previously submitted historic built environment resources FOEs and stated the FHWA and FTA Section 106 finding for the undertaking: the IBR Program will result in adverse effects to historic properties. Washington DAHP provided concurrence with the finding on September 23, 2024.

FHWA and FTA re-evaluated the National Register of Historic Places (NRHP) eligibility status of several previously recorded Washington archaeological sites in the APE and sought concurrence

from Washington DAHP on February 6, 2024, and July 11, 2024. Washington DAHP provided concurrence on February 22, 2024, and July 24, 2024.

Section 106 consultation included development of a PA. This type of Section 106 agreement is used when effects on historic properties cannot be fully determined prior to approval for the undertaking, as allowed under 36 CFR § 800.14(b)(1)(ii), and where other circumstances warrant a departure from the normal Section 106 process as allowed under 36 CFR § 800.14(b)(1)(v). Given the complexities of the IBR Program and the anticipated mix of construction contract delivery methods, a PA was selected instead of a Memorandum of Agreement for this undertaking. The PA consultation process included:

- In September 2023, FHWA and FTA distributed a concept draft of the PA to consulting parties and tribes.
- In April 2024, FHWA and FTA distributed the first formal draft of the PA to consulting parties and tribes.
- In August 2024, FHWA and FTA distributed the second formal draft of the PA to consulting parties and tribes, which incorporated revisions based on their input, where appropriate. At this time, FHWA and FTA also provided responses to consulting party comments on the first formal draft.
- In January 2025, FHWA and FTA distributed the third formal draft of the PA to consulting parties and tribes, which incorporated revisions based on their input, where appropriate. At this time, FHWA and FTA also provided responses to consulting party comments on the second formal draft.
- In January and February 2025, FHWA and FTA conducted separate meetings with those consulting parties and tribes who accepted the offer to resolve outstanding comments on the PA.
- In May 2025, FHWA and FTA notified consulting parties that the final formal draft PA was available to the public for review.
- In February 2026, FHWA and FTA requested signatories to sign the Final PA.
- In March 2026, FHWA and FTA filed the agreement with ACHP, and authorized the agreement to be included as an appendix to the Amended ROD.
- FHWA, FTA, and IBR Program staff have and will continue to meet regularly with SHPO, DAHP, consulting parties, and tribes to consult on Section 106 activities related to the IBR Program.

2.4.2 Coordination and Public Engagement

The IBR Program has engaged with partner agencies, tribal governments, and other interested parties since late 2020, and it has conducted formal, targeted community engagement since February 2021. This engagement has used existing NEPA public engagement forums when possible; however, Section 106 consultation has remained its own independent effort. The IBR Program has offered multiple opportunities for the public to provide input and feedback on the Section 106 process. Methods used to share information and solicit feedback have included online open houses, digital surveys, listening sessions, community briefings, community working groups, and public comments submitted by email, phone, or in person. These opportunities have been advertised via the IBR Program website,

social media, mailed postcards, media advisories, in-person canvassing, multilingual community liaison outreach, Program newsletters, and partnerships with local community-based organizations.[18]

The IBR Program maintains a website at https://www.interstatebridge.org/. The website provides Program information, newsletters, fact sheets, advisory group meeting schedules and materials, and schedules of public events. It also allows the public to provide the IBR Program team with feedback through digital surveys and online open houses. A cultural resources online open house, focused specifically on the Program's efforts to research and identify historic and archaeological resources near the IBR Program, was live from April 17 through May 18, 2023.[19] A second cultural resources online open house, focused on providing the public the opportunity to review and comment on identification, evaluation, and effects documents, was live from October 18, 2024 through November 18, 2024. A final cultural resources online open house to provide the public the opportunity to review and comment on the PA was live from May 9, 2025, through June 8, 2025. The NEPA process and publication of the Draft SEIS have also provided an opportunity for the public to review information on historic properties.

Documentation that includes sensitive information exempt from disclosure under federal or state public records laws will not be made available for public review, pursuant to Section 304 of the NHPA and applicable state laws.

2.5 IBR Historic Built Environment Staff

Resource identification, resource evaluation, and the assessment of effects was undertaken by architectural historians on the IBR cultural resources team. This team operated under the guidance of the IBR cultural resources program manager. All architectural historians met professional qualifications standards set by the Secretary of the Interior (SOI) for architectural history pursuant to 36 CFR § 800.2(a)(1). Additionally, all fieldwork and reporting was directly supervised by architectural historians actively registered under ODOT's Qualified Cultural Resources Consultants (Historic) Program.[20]

During the course of fieldwork and background research, qualified architectural historians were assisted by junior staff members and an architectural history intern. All work undertaken by non-SOI qualified staff was directly overseen and reviewed by IBR Program architectural historians. A full list of qualified staff can be found in Appendix F of the SEIS.

2.6 Resource and Property Identification

Within the APE, the identification of historic properties took place pursuant to 36 CFR § 800.4(a)(b). Identified resources included historic properties and previously undocumented HBE resources. Architectural historians found listed and determined eligible properties using existing state databases, including the Oregon SHPO Oregon Historic Sites Database (OHSD) and the Washington DAHP's Washington Information System for Architectural and Archaeological Records Data (WISAARD)

[18] IBR, "Appendix B: Public Involvement," in "Draft Supplemental Environmental Impact Statement," B-1.
[19] IBR, "Appendix B: Public Involvement," B-4.
[20] Note that the Washington DAHP and WSDOT have no comparable qualified consultants program.

database. They also consulted national sources, including the National Archives and Records Administration's searchable NRHP database and a geospatial NRHP database maintained by NPS.[21]

Resource identification efforts also used the OHSD and WISAARD databases to locate resources that were either documented but never received a formal NRHP eligibility determination or were previously determined not eligible by other undertakings. Architectural historians identified undocumented HBE resources principally by using tax lots and tax assessor data, which they compiled from county datasets to create lists of resources within the APE with construction dates before 1982.

Although properties that are eligible for listing in the NRHP are generally only those that have achieved significance over 50 years ago, for the purposes of this undertaking, IBR architectural historians identified resources with the potential to achieve significance at the time of the Modified LPA's anticipated completion date in 2032 (i.e., those built 41 or more years ago), and evaluated the eligibility of resources with construction dates in or prior to 1982. Where a property tax lot was partially within the APE, all resources with construction dates in or before 1982 within the boundary of the tax lot were identified for evaluation. Tax assessor data were verified in the course of fieldwork, and in limited instances, corrected through additional background research. Finally, IBR architectural historians analyzed the APE for undocumented resources with construction dates before 1982 that existing tax lot data did not capture, as well as resources that post-dated 1982 but may possess exceptional historic significance to qualify for NRHP listing under Criterion Consideration G. [22]

2.6.1 Map Identification Numbers

Each identified resource has an IBR map identification number (Map ID) for use throughout the course of the undertaking. For the purposes of continuity, IBR Map IDs correspond to the CRC Project's survey ID numbers ("Historic ID Numbers"), which were assigned during CRC fieldwork in 2007 and 2008. However, only limited documentation remains from this original survey, leaving an incomplete understanding of its scope, methodology, and numbering.

Available documents indicate that in Oregon, CRC Historic ID Numbers were assigned from 1 (OR 1) through, at most, 49 (OR 49), while in Washington, ID Numbers were assigned from 1 (WA 1) through around 1099 (WA 1099). The IBR architectural historians were able to corroborate only a portion of these survey numbers with existing resources in the APE. As such, architectural historians assigned new Map IDs from OR 50 and WA 1100 onward. Because of these discrepancies, as well as the larger footprint and APE of the original CRC Project, gaps exist within the IBR Map ID numbering. These gaps do not reflect resources that may have been overlooked but are rather the result of the sparse data obtained from CRC. To prevent further confusion from renumbering, IBR resources will maintain their present Map ID numbers for the duration of the undertaking.

[21] National Register of Historic Places and National Historic Landmarks Program Records; Records of the NPS, Record Group 79; National Archives at College Park, College Park; NPS, National Register of Historic Places Public Dataset spatial data (IRMA number 2210280; accessed June 30, 2023), https://www.nps.gov/subjects/nationalregister/data-downloads.htm.

[22] NPS, *How to Apply the National Register Criteria for Evaluation*, National Register Bulletin (Washington, D.C.: NPS, 1997, first published 1990), 41-43.

2.7 Resource Evaluation

Architectural historians evaluated resources for their eligibility for listing in the NRHP pursuant to 36 CFR § 800.4(c).

The SOI directs the NPS to develop criteria and regulations to establish a resource's eligibility for the NRHP. Under the auspices of the NRHP, the SOI may list properties that are "significant in American history, architecture, archaeology, engineering, and culture" (36 CFR § 60.1(a)) and is directed to develop criteria and regulations to establish a resource's eligibility. This guidance is provided through the National Register Bulletin series, which supplies standardized technical guidance regarding NRHP eligibility (36 CFR § 60.3(i)).[23] The bulletin entitled *How to Apply the National Register Criteria for Evaluation* (formerly National Register Bulletin 15) explains that a resource must possess three elements to be eligible for listing: (1) historic significance derived from a historic context organized by theme, place, or time, (2) historic significance that meets one or more of the NRHP criteria, and (3) sufficient integrity to convey its significance.[24]

While guidance within *How to Apply the National Register Criteria for Evaluation* notes that historic contexts may fall into pre-defined areas of significance, the guidance leaves latitude for the consideration of additional contextual bounds, including themes, geographical limits, and/or chronological periods.[25] Once determined, the resource and its associated context must be capable of categorization into one or more of the four NRHP Criteria for Evaluation and, where applicable, the Criteria Considerations (36 CFR § 60.4). Resources are eligible if they meet the following criteria:

> *(Criterion A) that are associated with events that have made a significant contribution to the broad patterns of our history; or*
>
> *(Criterion B) that are associated with the lives of persons significant in our past; or*
>
> *(Criterion C) that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or*
>
> *(Criterion D) that have yielded, or may be likely to yield, information important in prehistory or history.*

Part 60.4 continues with the Criteria Considerations:

> *Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance*

[23] "Publications of the National Register of Historic Places," National Register of Historic Places, NPS, last updated May 15, 2023, https://www.nps.gov/subjects/nationalregister/publications.htm .
[24] NPS, *How to Apply the National Register Criteria*, 3.
[25] NPS, *How to Apply the National Register Criteria*, 7–10.

within the past 50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria of if they fall within the following categories:

(Criteria Consideration A) A religious property deriving primary significance from architectural or artistic distinction or historical importance; or

(Criteria Consideration B) A building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

(Criteria Consideration C) A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his productive life.

(Criteria Consideration D) A cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

(Criteria Consideration E) A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

(Criteria Consideration F) A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or

(Criteria Consideration G) A property achieving significance within the past 50 years if it is of exceptional importance.

If a resource possesses the requisite significance for listing in the NRHP, then its historic integrity is assessed to determine whether the resource can successfully communicate its significance. Integrity is assessed according to seven aspects:

(Location) the place where a historic property was constructed or the place where the historic event occurred.

(Design) the combination of elements that create the form, plan, space, structure, and style of a property.

(Setting) the physical environment of a historic property.

(Materials) the physical elements that were combined or deposited during a particular period of time and in a particular pattern or configuration to form a historic property.

> *(Workmanship) the physical evidence of the crafts of a particular culture or people during any given period in history or prehistory.*
>
> *(Feeling) a property's expression of the aesthetic or historic sense of a particular period of time.*
>
> *(Association) is the direct link between an important historic event or person and a historic property.*

Specific methodologies for the evaluation of historic properties are detailed in the Oregon and Washington Baseline Survey reports (Appendix B).

2.7.1 Baseline Survey

The IBR Program evaluation of HBE resources began with separate Historic Built Environment Baseline Survey (Baseline Survey) Reports prepared for the Oregon and Washington segments of the APE (Appendix B). Although cultural resources reporting for the Washington DAHP is generally conducted by completing Historic Property Inventory Forms within the WISAARD database, agency staff agreed to review and comment on the preliminary eligibility evaluations in the Baseline Survey format under the condition that IBR enter these data into the WISAARD database for formal tracking purposes.

Architectural historians compiled the Baseline Survey reports in accordance with the 2011 PA among FHWA, ACHP, SHPO, and the Oregon Department of Transportation (ODOT) regarding the implementation of Section 106 in Oregon. The survey reports used a standard process and report format developed for compliance with the PA by ODOT cultural resources staff for coordination with the Oregon SHPO.[26] The Washington State Standards for Cultural Resources Reporting provided additional guidance so that data from the Baseline Survey reports could smoothly transfer into Historic Property Inventory Forms for WISAARD.[27]

The format and process of Baseline Survey report stipulated by the PA is described in the ODOT *Historic Resource Procedural Manual*:

> *The baseline [survey] report preparation is initiated with a review of previously documented historic properties within the Area of Potential Effect[s] (APE)… The literature review is followed by a field reconnaissance survey to identify previously documented and undocumented historic resources in the project APE.*
>
> *Following the literature review and reconnaissance survey, a Baseline [Survey] Report is prepared according to the approved ODOT format. This report typically includes a project description, a brief discussion on the results of the literature review*

[26] FHWA, ACHP, SHPO, ODOT, "A Programmatic Agreement Among the Federal Highway Administration, the Advisory Council on Historic Preservation, the Oregon State Historic Preservation Office and the Oregon Department of Transportation Regarding Implementing Section 106 of the National Historic Preservation Act for the Federal-Aid Highway Program in Oregon," programmatic agreement, December 2011.
[27] DAHP, *Washington State Standards for Cultural Resources Reporting* (Olympia, WA: 2023).

> *and field survey, photographs and location maps for all historic resources identified during field survey, and a preliminary finding of National Register eligibility for each resource. Information for each resource identified is presented in tabular form, with a single map showing the location for all resources…*[28]

Given the broad range of significant historical and cultural events that have occurred within the APE, and to make subsequent evaluative steps more efficient, early efforts for the IBR Program focused on establishing a thorough understanding of the contextual history of the APE. As such, the contextual analysis in the Baseline Survey reports is more detailed than the Oregon industry standard for a Baseline Survey report.

2.7.1.1 Baseline Survey Fieldwork

All field work was directly supervised by architectural historians meeting the SOI professional qualification standards for architectural history and registered under ODOT's Qualified Cultural Resources Consultants (Historic) Program.[29] Over several field sessions conducted between June 2022 and December 2022, architectural historians visited and documented all identified HBE resources within the main body of the APE (Figure 2-1). Additional fieldwork was completed on the Ruby Junction portion of the APE in September and October 2023, and along the Vancouver portion of the I-5 alignment in April 2025. Fieldwork adhered to the standards of the Oregon SHPO and the Washington DAHP, and where appropriate, the NPS National Register Bulletin *Guidelines for Local Surveys: A Basis for Preservation Planning*.[30] Architectural historians documented all resources with high-resolution digital photographs and electronically inventoried the resources for IBR Program records.

2.7.1.2 Baseline Survey Evaluation

The Baseline Survey reports initially evaluated all identified resources at a reconnaissance level to recommend their potential for NRHP eligibility using the National Register Criteria for Evaluation. To appropriately evaluate the significance of the resources within the APE, SOI-qualified architectural historians undertook a combination of background research and visual analysis. Background research was conducted on a variety of themes and geographic locations throughout the vicinity of the APE to provide sufficient historic context to support significance findings. Researchers consulted a wide variety of archives and archival sources, including written, illustrated, and photographic documentation.

Because the IBR Program is evaluating resources with construction dates in or before 1982, architectural historians placed particular emphasis on study of the recent past, including the architectural styles and historical trends of the late twentieth century. As a result, some resources that architectural historians would ordinarily consider to be out of period and not eligible were

[28] ODOT, *Historic Resources Procedural Manual* (Salem, OR: ODOT, 2016), 4.
[29] Note that the Washington DAHP and WSDOT have no comparable qualified consultants program.
[30] Anne Derry et al., *Guidelines for Local Surveys: A Basis for Preservation Planning*, rev. ed., National Register Bulletin (Washington, DC: NPS, 1985)

recommended as having the potential for eligibility because of their potential for significance upon reaching 50 years of age and the high retention of integrity.

Architectural historians' research on individual HBE resources included many of the wider background contextual documents but was supplemented with additional address-specific information. Where possible, researchers created lists of former inhabitants and tenants of historic resources and investigated each known occupant in search of potential "persons significant in our past." Researchers also consulted historic tax photos, where available, as well as aerial imagery, Sanborn Fire Insurance Maps, and real estate listings to assess changes to resources over time. Finally, fieldwork allowed architectural historians to conduct a visual analysis of each resource to reveal losses of historic fabric and alterations since construction.

Ultimately, architectural historians evaluated resources first for their potential historic significance and second for their ability to convey that significance through their integrity. Architectural historians recommended some resources as not having the potential for eligibility because they lacked sufficient significance, while others were recommended as significant but, through incompatible alterations and other changes, were found to be unable to convey their significance. Where resources possessed significance and retained integrity, IBR recommended them as having the potential for eligibility in the NRHP and included them for further study at the intensive level through determinations of eligibility (DOEs).

In instances where resources possessed prior eligibility determinations in either the OHSD or WISAARD, architectural historians recommended either concurrence with the existing determinations or a revision. Architectural historians only recommended revisions in instances where they found a substantial change in a resource's integrity since the original determination, or where they felt the determination overlooked or underrated a resource's significance. All recommendations were reviewed by the undertaking's co-lead federal agencies, WSDOT, ODOT, SHPO, DAHP, consulting tribes, consulting parties, and the public.

2.7.2 Determinations of Eligibility

Based on the findings of the reconnaissance-level Baseline Survey reports and comments provided by federal and state agency reviewers, consulting tribes, consulting parties, and the public, HBE resources underwent additional evaluation with intensive-level DOEs (36 CFR § 800.4). These documents aimed to further evaluate the resource's NRHP eligibility through additional documentation and a full written discussion of a resource's significance and integrity (Appendix C). Resources that received additional study included those that were previously undocumented and recommended potentially eligible, those that SHPO or DAHP had made previous determinations on over 10 years prior (in or before 2013), and those that were recommended as not eligible in the Baseline Survey, but that would be fully or partially removed in the course of the undertaking. Resources with recent SHPO or DAHP determinations of eligibility that were retained by architectural historians did not receive additional study through a DOE. Instead, the team carried these determinations through to assess potential effects in a subsequent phase of study.

To maintain a consistent reporting and review process across the undertaking, architectural historians prepared DOEs on a modified form that combined the Oregon Section 106 Documentation

Form with additional fields required by WISAARD. This form included pertinent identification and classification data, a physical description, a discussion of integrity, a statement of significance, a bibliography, a location map, an aerial map, field photographs of the resource, and any other information or figures pertinent to the resource evaluation. Although the Washington DAHP generally requires that cultural resources reporting be conducted by completing Historic Property Inventory Forms within the WISAARD database, as with the Baseline Survey, agency staff agreed to review and comment on the eligibility evaluations in the DOEs under the condition that the IBR Program enter these data into WISAARD at a later date.

Resources that the IBR Program further studied with a DOE included discussions of applicable NRHP Criteria for Evaluation, applicable Criteria Considerations, a level of significance, an area or areas of significance, a period or periods of significance, a discussion of integrity, and a discussion of a recommended NRHP boundary. In many circumstances, research at the DOE level resulted in the reconsideration of the Baseline Survey eligibility recommendation for a particular resource. All DOEs were reviewed by the undertaking's co-lead federal agencies, WSDOT, ODOT, SHPO, DAHP, consulting tribes, and consulting parties.

2.7.2.1 Determination of Eligibility Survey Fieldwork

All work in the field was directly supervised by architectural historians meeting the SOI professional qualification standards for architectural history and actively registered under ODOT's Qualified Cultural Resources Consultants (Historic) Program. Architectural historians carried out fieldwork and documentation for the DOEs over several field sessions between January 2023 and October 2023. Additional fieldwork on the Ruby Junction portion of the APE was completed in September and October 2023, and April 2025. In limited cases, resources were substantially altered after they were initially documented by architectural historians. In these cases, the resources were revisited to be re-documented in their present condition.

Similar to fieldwork conducted for the Baseline Survey, architectural historians adhered to the standards of the Oregon SHPO and the Washington DAHP, and where appropriate, the NPS National Register Bulletin *Guidelines for Local Surveys*.[31] As such, architectural historians documented all publicly visible resource elevations with high-resolution digital photographs, and where needed, recorded notes on the resource's integrity or condition. Resources were considered to be in "excellent" condition when they were well maintained with no problems apparent; "good" condition when there were only minor problems apparent; "fair" condition when there were some, more substantial problems apparent; and "poor" when there were major problems apparent with the imminent threat of ruin. In a small number of cases, fieldwork required writing a letter to property owners in late April 2023 requesting a right of entry.

2.7.3 Findings of Effect

With the completion of the DOEs, IBR architectural historians prepared findings of effect (FOE) forms to assess potential effects on historic properties from the undertaking pursuant to Section 106 and

[31] Derry et al., *Guidelines for Local Surveys*.

the criteria of adverse effect (36 CFR § 800.4(d), 36 CFR § 800.5). As prescribed by Section 106, architectural historians assessed potential effects only on historic properties (Appendix D). An adverse effect results when an undertaking

> *"…may alter, directly or indirectly, any of the characteristics of the historic property that qualify the property for inclusion in the National Register in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling or association."*

The Section 106 implementing regulations provide "[e]xamples of adverse effects," which can include the following:

i. *Physical destruction of or damage to all or part of the property;*
ii. *Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR part 68) and applicable guidelines;*
iii. *Removal of the property from its historic location;*
iv. *Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;*
v. *Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features;*
vi. *Neglect of a property which causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization; and*
vii. *Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.*

Based on an assessment of effects on historic properties within the APE, the implementing regulations instruct the co-lead federal agencies (FHWA and FTA) to make either a finding of "no historic properties affected" (36 CFR § 800.4(d)(1)), "no adverse effect" (36 CFR § 800.5(b)), or "adverse effect" (36 CFR § 800.5(d)(2)) for the undertaking.

3. AFFECTED ENVIRONMENT

3.1 Introduction

This section provides an overview of the affected environment, including a brief description of the APE and its historic context and the identified HBE resources that IBR evaluated as part of the undertaking. Full historic context statements may be found within the Oregon and Washington Baseline Survey reports (Appendix B).

3.1.1 Historic Built Environment Resources in Oregon

In Oregon, the APE comprises an area surrounding the I-5 corridor, bounded by the Columbia River to the north and the Columbia Slough to the south. The affected environment covers larger areas in east Hayden Island and North Portland, including part of the corridor of NE Martin Luther King Jr. Boulevard near Delta Park. The non-contiguous Ruby Junction Light-Rail OMF is also within the Oregon section of the APE.

Within the APE, architectural historians identified 71 HBE resources located in Oregon. They found 10 to be historic properties including one that is listed in the NRHP and nine that are recommended eligible for listing (Figure 3-1).

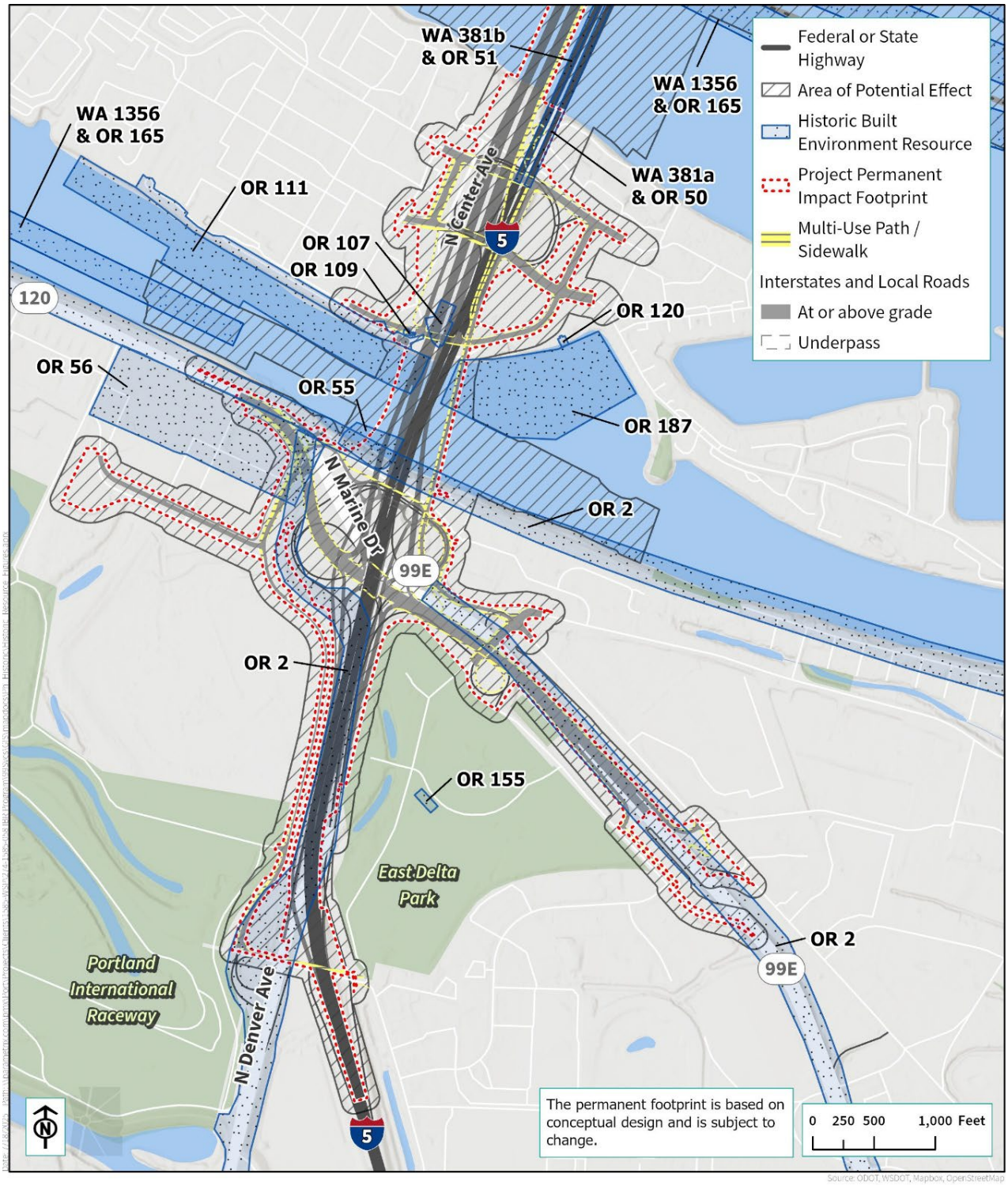
3.1.1.1 Historic Overview

Chinookan people inhabited the lands at the confluence of the Willamette and Columbia Rivers where European American settlers eventually established the city of Portland. The rivers and adjacent valleys provided ample resources for the indigenous tribes, and the basin served as a convenient meeting and trading site; both of these factors also established the rationale for settlement of the area in the early and mid-1800s. The land now known as Vancouver became an important post in the Hudson's Bay Company's (HBC) inland trade routes, succeeded thereafter by a U.S. military installation, and it was the center of life and commerce in the region.

South of the Columbia River, settlers established the earliest homesteads in the area in the agriculturally fertile soils of French Prairie, near Champoeg, in the first two decades of the nineteenth century. Surveyors platted what would become the city of Portland between 1845 and 1848. Although growth was rapid, it was also intermittent; able-bodied men regularly left and returned to the settlement to work in California's gold mines. Settlers established a wagon road between the townsite and the Tualatin Plains, started a newspaper, and sited steamship ports; these were the beginnings of Portland's ascendency over other settlements in the region. About 800 people lived in the city in 1850; the next 40 years saw the construction of the Morrison Bridge (1887), the consolidation with Albina and East Portland (1891), and a population growth of nearly 70,000 people.[32]

[32] "Three cities in one," *The New York Times*, June 14, 1891, 12.

Figure 3-1. Overview of Oregon NRHP-Listed and Eligible Properties



Along the south shore of the Columbia River, George William Force (1819–1898) and Joseph Robinson Switzler (dates unknown) claimed the area bordering present-day I-5. Gay Hayden (1819–1902) claimed 644 acres that included what is now known as Hayden Island. By 1866, when the U.S. General Land Office officially issued these donation land claims, all three claimants had already begun improvements on their land. Although the land was arable, the low-lying ground south of the Columbia River was prone to flooding and was an obstacle to transportation trade routes. The Switzler family operated a ferry between its claim—which spanned present-day Bridgeton and East Columbia—and Fort Vancouver. The Portland Vancouver Railroad built approximately 8,000 feet of trestle to bridge the marshland. In the early twentieth century, local subsidiaries of Swift and Company built stockyards and meat-packing facilities in the area, drawn to the proximity of both the river and the railroad.[33] As other industrial companies followed, so too did the infrastructure that protected their interests: levees, pump stations, sloughs, and culverts eventually transformed the Columbia River floodplain into land suitable for development.[34]

Most of the IBR APE in Oregon is contained within North Portland and Hayden Island. It mostly consists of parklands and industrial and commercial development. There is some residential development, which is mostly limited to the portions of Hayden Island that fall within the APE.

INTERSTATE BRIDGES

The Interstate Bridges, northbound and southbound, connect the cities of Portland and Vancouver. They are critical elements of the West Coast transportation infrastructure.

The first bridge to cross the Columbia River in the region was an accomplishment of engineering; built by the Spokane, Portland, and Seattle Railway, it was the longest double-track railroad bridge in the country when it opened in 1908.[35] A testament to the possibilities of connecting Portland and Vancouver, the bridge created a new demand for pedestrian, automotive, and public transit options between the two cities. Clark and Multnomah Counties hired the noted engineering firm Harrington, Howard, and Ash to design a vertical-lift bridge, which opened to great fanfare on Valentine's Day of 1917.[36] The bridge, as one of its proponents proclaimed, was the last link in the west coast highway chain from Mexico to Vancouver, British Columbia.[37] Less than three decades after opening, however, it became obvious that the bridge could not handle the capacity of traffic crossing the Columbia River on this leg of newly designated I-5.[38] The states of Oregon and Washington added a second, parallel

[33] Adam Alsobrook, et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon* (Portland, OR: Willamette CRA, 2023), 170.
[34] Drainage districts were established from the Spokane, Portland, and Seattle Railway railroad tracks all the way east to the Sandy River in 1917. See Urban Flood Safety & Water Quality District, "About UFSWQD," www.mcdd.org/district-history. Accessed June 2023
[35] Alsobrook, et al., *Baseline Survey Report: Oregon*, 122.
[36] The bridge was later jointly purchased by Washington and Oregon in 1929. See Alsobrook, et al., *Baseline Survey Report: Oregon,* 123.
[37] Phil Dougherty, "Columbia River Interstate Bridge opens on February 14, 1917," Historylink.org, January 14, 2020, Accessed June 2023.
[38] The former Pacific Highway, or U.S. 99, which connected Vancouver to Blaine, Washington, was designated as I-5 in August of 1957.

bridge—immediately west of the original—and opened it in 1958. The 1917 bridge was changed slightly to match its neighbor; upon reopening, each bridge was dedicated to one-way traffic: northbound traffic on the 1917 bridge and southbound traffic on the 1958 bridge. Together, the bridges could accommodate 80,000 vehicles per day.

PORTLAND, OREGON, NEIGHBORHOODS

Hayden Island

The Hayden Island neighborhood is located on the east side of the eponymous island, from the eastern tip to the BNSF Railway tracks located 1 mile west of I-5. During the nineteenth century, native peoples and the HBC used Hayden Island. Later, early twentieth-century development on the island was related to its location in between Portland and Vancouver: the Spokane, Portland, and Seattle Railway built a double-track railroad bridge across the river in 1908, finally connecting the two growing cities. In 1927, the landowners (then Portland Electric Power Company) sold 40 acres to the Hayden Island Amusement Company, which planned an amusement park at the end of the streetcar line, an incentive for local and regular use. Jantzen Knitting Mills underwrote the park's initial construction, and it eventually expanded to over 120 acres, becoming known as the Jantzen Beach Amusement Park, or "The Coney Island of the West."[39]

The Hayden Island Amusement Company also added a small commercial strip and temporary housing developments, which were successful enough that when the number of visitors to the amusement park declined in the 1960s, it made financial sense for the company—renamed the Hayden Island Development Company—to transform the aging Jantzen Beach Amusement Park into a commercial and residential development. The development company oversaw the construction of several hotels in the 1960s and 1970s, and the city of Portland annexed the area in 1986. The present-day neighborhood consists of single- and multifamily residences east of I-5, two manufactured home communities, several well-established floating home communities, and, in addition to the Jantzen Beach Shopping Center, many hotels, restaurants, and commercial buildings adjacent to I-5 and along the southern tip of the island.

Bridgeton

The neighborhood of Bridgeton is located on North Portland Harbor, extending from I-5 to NE 13th Street. Part of the Columbia River's natural floodplain, the area flooded frequently and was a popular area for fishing and agricultural uses. When developers platted the neighborhood in 1912, it was called Moore's Crossing, and they sold the 25-foot by 100-foot lots with no building restrictions, a provision meant to encourage residents priced out of other neighborhoods.[40] In 1907, the state constructed the Columbia School, a one-room schoolhouse, within the neighborhood. Shortly thereafter, a combination of private and public interests began to develop the Peninsular Drainage

[39] Adam Alsobrook, et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon* (Portland, OR: WillametteCRA, 2023), 128.
[40] Adam Alsobrook, et al. *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon* (Portland, OR: WillametteCRA, 2023), 174–182.

Districts (Bridgeton is in District #2) to mitigate the seasonal flooding patterns and to permit year-round inhabitation.[41]

A bridge across the channel connecting the neighborhood (also called Faloma) to Sand Island (later Tomahawk) was constructed in 1929, corresponding to the neighborhood's increased residential growth.[42] In addition to single-family homes, many of which date to the first half of the twentieth century, the neighborhood remains an attractive destination for floating home moorages. Bridgeton joined Portland as part of the North Portland annexation in 1971.[43] Since then, developers have constructed many higher-density residential buildings. The neighborhood's west side includes several multistory hotels and apartment buildings, as well as a small commercial center and some specialty stores offering marine-related services.

East Columbia

The East Columbia neighborhood is south of Bridgeton, defined by I-5 to the west and the drainage canal to the east, Marine Drive on the north and the Columbia Slough on the south. Like Bridgeton, the area was originally wetlands and prone to regular flooding, and it was not until the establishment of the drainage districts in 1917 that the area was reliably hospitable to year-round inhabitation. The lowlands proved amenable to certain types of recreation: the Columbia Edgewater Country Club, at the neighborhood's eastern edge, opened in 1924; the Peninsula Public Golf Course, at the intersection of Denver Avenue (present-day I-5) and Union Avenue (present-day Oregon Route 99E/NE Martin Luther King Jr. Boulevard) opened 3 years later; Rankin's Airport, a 100-acre private airport and flying school, called by the paper the city's "second first-class flying field," operated from approximately 1930 to 1935; and the 35-acre Portland Auto Camp provided campsites and cottages for tourists until 1941.[44] Portland Meadows, a horse-racing track, operated in the area from 1945 until 2019.

Residential development came quickly when thousands of Black workers moved to the area to work at the Kaiser shipyards, replacing white workers whom the U.S. government drafted into the war. Portland's administration, which represented decades of Black exclusion laws, redlining, and discriminatory policy, was unwilling to accommodate the thousands of incoming Black laborers.[45]

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[41] Urban Flood Safety & Water Quality District, "About UFSWQD," www.mcdd.org/district-history. Accessed June 2023. Much of the dredging and levee-building was financed by the Union Meat Company, which had established stockyards and meat-packing facilities in the area. For more information, see Alsobrook, et al., *Baseline Survey Report,* 170–172.

[42] The bridge operated between 1929 and 1952, when it was demolished after its structural integrity was compromised. See "Island Bridge Taken Down," *The Columbian,* March 11, 1952, 13.

[43] Alsobrook, et al., *Baseline Survey Report: Oregon*, 170.

[44] For more on Rankin Airport, see Jan de Leeuw, Piedmont Neighborhood (Blog), October 20, 2017. https://piedmontneighborhood.com/2017/10/20/rankin-airport-1930-1933/, accessed June 2023. On the Portland Auto Camp and its later incarnations, including present-day Fox Run RV Park, see Alsobrook, et al., *Baseline Survey Report: Oregon*, 105–108, 192.

[45] The construction and subsequent disaster at Vanport are important parts of Portland's history, and opportunities for research are plentiful. See Alsobrook et al., *Baseline Survey Report: Oregon*; Natasha Geiling, "How Oregon's Second Largest City Vanished in a Day," *Smithsonian Magazine* (website), February 18, 2015; Michael McGregor, "The Vanport Flood," Oregon History Project, 2003; "A Reminder: Delta Park is Vanport," *The Skanner Report* (website), September 25, 2020; and the Vanport Mosaic, www.vanportmosaic.org.

Henry J. Kaiser, with funds from the federal government, constructed a temporary city, providing nearly 10,000 living units hastily built on the former marshland between the Columbia Slough and the Columbia River. The section of "Vanport City," so-named for its relation to both Vancouver and Portland, that was located in the present-day East Columbia neighborhood was East Vanport, a fan-shaped housing development with a commercial center, laundries, a fire station, and a community building. Local officials decommissioned East Vanport between December 1945 and March 1946, despite Portland's continued housing shortage. Workers dismantled the homes on the site and shipped them to California, where they were rebuilt to house veterans.[46]

Present-day East Columbia consists of single-family and manufactured homes. Delta Park, a large recreational area, is located on the site of former East Vanport; the former community building later became the Delta Park Sports Office (OR 155). Industrial and commercial activity occupies a large percentage of the neighborhood's acreage including trucking facilities, small businesses, and large retailers.

Kenton

The Kenton neighborhood is located west of I-5 and extends from North Lombard Street to North Portland Harbor; its western edge follows North Portland Road, North Columbia Boulevard, and North Chautauqua Boulevard. The area south of North Columbia Boulevard largely consists of single-family homes with multifamily residential interspersed throughout. The strip of land just north of North Columbia Boulevard and south of the Columbia Slough is a heavy-industrial zone, and it includes warehouses, wastewater treatment facilities, trucking companies, and several industrial and manufacturing businesses.

The area north of the slough historically was uninhabited marshland. The Union Meat Company and the Portland Union Stock Yards, local subsidiaries of Swift and Company, purchased lands along the southern shore of the river in 1907, attracted by the location's proximity to waterways, as well as the nearly-completed Spokane, Portland, and Seattle Railway.[47] Other businesses followed suit, intending a large "North Portland Industrial District," and many contributed to the costs of the area's necessary transformation, dredging a deep-water harbor and building levees and dikes to prevent the inevitable flooding of the land. By 1911, Portland had become the central livestock market in the northwest; in 1919, the city's annual livestock show, Pacific International Livestock Exposition, acquired a permanent home in the area's northeast corner. The complex has since undergone many variations, renovations, and additions; in 1942, it functioned as the Portland Assembly Center for over 3,500 Japanese American residents from Oregon and Southwest Washington. The present-day complex is known as the Portland Expo Center (OR 56).

Although the industrial district did not materialize as envisioned, comprehensive development of the area resulted from thousands of workers moving to the city for jobs in the three new Kaiser shipyards. To house these workers, the Kaiser Corporation constructed Vanport City in 1942, which due to Portland's exclusionary housing restrictions, was home to nearly half of the state's Black residents.

[46] Alsobrook, et al., *Baseline Survey Report: Oregon*, 193–194.
[47] Alsobrook, et al., *Baseline Survey Report: Oregon*, 170–173.

Vanport's importance in Portland's history and the history of the Black community is overshadowed by its fate: it was destroyed even more quickly than it was built when the dike surrounding the city collapsed on May 30, 1948. Fifteen residents died in the floods, and the thousands of families living there were immediately displaced, dispossessed of all their belongings, and restricted from purchasing homes in many other Portland neighborhoods. The historic site of Vanport has been redeveloped for recreational use.

Rockwood (Ruby Junction Light-Rail OMF)

Gresham's Rockwood neighborhood is defined by NE Glisan Street on the north, NE 202nd Avenue on the east, SE Market Street on the south, and Gresham city limits on the west. Once a seasonal camp for the Clackamas Chinook, Gresham, approximately 10 miles east of Portland, developed as a farming community upon the arrival of European American settlers. Many residents stopped there at the end of their Oregon Trail journeys, and many were drawn to the old-growth Douglas-fir forests that surrounded the town. It was a vacation spot for many Portlanders at the turn of the century; by the mid-1950s, thanks to new highway infrastructure that improved transportation to Portland, the town had essentially become a Portland suburb.[48] It is presently the fourth-largest city in Oregon. The city of Gresham annexed Rockwood in the 1980s, and the MAX light-rail connected it to Portland in 1986.

Rockwood consists of single- and multifamily residential buildings and contains a large population of renters.[49] A commercial strip runs along SE Stark Street and E Burnside Street. The Ruby Junction Light-Rail OMF is located at the southeast corner of the neighborhood, surrounded by other light- and medium-industrial buildings.

3.1.1.2 Oregon Historic Built Environment Resources

Architectural historians identified 71 HBE resources within Oregon with construction dates prior to 1982.[50] Of these, one is NRHP-listed and nine are recommended eligible through intensive-level study with DOEs (Appendix C) (Table 3-1 and Table 3-2). For a full list of all inventoried resources, see Appendix E.

Table 3-1. NRHP-Listed Properties in the APE – Oregon

Map ID	Resource ID	Property Name	Address	NRHP Status	Year Built
OR 50	49361	Interstate Bridge (NB)	Columbia River	NRHP (1982)	1917

NB = northbound; NRHP = National Register of Historic Places

[48] Silvie Andrews, "Gresham," Oregon Encyclopedia. Accessed June 9, 2023, www.oregonencyclopedia.org/articles/gresham.

[49] According to the Rockwood Identity Atlas, the neighborhood has more residents who rent than in any other part of Multnomah County. See Phil Longenecker, Ana Navia, Natalie Chavez, Francisco Ibarra, Max Nonnamaker, and Eric Trinh, "Rockwood Identity Project" (2021). Master of Urban and Regional Planning Workshop Projects, https://archives.pdx.edu/ds/psu/35909.

[50] Three of these resources, the Interstate Bridge (NB) (OR 50), the Interstate Bridge (SB) (OR 51), and Lower Columbia River Federal Navigation Historic District (OR 165), are also inventoried as Washington resources. OR 50 is equivalent to WA 381a, OR 51 is the equivalent to WA 381b, and OR 165 is the equivalent to WA 1356.

Table 3-2. NRHP-Eligible Properties in the APE – Oregon

Map ID	Resource ID	Property Name	Address	NRHP Previous Determination	NRHP IBR Recommendation	Year Built
OR 2	663154	Columbia Slough Drainage Districts Historic District	Various	Eligible (2011)	Eligible: Criteria A and C	1916–1960
OR 51	N/A	Interstate Bridge (SB)	Columbia River	N/A	Eligible: Criteria A and C	1958
OR 56	50293	Portland Assembly Center	2060 N Marine Dr	Not Eligible (2011)	Eligible: Criterion A	1919
OR 107	N/A	Harbor Shops	11915 N Center Ave	N/A	Eligible: Criteria A and C	1978
OR 109	N/A	Jantzen Beach Water Tank and Pump House	N Center St & N Jantzen Ave	N/A	Eligible: Criteria A and C	ca. 1968
OR 111	N/A	Jantzen Beach Moorage	1501 N Jantzen Ave, 1525-2055 N Jantzen Ave	N/A	Eligible: Criterion A	1958
OR 120	N/A	Hayden Island Yacht Club Clubhouse	12050 N Jantzen Dr	N/A	Eligible: Criterion A	1972
OR 155	N/A	East Vanport Commercial Center	10850 N Denver Ave	N/A	Eligible: Criterion A	1943–1944
OR 165	N/A	Lower Columbia River Federal Navigation Historic District	Columbia River	Considered eligible by U.S. Army Corp of Engineers, Oregon SHPO, and Washington DAHP	Eligible: Criteria A and C	1873–1969

Ave = avenue; DAHP = Department of Archaeology and Historic Preservation; Dr = drive; N/A = not applicable; SHPO = state historic preservation office; St = street

3.1.2 Historic Built Environment Resources in Washington

In Washington State, the APE comprises an area surrounding the I-5 corridor bounded by NE Leverich Park Way to the north and the Columbia River to the south; this includes part of Vancouver's historic downtown core and the VNHR, extending to sections of Pearson Field, as well as to areas in many of the city's older residential neighborhoods.

Within the APE, architectural historians identified 219 HBE resources located in Washington. They found 31 to be historic properties including eight that are listed in the NRHP and 23 that are recommended or determined eligible for listing (Figure 3-2 and Figure 3-3).

3.1.2.1 Historic Overview

Because of its ideal location on the Columbia River, the area now known as Vancouver, Washington, was an important meeting and trading point for indigenous peoples and, later, for the colonial settlers who arrived in the region in the late eighteenth century. The HBC established Fort Vancouver as a trading post, a new hub in its inland commercial trade route, in 1825. The presence of the Oregon Trail, and the popular concept of "manifest destiny," encouraged many more settlers to relocate to the area in the mid-nineteenth century.[51]

Upon signing the Oregon treaty and thereby establishing their colonial boundary at the 49th parallel, the British soon relinquished their hold on the region, selling the land occupied by the HBC headquarters to the U.S. military in 1860, the final 4-acre addition to their 636-acre claim.[52] The Military Reservation, or Vancouver Barracks, as it became known, served as a U.S. Army camp, from which the Army locally enforced policies of suppression of indigenous sovereignty. The camp was located adjacent to the Vancouver Townsite, which, by 1860, had been almost entirely occupied by donation claimants. Another larger Army installation at Fort Lewis later supplanted the barracks' military role in the region. During WWI, portions of the site served as a temporary mill, supplying wood for military equipment. During the Depression, it became a campsite for the Civilian Conservation Corps. In the latter half of the twentieth century, it was gradually converted into municipal amenities, including Clark College, a public library, and a large public park.[53]

Throughout the late nineteenth and early twentieth centuries, Vancouver and Clark County experienced continuous growth. Rich soils and agricultural opportunities drew settlers to the region. The settlers planted prunes, hops, and various grains, and established dairy farms that produced milk and butter. The timber industry took advantage of the thickly forested lands, and the railroad companies followed soon thereafter, moving people, goods, and raw resources throughout the rapidly developing area. The city's growth outside of the confines of its original town plat was facilitated by streetcars, roadways, and the introduction of the automobile. In the first two decades of the 1900s, rail connected the city to Pasco in the east and Portland in the south. In 1917, the Interstate Bridge enabled quick vehicular transportation between Vancouver and Portland.

[51] Manifest destiny was a popular nineteenth century belief among European Americans that the U.S. citizens were destined to spread from the country's founding territory on the East Coast and settle across the North American continent to the Pacific coast.
[52] Adam Alsobrook, et al. *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Clark County, Washington* (Portland, OR: WillametteCRA, 2023), 174–182.
[53] Alsobrook, et al. *Baseline Survey Report: Washington*, 194.

Figure 3-2. Overview of Washington NRHP-Listed and Eligible Properties — Downtown Vancouver

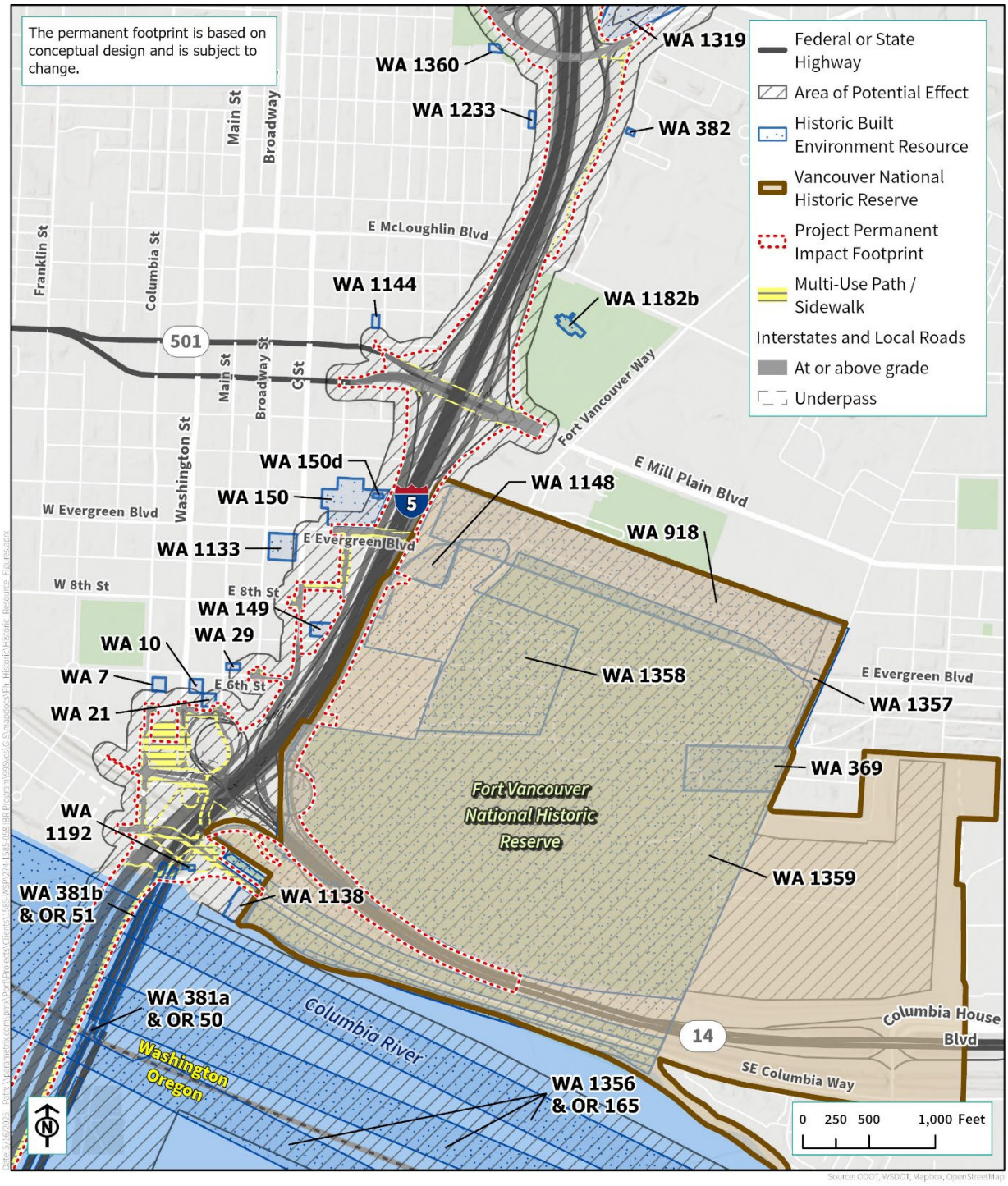
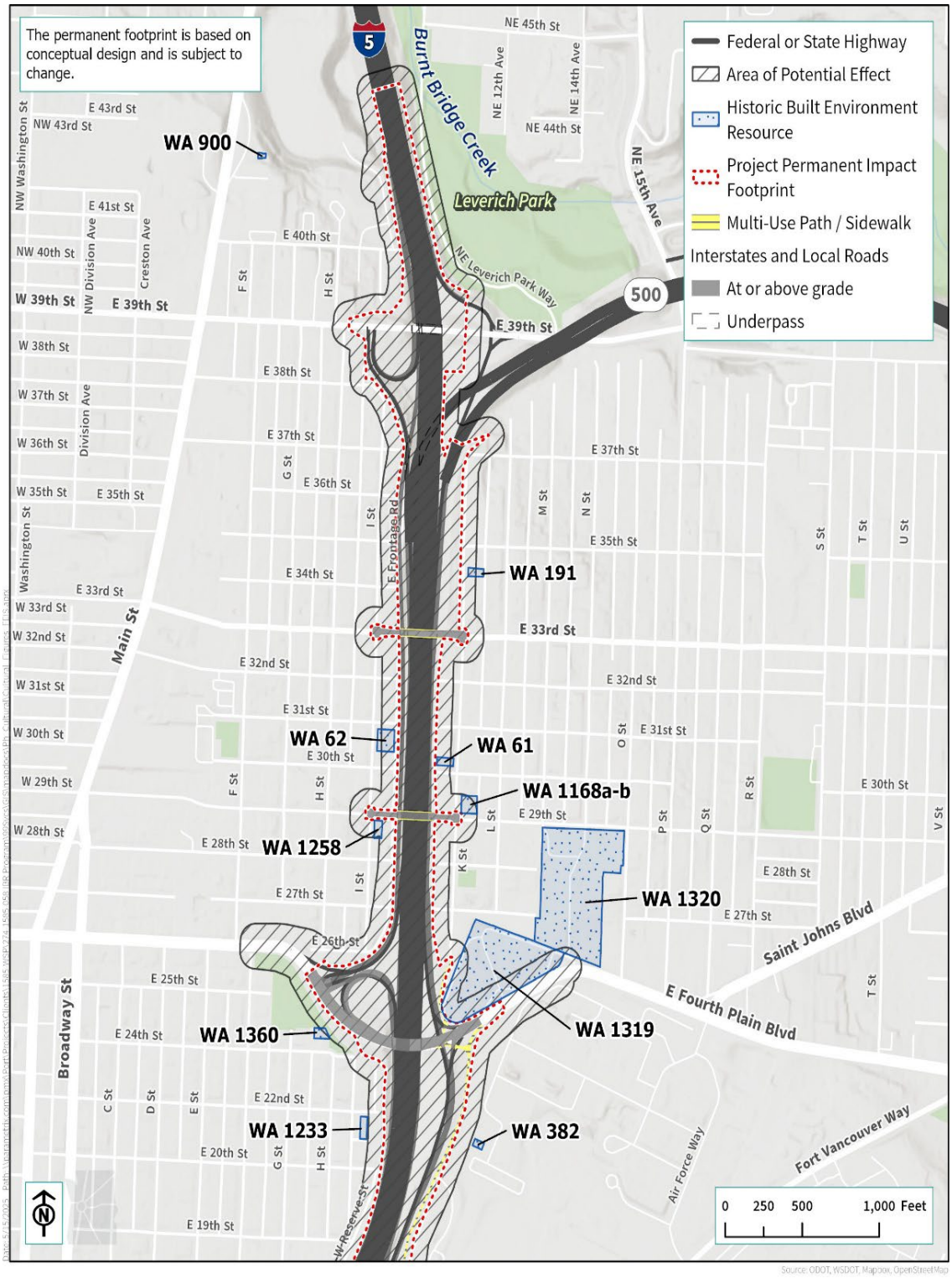


Figure 3-3. Overview of Washington NRHP-Listed and Eligible Properties — Upper Vancouver



Residential neighborhoods grew dense with the city's commercial growth, particularly during WWII when the Kaiser shipyards and Alcoa Aluminum plant brought thousands of new workers to the area. Many more residential neighborhoods emerged in the postwar years; as was the case in many U.S. cities, their development followed the path of newly constructed highways. In the 1960s and 1970s, and again in the 1990s and early 2000s, Vancouver addressed the consequences of this growth pattern with urban renewal programs and downtown revitalization policies that substantially changed the historic fabric of the city's downtown core. The city and its suburbs continue to be a regional hub for commerce and tourism, and neighborhood organizations have continued to preserve the historic character of the built environment.

VANCOUVER NATIONAL HISTORIC RESERVE

The VNHR extends from the east side of I-5 to E Reserve Street and from the waterfront to E Fourth Plain Boulevard. It encompasses multiple nationally significant sites that include Fort Vancouver National Historic Site (NHS), the Officer's Row National Historic District, the Vancouver Barracks National Historic District, Pearson Air Museum, the Jack Murdock Aviation Center, Pearson Airfield, Old Apple Tree Park, and the Waterfront Park.[54] The 366-acre reserve spans the western halves of two present-day neighborhoods: Central Park and Hudson's Bay.

Before colonial settlement, the land that comprises the VNHR was an important trading, meeting, and fishing site for regional indigenous peoples; the Columbia River landscape structured several tribes' cultural, economic, and social life patterns.[55] In 1824, the HBC established Fort Vancouver at the site, a strategic move to maintain the British presence in the region, and an attractive location, largely due to Native American land practices, for its ease of adaptation to permanent settlement.[56] Fort Vancouver functioned as a critical nexus in the HBC's trading routes, though the company's hold on the region was undermined by newly arriving American settlers, who claimed nearly all lands surrounding the fort, and the U.S. military presence that was sent to protect them. The signing of the Oregon Treaty in 1846 formalized the British boundary at the 49th parallel, 300 miles north of the fort; by 1860, the HBC had sold its remaining property to the U.S. Army, which had already transformed the lands above the old company center into an American military camp.

After its takeover, the U.S. Army redesigned "Camp Vancouver," later known as the Columbia Barracks (1850–1853), Fort Vancouver (1853–1879), and finally the Vancouver Barracks (1879 onward), to accommodate its new role as a military installation. The army constructed a strip of residential buildings, Officers' Row, for higher-ranking officials, as well as paving new roads and adding decorative landscaping. The fort was instrumental in oppressing indigenous sovereignty claims and union strikes and, when the United States entered WWI, in the manufacture and construction of

[54] Clark County Community Planning Department, https://clark.wa.gov/community-planning/vancouver-national-historic-reserve. Accessed June 2023.
[55] René M. Senos, Anita Hardy, Allen Cox, Anne-Emilié Gravel, Mischa Ickstadt, James Sipes, and Keith Larson, *Vancouver National Historic Reserve Cultural Landscape Report, Vancouver, Washington*, (Washington, DC: Department of the Interior, National Park Service, 2005).
[56] Senos, et al., *Vancouver National Historic Reserve,* 15.

military airplanes.[57] During WWII, the barracks was a staging ground for troops embarking on military action, and a northern portion of the site became a military general hospital named for Major General Joseph K. Barnes.[58] After the war, military officials deemed the site inappropriate for military use, and Congress, spurred by local politicians, established the 53-acre Fort Vancouver National Monument in 1948 (62 Stat. 532, approved by President Kennedy and renamed Fort Vancouver NHS, 75 Stat. 196, in 1961) to commemorate the site's history. In 1966, the NHS was listed in the NRHP. Thirty years later, the VNHR—a 366-acre area containing the Fort Vancouver NHS and Adjacent Cultural Landscape, the Vancouver Barracks and Officers' Row, the Parade Ground, Pearson Airfield, Columbia River Waterfront, the Water Resources Area, and the Confluence Land Bridge—was created by Public Law 104-333. The VNHR Historic District, 252 acres in the westernmost section of the Reserve, was listed in the NRHP in 2007.

VANCOUVER, WASHINGTON, NEIGHBORHOODS

West Minnehaha

West Minnehaha extends from SR 500 to NE Minnehaha Street, and from I-5 and Highway 99 east to St. Johns Boulevard; NE 49th Street is one of the few streets that runs across the neighborhood. The neighborhood consists of mostly residential buildings, largely single-family homes built in the mid- to late twentieth century. In 1994, the city annexed the neighborhood and incorporated it into the larger city fabric. Before development, the land was densely wooded and was referred to as "The Black Forest."[59] Several city parks are included within the neighborhood's confines, including Leverich Park, a wooded 16-acre park located at the southwest corner of the neighborhood that an early resident of the area had deeded to Vancouver in 1925.[60] The neighborhood is also home to a commercial strip along NE St. James Road and NE St. Johns Boulevard and utility services on the neighborhood's north side. A transmission line corridor runs northwest to southeast through the neighborhood, interrupting the otherwise curvilinear suburban street patterns.

Lincoln

Lincoln is the northernmost of Vancouver's early neighborhoods, bounded by the BNSF Railway tracks to the west, I-5 to the east, NW 45th Street at the north edge, and the alley between W 34th and W 33rd Streets to the south. Developers platted the neighborhood into several subdivisions between 1909 and 1950, and it has predominantly remained a single-family residential area, with strips of higher-density residential dwellings and commercial buildings along Main Street and E 39th Street. At the neighborhood's eastern edge, in what was originally part of Leverich Park, the City constructed Kiggins Bowl in the 1930s with funds from a local assistance program and later from the Works Progress Administration. The Vancouver School District, which built Discovery Middle School at the site's southern edge, uses the recreation area.

[57] Alsobrook, et al., *Baseline Survey Report: Washington,* 179. Portions of the Vancouver Barracks were designated as an "aviation camp," and it was the center of aviation activities in the region.
[58] Alsobrook, et al., *Baseline Survey Report: Washington*, 181.
[59] Azam Babar and Angela Mickler, "West Minnehaha Neighborhood Action Plan," May 1998, Amended September 2011.
[60] "Leverich Park Annexed," *The Columbian,* January 6, 1925, 1.

Shumway

Located west of I-5, east of Main Street, and between E 39th Street and E Fourth Plain Boulevard, the Shumway neighborhood is one of the city's oldest; it was annexed to Vancouver in 1909. The neighborhood consists of single-family residences, some dating to the first and second decades of the twentieth century, arranged within the gridiron network of streets. Larger-scale commercial and institutional development flanks Main Street on the neighborhood's west side, and E 39th, E 33rd, and E 29th Streets connect to what was once contiguous residential fabric on the east side of I-5. Shumway Junior High School (today the Vancouver School of Arts and Academics) was built in 1928 and named after the school superintendent Charles Warren Shumway (ca. 1861–1944); it is likely that the neighborhood gradually became synonymous with the school.

Rose Village

Rose Village, the area bordered by SR 500 to the north, E Fourth Plain Boulevard to the south, I-5 to the west, and Grand Boulevard to the east, has also been known as Washington, Car Barns (after the trolley storage facility at 33rd and St. Johns), and Rosemere. Developers platted the former farmland for residential development in the early twentieth century, and new residents constructed many small and medium-size houses in the area in the first two decades of the 1900s. The neighborhood's density increased dramatically in the 1940s when many of the workers at Kaiser's shipyards moved to the area. Construction of the Vancouver Freeway in 1955 had a major impact on Rose Village by redefining the neighborhood's edge. In the last few decades of the twentieth century, low-density multifamily buildings filled many vacant lots. Though the northern part of the neighborhood resisted annexation several times, Vancouver annexed the remaining unincorporated section in 1990.

Arnada

Vancouver's Arnada neighborhood is bounded by Fourth Plain Boulevard to the north, I-5 to the east, 16th Street to the south, and Main Street to the west.[61] The neighborhood dates to the first decade of the twentieth century. In May 1906, advertisements in *The Columbian* announced a new subdivision at the northeast corner of 19th and Main Streets that was "[t]he biggest, prettiest, and most sightly residence addition ever put on the market in Vancouver."[62] The arrival of the railroad and planned construction of the Interstate Bridge spurred much growth in the area. By 1914, many new homes were under construction throughout the neighborhood. An article in *The Columbian* noted that "[w]hile the houses in the main are not large, are not expensive, they are good and tastely [sic] built

[61] Todd Boulander, Charles Ray, Mike Hale, Greg Newkirk, John Manix, Matt Ransom, Laura Hudson, David Scott, Eric Schadler, Terry Snyder, Colleen Kawahara, Judi Bailey, Myk Heidt, Jane Kleiner, Elizabeth Jordan, Jim Crawford, and Commander Delgado, *Arnada Neighborhood Action Plan*, May 2009, https://www.cityofvancouver.us/sites/default/files/fileattachments/city_manager039s_office/neighborhood/8176/arnadafinalmayl09.pdf, 6.

[62] [Advertisement for Arnada Park] *Columbian* (Vancouver, WA), May 10, 1906, 6. "Arnada" combined the names of three local women, Margaret Ranns, Anna Eastham, and Ida Elwell, who was married to the proprietor of Elwell Realty, John Elwell.

and best of all they are homes."[63] These historic houses have continued to form the core of the neighborhood.

Central Park

The Central Park neighborhood, located between I-5 and Grand Boulevard and E Mill Plain and E Fourth Plain Boulevards, is home to many of Vancouver's institutional campuses including, on the grounds of the original VNHR, Clark College, Hudson's Bay High School, the Luepke Senior Center and the Marshall Center, the Vancouver Veterans Affairs Medical Center, and Marshall Park. The Washington State School for the Blind, built in 1906, is located in the eastern half of the neighborhood, which is otherwise residential. The only portions of the neighborhood included within the IBR APE are those within the boundary of the VNHR.

Esther Short (Vancouver City Center)

The Esther Short neighborhood, named for the original 640-acre land claim that was part of the original city of Vancouver, comprises the downtown and historic core of the city. It is defined as the area bounded by I-5 on the east and the BNSF Railway on the west, the Columbia River on the south, and East 15th Street on the north. Though the area was once a mix of single-family residential and commercial businesses, the downtown has evolved with the city's needs. Presently, the neighborhood combines commercial development, light industry at its western edge, heavier industry along the tracks and some sections of the Columbia River, and mixed-use buildings, including recent high-rise, mixed-use development along the waterfront. Restaurants and retail establishments line the gridiron street network. There are many municipal buildings and amenities in the neighborhood, including Esther Short Park (dedicated 1855), City Hall, the Clark County Courthouse, and the Vancouver Community Library. Several buildings from the late nineteenth and early twentieth centuries have withstood the city's changes, such as Providence Academy, the old Evergreen Hotel, the Slocum House, and the Vancouver National Bank Building. Many other buildings document the city's aspirations at mid-century, such as Smith Tower. The most recent development, particularly along the waterfront and lining Esther Short Park, attests to the city's increasing attraction as a place to live or visit.

3.1.2.2 Washington Historic Built Environment Resources

Many of the HBE resources within the Washington section of the APE were previously recorded in cultural resources surveys and other inventory efforts. While architectural historians consulted these documents for research purposes, the IBR Program incorporated only official DAHP eligibility determinations recorded in WISAARD into the Program's survey process. As determinations from the CRC Project are over 10 years of age, none of these were reused by the IBR Program. Where possible, HBE resources are correlated with their inventory data in WISAARD using Property ID numbers.

[63] "Many New Houses are Being Built in Arnada Park," *Columbian* (Vancouver, WA), September 28, 1914, 1.

Architectural historians identified 219 HBE resources within the Washington section of the APE.[64] Of these, nine are NRHP-listed and 23 are recommended or determined eligible through intensive-level study with DOEs and/or existing Historic Property Inventory Forms (Appendix C) (see Table 3-3 and Table 3-4). For a full list of all inventoried resources, see Appendix E.

Table 3-3. NRHP-Listed Properties in the APE – Washington

Map ID	Property ID	Property Name	Address	NRHP Register Status	Year Built
WA 21	20430	The Evergreen Hotel	500 Main St	NRHP (1979)	1928
WA 29	20436	U.S. National Bank Building	601–603 Main St	NRHP (1984)	1912
WA 150	18827	House of Providence	400 E Evergreen Blvd	NRHP (1978)	1873, 1891
WA 381a	18781	Interstate Bridge (Northbound)	Columbia River	NRHP (1982)	1917
WA 900	20458	Covington House	4201 Main St	NRHP (1972)	ca. 1848
WA 918	Various	Officers' Row Historic District	601–1607 E Evergreen Blvd	NRHP (1974, 2006)	1849–1903
WA 1357	Various	Vancouver National Historic Reserve Historic District	Various	NRHP (2006)	Various
WA 1359	N/A	Fort Vancouver National Historic Site	Various	NRHP (1966)	1844–1846
WA 1360	18828	Kiggins, John P. and Mary, House	2404 H St	NRHP (1995)	1907

Blvd = boulevard; N/A = not applicable; NRHP = National Register of Historic Places; St = street

[64] Three of these resources, the Interstate Bridge (NB) (WA 381a), the Interstate Bridge (SB) (WA 381b), and Lower Columbia River Federal Navigation Historic District (WA 1356), are also inventoried as Oregon resources. WA 381a is equivalent to OR 50, WA 381b is equivalent to OR 51, and WA 1356 is equivalent to OR 165.

Table 3-4. NRHP-Eligible Properties in the APE – Washington

Map ID	Resource ID	Property Name	Address	NRHP Previous Determination	NRHP IBR Recommendation	Year Built
WA 7	33716	Fendrich's Furniture	209 W 6th St	N/A	Eligible: Criterion C	1947
WA 10	2124	Mid-Columbia Manor	515 Washington St	N/A	Eligible: Criteria A, B, and C	1966
WA 61	89120	Porter House	3000 K St	Eligible (2011)	Eligible: Criterion C	ca. 1912
WA 62	25537	Hall House	903 E 31st St	N/A	Eligible: Criterion C	1912
WA 149	33616/89160	Normandy Apartments	318 E 7th St	N/A	Eligible: Criterion A and C	1928
WA 150d	732294	Kindergarten Building	404 E Evergreen Blvd	Intrusion (1978)	Eligible: Criterion A	1943–1944
WA 191	89189	Hood, William H. and Myrtle, Residence	3405 K St	N/A	Eligible: Criterion C	ca. 1919
WA 369	N/A	Pearson Field Historic District	Various	Eligible (1990)	Eligible: Criterion A	ca. 1925–1929
WA 381b	N/A	Interstate Bridge (SB)	Columbia River	N/A	Eligible: Criterion A and C	1958
WA 382	44854	Radio Transmission Building	1601 E Fourth Plain Blvd	N/A	Eligible: Criterion A and C	1940
WA 1133	729874	Pacific First Federal Savings and Loan	915 Broadway St	N/A	Eligible: Criterion C	1975
WA 1138	731246	Who Song & Larry's Restaurant	111 SE Columbia Wy	N/A	Eligible: Criterion C	1981
WA 1144	731267	Office Building	1514 E St	N/A	Eligible: Criterion C	1977
WA 1148	731279	Washington State Patrol District Five Headquarters	605 E Evergreen Blvd	N/A	Eligible: Criterion C	1979
WA 1168	731275/ 731726	Duplex Residences	2901-03 and 2905-07 K St	N/A	Eligible: Criteria A and C	1968

Map ID	Resource ID	Property Name	Address	NRHP Previous Determination	NRHP IBR Recommendation	Year Built
WA 1182b	731284	Rudy Luepke Center for Senior Citizens	1009 E McLoughlin Blvd	N/A	Eligible: Criterion A	1979
WA 1192	89097	Bridge Substation	100 SE Columbia St	N/A	Eligible: Criterion C	1911
WA 1233	89149	Earls House	815 E 22nd St	N/A	Eligible: Criterion C	1938
WA 1258	89483	Mickler House	901 E 29th St	N/A	Eligible: Criterion A	ca. 1907
WA 1319	20317	Vancouver Barracks National Cemetery	1200 E Fourth Plain Blvd	Eligible (2016)	Eligible	1882
WA 1320	731277	St. James Acres Cemetery	1401 E 29th St	N/A	Eligible: Criteria A and D	1871
WA 1356	N/A	Lower Columbia River Federal Navigation Historic District	Columbia River	Considered eligible by U.S. Army Corp of Engineers, Oregon SHPO, and Washington DAHP	Eligible	1873–1969
WA 1358	N/A	Vancouver Barracks Historic District	Various	Eligible (1984)	Eligible	1881–1919

Blvd = boulevard; N/A = not applicable; NRHP = National Register of Historic Places; SB = southbound; St = street; Wy = way

4. ASSESSMENT OF EFFECTS

This chapter discusses the potential effects on historic properties that are expected from the No-Build Alternative, as well as from the Modified LPA and its design options. This discussion describes the different types of effects that architectural historians analyzed in their assessment of effects. A summary of this analysis is provided in Table 4-1, at the end of this section, along with an individual finding of effect for each historic property within the APE. The complete set of FOEs for each property and a full discussion of each finding are located in Appendix D. Full-page maps showing the outlines of individual properties against the Modified LPA and design options are located in Appendix D.

4.1 Types of Effects

Potential effects that architectural historians evaluated include those described in 36 CFR § 800.5: physical destruction and removal; alteration; change in use or setting; and the introduction of visual, atmospheric, or audible elements. Effects including the neglect of a property and the transfer, lease, or sale of a property out of federal ownership or control are not anticipated for the IBR Program.

4.1.1 Physical Destruction and Removal

Physical destruction and removal (36 CFR § 800.5(2)(i) and 36 CFR § 800.5(2)(iii)) includes the complete or partial demolition or relocation of an HBE property from within its original location. Because physical destruction results in the loss of the property, the features that contribute to its significance and justify its NRHP eligibility are also lost, as is its historic integrity. Architectural historians evaluated physical destruction using a visual analysis of the design footprints, as well as analysis prepared as part of the Land Use Technical Report. No HBE properties are anticipated to be moved and relocated as part of the Modified LPA.

4.1.1.1 Subterranean Impacts

In addition to demolition for visible design components (roadways, sound walls, etc.), architectural historians also evaluated the potential for complete or partial physical destruction from subterranean impacts. These impacts would be limited to the installation of anchoring rods (soil nails) beneath a historic property that would require acquisition of a subsurface easement. Anchoring rods could impact the foundation or other structural elements of an HBE property, resulting in its damage or collapse and loss of the features that contribute to its significance and justify its NRHP eligibility. The presence of subterranean impacts was evaluated using a visual analysis of the design footprints, as well as an analysis prepared as part of the Land Use Technical Report.

4.1.1.2 Vibration Impacts

In addition to demolition for visible design components (roadways, sound walls, etc.), architectural historians also evaluated the potential for destructive impacts from vibration. These impacts would come from oscillatory waves (vibrations) that propagate outwards from their source through the ground. When strong enough, these waves may damage the HBE properties with which they come into contact, particularly when these properties use certain older construction techniques such as

unreinforced masonry or other rigid materials. Damage to these buildings can be cosmetic, such as development of hairline cracks on drywall or other surfaces; minor, such as development of large cracks on non-structural surfaces; or major, such as development of large cracks on critical structural elements. Vibration impacts could result in damage to an HBE property and loss of the features that contribute to its significance and justify its NRHP eligibility. The potential for vibration impacts was analyzed with materials prepared as part of the Noise and Vibration Technical Report and FTA guidance provided in the *Transit Noise and Vibration Impact Assessment Manual*.[65]

4.1.2 Alteration

Alteration includes changes to an HBE property that does not conform to the SOI's Standards for the Treatment of Historic Properties. An alteration may include a change to character-defining features that contribute to the property's significance and justify its NRHP eligibility and/or changes that contribute to its loss of historic integrity. Examples of an alteration include a restoration or stabilization activity that is not consistent with the SOI's Standards for the Treatment of Historic Properties. Architectural historians evaluated incompatible alterations by visually analyzing the design data for the presence of any proposed changes to HBE properties.

4.1.3 Change in Use or Setting

A change in use or setting includes the alteration of the function or surroundings of an HBE property. These alterations would result in a change of the character of the property's use or of physical features within the property's setting that contribute to a property's significance and justify its NRHP eligibility. Examples include the conversion of a historic residence to a commercial office or the transformation of a historic residential neighborhood into a commercial district. No changes such as these are anticipated by the IBR Program; however, architectural historians evaluated changes in use and setting through the presence of temporary and permanent construction easements.

Temporary construction easements are typically narrow strips of land along the roadway and transit alignments that are necessary to rebuild sidewalks, construct retaining and sound walls, and accommodate other project elements. When a temporary construction easement is taken from a historic property, it may temporarily alter the characteristics of the property that contribute to its significance or integrity, such as its use or access. It can also potentially result in permanent damage that changes the character of the property's use or physical features, or result in a change to the property's setting. The presence and extent of temporary construction easements was evaluated using materials and geospatial data prepared as part of the Land Use Technical Report.

Permanent easements include the permanent occupation of part or all of a historic property for the purposes of the IBR Program's operation. A permanent easement can alter the characteristics of a property that contribute to its significance or integrity, such as its use or access. The presence and

[65] John A. Volpe, *Transit Noise and Vibration Impact Assessment Manual*, Federal Transit Administration, September 2018, accessed June 30, 2023, https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/research-innovation/118131/transit-noise-and-vibration-impact-assessment-manual-fta-report-no-0123_0.pdf.

extent of permanent easements was evaluated using materials and geospatial data prepared as part of the Land Use Technical Report.

4.1.4 Visual Impacts

Visual impacts include the introduction of new visual elements by the IBR Program that would diminish or remove the characteristics that contribute to a property being NRHP-eligible, including effects on its integrity of setting or feeling. Visual effects were informed through the Visual Quality Technical Report which utilizes a methodology that follows the FHWA's 2015 *Guidelines for the Visual Impact Assessment of Highway Projects*. The findings of the Visual Quality Technical Report augmented an analysis of three-dimensional computer models of the Modified LPA. Architectural historians used this model to consider the presence and severity of changes to the viewsheds of HBE properties. When the viewshed was altered through the addition or loss of a readily visible feature during wintertime (leaf-off) conditions, the alteration was considered an effect.

4.1.5 Atmospheric Impacts

Atmospheric impacts include permanent increased air pollutant levels that would harm a property's setting, use, or materials, thereby diminishing or damaging the elements that make it NRHP-eligible. Examples of atmospheric impacts include damage to sensitive building materials (such as marble or limestone) from increased levels of pollution or increased proximity to sources of pollution. Atmospheric effects were evaluated using pollutant data that were estimated using U.S. Environmental Protection Agency models in conjunction with regional travel-demand modeling analyzed as part of the Air Quality Technical Report. Ultimately, architectural historians found that no atmospheric impacts are anticipated on any HBE properties.

4.1.6 Auditory Impacts

Auditory impacts include the introduction of permanent increased audible elements such as traffic that would detract from the qualities that make a property NRHP-eligible, including impacts to its integrity of setting or limitations on its ability to retain its historic function. Auditory effects were evaluated using models and materials prepared as part of the Noise and Vibration Technical Report and FTA guidance provided in the *Transit Noise and Vibration Impact Assessment Manual*.

4.2 Summary of IBR Program Effects on Historic Built Environment Properties

Table 4-1 presents the results of individual FOE forms that are provided in Appendix D. Each form discusses the effects of the IBR Program on individual historic properties. Where these types of effects were found to impact a historic property, it is marked in the table with a check mark. Where no such effect was found, it is marked with a hyphen. In limited instances, the effects of the Modified LPA varied depending on which design option is employed. The effects determination resulting from these effects is provided in the final column.

Table 4-1. Summary of IBR Program Effects on HBE Properties

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
OR 2	663154	Columbia Slough	Columbia Slough Drainage Districts Historic District	Eligible: A and C	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	✓	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	✓	-	-	-	-	
					Different Bridge Configurations	-	-	-	✓	-	-	-	-	
					I-5 Westward Shift	-	-	-	✓	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	✓	-	-	-	-	
					Park and Rides	-	-	-	✓	-	-	-	-	
OR 50/WA 381a	49361 / 13051	Columbia River	Interstate Bridge (northbound)	Listed: A and C	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	✓	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	✓	-	-	-	-	-	-	-	
					Different Bridge Configurations	✓	-	-	-	-	-	-	-	
					I-5 Westward Shift	✓	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	✓	-	-	-	-	-	-	-	
					Park and Rides	✓	-	-	-	-	-	-	-	
OR 51/WA 381b	TBD / TBD	Columbia River	Interstate Bridge (southbound)	Eligible: A and C	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	✓	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	✓	-	-	-	-	-	-	-	
					Different Bridge Configurations	✓	-	-	-	-	-	-	-	
					I-5 Westward Shift	✓	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	✓	-	-	-	-	-	-	-	
					Park and Rides	✓	-	-	-	-	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
OR 56	50293	2060 N Marine Drive	Portland Assembly Center	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
OR 107	N/A	11915 N Center Avenue	Harbor Shops	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	✓	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	✓	-	-	-	-	-	-	-	
					Different Bridge Configurations	✓	-	-	-	-	-	-	-	
					I-5 Westward Shift	✓	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	✓	-	-	-	-	-	-	-	
					Park and Rides	✓	-	-	-	-	-	-	-	
OR 109	N/A	11915 N Center Avenue	Jantzen Beach Water Tank	Eligible: A and C	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	✓	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	✓	-	-	-	-	-	-	-	
					Different Bridge Configurations	✓	-	-	-	-	-	-	-	
					I-5 Westward Shift	✓	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	✓	-	-	-	-	-	-	-	
					Park and Rides	✓	-	-	-	-	-	-	-	
OR 111	N/A	1501 N Jantzen Avenue / 1525-2055	Jantzen Beach Moorage	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	✓	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	✓	-	-	-	-	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
		N Jantzen Avenue			Different Bridge Configurations	✓	-	-	-	-	-	-	-	
					I-5 Westward Shift	✓	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	✓	-	-	-	-	-	-	-	
					Park and Rides	✓	-	-	-	-	-	-	-	
OR 120	N/A	12050 N Jantzen Drive	Hayden Island Yacht Club Clubhouse	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
OR 155	N/A	10850 N Denver Avenue	East Vanport Commercial Center	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 7	33716	209 W 6th St	Fendrich's Furniture	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 10	2124	515 Washington Street	Mid-Columbia Manor	Eligible: A, B, and C	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	-	-	✓	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 21	20430	500 Main Street	The Evergreen Hotel	Listed: A	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	✓	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	✓	-	-	-	
					Different Bridge Configurations	-	-	-	-	✓	-	-	-	
					I-5 Westward Shift	-	-	-	-	✓	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	✓	-	-	-	
					Park and Rides	-	-	-	-	✓	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 29	20436	601–603 Main Street	U.S. National Bank Building	Listed: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 61	89120	3000 K Street	Porter House	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	✓	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	✓	-	-	-	-	-	-	
					Different Bridge Configurations	-	✓	-	-	-	-	-	-	
					I-5 Westward Shift	-	✓	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	✓	-	-	-	-	-	-	
					Park and Rides	-	✓	-	-	-	-	-	-	
WA 62	25537	903 E 31st Street	Hall House	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	✓	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	✓	-	-	-	-	-	-	
					Different Bridge Configurations	-	✓	-	-	-	-	-	-	
					I-5 Westward Shift	-	✓	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	✓	-	-	-	-	-	-	
					Park and Rides	-	✓	-	-	-	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 149	33616 / 89160	318 E 7th Street	Normandy Apartments	Eligible: A and C	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	-	-	-	-	-	✓	✓	✓	
					Two Auxiliary Lanes	-	-	-	-	-	✓	✓	✓	
					Different Bridge Configurations	-	-	-	-	-	✓	✓	✓	
					I-5 Westward Shift	✓	-	-	-	-	✓	✓	✓	
					Elimination of C Street Ramps	-	-	-	-	-	✓	✓	✓	
					Park and Rides	-	-	-	-	-	✓	✓	✓	
WA 150	674426 / 18827	400 E Evergreen Boulevard	House of Providence	Listed: A and C Eligible: B	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	✓	-	✓	-	
					Two Auxiliary Lanes	-	-	-	-	✓	-	✓	-	
					Different Bridge Configurations	-	-	-	-	✓	-	✓	-	
					I-5 Westward Shift	-	-	-	-	✓	-	✓	-	
					Elimination of C Street Ramps	-	-	-	-	✓	-	✓	-	
					Park and Rides	-	-	-	-	✓	-	✓	-	
WA 150 d	732294	404 East Evergreen Boulevard	House of Providence Kindergarten	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	✓	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 191	89189	3405 K Street	Hood William H. and Myrtle, Residence	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 369	674448	1105 E 5th Street	Pearson Field Historic District	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	-	-	-	-	-	-	✓	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	✓	-	
					Different Bridge Configurations	-	-	-	-	-	-	✓	-	
					I-5 Westward Shift	-	-	-	-	-	-	✓	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	✓	-	
					Park and Rides	-	-	-	-	-	-	✓	-	
WA 382	44853	1601 E Fourth Plain Boulevard	Radio Transmission Building	Eligible: A and C	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 900	20458	4201 Main Street	Covington House	Listed: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 918	N/A	Various	Officers Row Historic District	Listed:	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	-	✓	-	-	✓	✓	-	✓	
					Two Auxiliary Lanes	-	✓	-	-	✓	✓	-	✓	
					Different Bridge Configurations	-	✓	-	-	✓	✓	-	✓	
					I-5 Westward Shift	-	-	-	-	✓	-	-	✓	
					Elimination of C Street Ramps	-	✓	-	-	✓	✓	-	✓	
					Park and Rides	-	✓	-	-	✓	✓	-	✓	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 1133	729874	915 Broadway Street	Pacific First Federal Savings and Loan	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 1138	731246	111 SE Columbia Way	Who Song & Larry's	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	✓	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	✓	-	-	-	
					Different Bridge Configurations	-	-	-	-	✓	-	-	-	
					I-5 Westward Shift	-	-	-	-	✓	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	✓	-	-	-	
					Park and Rides	-	-	-	-	✓	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 1144	731267	1514 E Street	Office Building	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 1148	731279	605 E Evergreen Boulevard	Washington State Patrol District Five Headquarters	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	✓	✓	-	-	
					Two Auxiliary Lanes	-	-	-	-	✓	✓	-	-	
					Different Bridge Configurations	-	-	-	-	✓	✓	-	-	
					I-5 Westward Shift	-	-	-	-	✓	✓	-	-	
					Elimination of C Street Ramps	-	-	-	-	✓	✓	-	-	
					Park and Rides	-	-	-	-	✓	✓	-	-	
WA 1168	731275 / 731726	2901–03 and 2905–07 K Street	Duplex Residences	Eligible: A and C	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	✓	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	✓	-	-	-	
					Different Bridge Configurations	-	-	-	-	✓	-	-	-	
					I-5 Westward Shift	-	-	-	-	✓	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	✓	-	-	-	
					Park and Rides	-	-	-	-	✓	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 1182b	731284	1009 E McLoughlin Boulevard	Rudy Luepke Center for Senior Citizens	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 1192	89097	100 SE Columbia Street	Bridge Substation	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	✓	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	✓	-	-	-	-	-	-	-	
					Different Bridge Configurations	✓	-	-	-	-	-	-	-	
					I-5 Westward Shift	✓	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	✓	-	-	-	-	-	-	-	
					Park and Rides	✓	-	-	-	-	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 1233	89149	815 E 22nd Street	Earls House	Eligible: C	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
WA 1258	89483	901 E 29th Street	Mickler House	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	-	✓	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	✓	-	-	-	
					Different Bridge Configurations	-	-	-	-	✓	-	-	-	
					I-5 Westward Shift	-	-	-	-	✓	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	✓	-	-	-	
					Park and Rides	-	-	-	-	✓	-	-	-	
WA 1319	20317	1200 E Fourth Plain Boulevard	Vancouver Barracks National Cemetery	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	No Effect
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 1320	731277	1401 E 29th Street	St. James Acres Cemetery	Eligible: A and D	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	
OR 165/WA 1356	TBD	Columbia River	Lower Columbia River Federal Navigation Historic District	Eligible: TBD	No-Build Alternative	-	-	-	-	-	-	-	-	No Adverse Effect
					Modified LPA	-	-	-	✓	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	✓	-	-	-	-	
					Different Bridge Configurations	-	-	-	✓	-	-	-	-	
					I-5 Westward Shift	-	-	-	✓	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	✓	-	-	-	-	
					Park and Rides	-	-	-	✓	-	-	-	-	
WA 1357	N/A	Vancouver, WA	Vancouver National Historic Reserve Historic District	Listed: A, C, and D	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	✓	✓	-	-	✓	✓	✓	✓	
					Two Auxiliary Lanes	✓	✓	-	-	✓	✓	✓	✓	
					Different Bridge Configurations	✓	✓	-	-	✓	✓	✓	✓	
					I-5 Westward Shift	-	-	-	-	✓	✓	✓	✓	
					Elimination of C Street Ramps	✓	✓	-	-	✓	✓	✓	✓	
					Park and Rides	✓	✓	-	-	✓	✓	✓	✓	

Survey Number	OR SHPO Resource ID / WA DAHP Property ID	Address	Name	Designation	Design Options	Physical Destruction	Physical Destruction (Subterranean Impacts)	Physical Destruction (Vibration Impacts)	Alterations	Change in Use or Setting (Temporary Construction Easement)	Change in Use of Setting (Permanent Easement)	Visual Impacts	Auditory Impacts	Effects Determination
WA 1358	N/A	Vancouver, WA	Vancouver Barracks Historic District	Eligible: A	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	-	-	-	-	✓	✓	✓	-	
					Two Auxiliary Lanes	-	-	-	-	✓	✓	✓	-	
					Different Bridge Configurations	-	-	-	-	✓	✓	✓	-	
					I-5 Westward Shift	-	-	-	-	✓	-	✓	-	
					Elimination of C Street Ramps	-	-	-	-	✓	✓	✓	-	
					Park and Rides	-	-	-	-	✓	✓	✓	-	
WA 1359	674436	Vancouver, WA	Fort Vancouver National Historic Site	Listed	No-Build Alternative	-	-	-	-	-	-	-	-	Adverse Effect
					Modified LPA	-	-	-	-	✓	✓	✓	-	
					Two Auxiliary Lanes	-	-	-	-	✓	✓	✓	-	
					Different Bridge Configurations	-	-	-	-	✓	✓	✓	-	
					I-5 Westward Shift	-	-	-	-	✓	-	✓	-	
					Elimination of C Street Ramps	-	-	-	-	✓	✓	✓	-	
					Park and Rides	-	-	-	-	✓	✓	✓	-	
WA 1360	18828	2404 H St	Kiggins, John P. and Mary, House	Listed	No-Build Alternative	-	-	-	-	-	-	-	-	No Historic Properties Affected
					Modified LPA	-	-	-	-	-	-	-	-	
					Two Auxiliary Lanes	-	-	-	-	-	-	-	-	
					Different Bridge Configurations	-	-	-	-	-	-	-	-	
					I-5 Westward Shift	-	-	-	-	-	-	-	-	
					Elimination of C Street Ramps	-	-	-	-	-	-	-	-	
					Park and Rides	-	-	-	-	-	-	-	-	

TBD = to be determined

4.3 Recommended Finding of Effects for the Undertaking

4.3.1 No-Build Alternative

The No-Build Alternative would retain the existing infrastructure, and the existing Interstate Bridge, which consists of two distinct historic properties (OR 50; WA 381a and OR 51; WA 381b), would continue to operate as it does today. Projected increases in traffic volumes would result in increased congestion and delays for all travelers, as well as additional costs and uncertainty for all businesses that rely on this corridor for freight movement. Additionally, needs for repair and maintenance would potentially increase as the bridge ages, and the bridge would remain vulnerable to mechanical failure or damage from a seismic event.

The No-Build Alternative would have no direct or indirect impacts on the character-defining features or integrity of the HBE properties, but it would also fail to address present and future travel demand, mobility needs, and safety considerations in the IBR Program area. The No-Build Alternative would, therefore, fail to meet the IBR Program's Purpose and Need.

4.3.2 Modified LPA

Activities proposed for the Modified LPA and its design options would result in adverse effects as defined under 36 CFR § 800.5 to 12 historic properties. These properties include the following:

- OR 50/WA 381a: Interstate Bridge (northbound)
- OR 51/WA381b: Interstate Bridge (southbound)
- OR 107: Harbor Shops
- OR 109: Jantzen Beach Water Tank
- OR 111: Jantzen Beach Moorage
- WA 149: Normandy Apartments
- WA 369: Pearson Field Historic District
- WA 918: Officers Row Historic District
- WA 1192: Bridge Substation
- WA 1357: Vancouver National Historic Reserve Historic District
- WA 1358: Vancouver Barracks Historic District
- WA 1359: Fort Vancouver National Historic Site

As such, a finding of "adverse effects to historic properties" is recommended for this undertaking.

5. AVOIDANCE, MINIMIZATION, AND MITIGATION MEASURES

Program planning has included identification of Modified LPA activities to avoid or minimize effects to historic properties. The "no adverse effect" findings for four historic built environment resources in the APE assumes implementation of the following activities:

- **House of Providence (WA 150).** Minimize effects by restoring to preconstruction conditions the character-defining features of the House of Providence located within the temporary construction easement along the southern property boundary at E Evergreen Boulevard. This includes preserving the gate posts, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.
- **Duplex Residence at 2901 K Street (WA 1168a and WA 1168b).** Minimize effects by restoring the grass lawn within the temporary construction easement that extends into the property's southwest corner to its preconstruction state. This includes replacing in-kind the lawn and preserving one mature ornamental shrub that would not be removed during construction, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.
- **Vancouver Barracks National Cemetery (WA 1319).** Avoid effects by preserving character-defining features along E Fourth Plain Boulevard within the temporary construction easement. This includes preservation of the perimeter fence, cobblestone wall with gates, perimeter road, and planting inside the boundary fence, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.
- **Mickler House (WA 1258).** Reconstruct the fence, if necessary, following project completion. Minimize to the maximum extent possible the effects to the existing walkway and curb when implementing Americans with Disabilities Act design efforts.

Program planning also includes efforts to minimize effects to the Fort Vancouver National Historic Site. However, even with implementation of the following activity, the Modified LPA would result in an "adverse effect" finding for the Fort Vancouver National Historic Site:

- **Fort Vancouver National Historic Site (WA 1359).** Protect two historic trees in the allée, which are contributing components associated with the property, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties. Replace the vegetation buffer removed within the temporary construction easement along the southwest edge of the property following Program implementation.

In addition, WSDOT and ODOT will require vibration monitoring to be performed by a competitively selected contractor at structures located in the vicinity of all construction areas. The vibration monitoring will be continuous and will require the installation of portable monitoring stations that can be relocated as the construction progresses. The monitors will be capable of measuring peak particle velocity (PPV) levels unattended and will send data by wireless modem to parties including the IBR Program Engineer or designee to ensure that the monitored levels do not exceed the thresholds established for each monitoring location as identified by WSDOT and ODOT. The

contractor will identify specific vibration monitoring locations to be used in each of the different construction areas, subject to WSDOT and ODOT approval. In general, the vibration monitoring locations are at the property nearest to construction and, when the nearest property is not historic, a second vibration monitoring location will be required at the nearest historic property. WSDOT and ODOT will require a Noise and Vibration Monitoring Plan to document the details of these requirements and associated protocols, including threshold limits specifically for historic properties. This plan may be prepared by IBR Program staff or by the contractor and will be subject to WSDOT and ODOT approval.

Section 106 of NHPA requires resolution of adverse effects, as described in 36 CFR § Part 800.6. All mitigation measures for cultural resources will be implemented through the PA, as discussed in Chapter 6.

Consultation to resolve adverse effects on historic properties under Section 106 has been completed for known effects to historic built environment properties. Additional avoidance, minimization, and mitigation measures may result from design changes made after the execution of the PA and will then be processed in accordance with it.

Existing mitigation measures have been determined by FHWA and FTA in consultation with WSDOT, ODOT, Oregon SHPO, Washington DAHP, consulting tribes, and other consulting parties as part of the PA development process. FHWA and FTA have prepared the Historic Built Environment Treatment Plan as Attachment C to the PA to specify treatment measures, as well as approaches, processes, and responsibilities for completion of the mitigation measures stipulated in the PA.

Table 5-1 lists temporary and long-term avoidance and measures.

Table 5-1. Avoidance and Minimization Measures

Temporary or Long-Term	Impact Type	Avoidance and Minimization Measure
Temporary	Effects to the House of Providence during construction	WSDOT will minimize effects to the House of Providence, 400 East Evergreen Boulevard, by restoring to preconstruction conditions the character-defining features of the House of Providence located within the temporary construction easement along the southern property boundary at East Evergreen Boulevard, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.
Temporary	Effects to the Duplex Residence at 2901 K Street during construction	Minimize effects to the Duplex Residence at 2901 K Street by restoring the grass lawn within the temporary construction easement that extends into the property's southwest corner to its preconstruction state. This includes replacing in-kind the lawn and preserving one mature ornamental shrub that would not be removed during construction, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

Temporary or Long-Term	Impact Type	Avoidance and Minimization Measure
Temporary	Effects to the Vancouver Barracks National Cemetery during construction	WSDOT will avoid effects to the Vancouver Barracks National Cemetery at East Fourth Plain Boulevard by preserving character-defining features along E Fourth Plain Boulevard within the temporary construction easement. This includes preservation of the perimeter fence, cobblestone wall with gates, perimeter road, and planting inside the boundary fence, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.
Temporary	Effects to the Mickler House	WSDOT will reconstruct the fence, if necessary, at the Mickler House at 901 East 29th Street following project completion. WSDOT will minimize to the maximum extent possible the effects to the existing walkway and curb when implementing Americans with Disabilities Act design efforts.
Temporary	Adverse effects to Fort Vancouver National Historic Site	WSDOT will protect two historic trees in the allée, which are contributing components associated with the Fort Vancouver National Historic Site, consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.
Temporary	Vibration impacts to historic properties during construction	WSDOT and ODOT will coordinate with the contractor to conduct continuous vibration monitoring for historic properties constructed with unreinforced masonry structural components within the vicinity of the construction footprint for the duration of Program preconstruction and construction activities, and will require the Noise and Vibration Monitoring Plan to document threshold limits, as well as requirements and protocols to achieve these limits specifically for historic properties (FTA, 2018). If structural or architectural damage (such as cracked plaster, stucco, or tile) to historic properties occurs as a result of Program construction, WSDOT and ODOT, in coordination with FHWA and FTA, will notify DAHP and/or Oregon SHPO, as appropriate, the other Consulting Parties, and the property owner, as appropriate, of the adverse effect on HBE Properties, and then prepare a Treatment Plan to identify and determine any necessary repairs, consistent with SOI Standards for the Treatment of Historic Properties.

6. PROGRAMMATIC AGREEMENT

Identification of the mitigation for known adverse effects to historic properties assessed under NEPA has been completed through the NHPA Section 106 process. FHWA and FTA, in coordination with WSDOT and ODOT, and in consultation with Oregon SHPO, Washington DAHP, consulting tribes, and other consulting parties, have chosen to complete the Section 106 process and resolve adverse effects on historic properties through the development of a PA pursuant to 36 CFR § 800.14(b). The draft PA was made available to the public prior to publication of the Final SEIS from May 9, 2025, to June 8, 2025. The Final PA has been included as an appendix to the Final SEIS. An executed, signed Final PA will be attached to the amended ROD.

Table 6-1 lists temporary and long-term mitigation measures.

Table 6-1. Mitigation Measures

Temporary or Long-Term	Impact Type	Mitigation Measure
Temporary and Long-Term	Adverse effects to historic properties	Refer to the Section 106 Programmatic Agreement in Appendix N for mitigation to resolve adverse effects to historic properties.

A PA is used when effects on historic properties cannot be fully determined prior to approval for the undertaking, as allowed under 36 CFR § 800.14(b)(1)(ii), and where other circumstances warrant a departure from the normal Section 106 process as allowed under 36 CFR § 800.14(b)(1)(iv). Given the complexities of the IBR Program and the anticipated mix of construction contract delivery methods, the PA includes stipulations to govern the implementation of the Program post-PA execution. The PA outlines processes for continued consultations. Stipulations in the PA include: roles and responsibilities (Stipulation I); consultation and public engagement (Stipulation II); standards and guidelines (Stipulation III); historic built environment resources (Stipulation IV); archaeological investigations, evaluations, assessment of effects and resolution of adverse effects (Stipulation V); historic properties of religious and cultural significance to Indian Tribes (Stipulation VI); consultation regarding program changes (Stipulation VII); post-review discoveries (Stipulation VIII); treatment of human remains (Stipulation IX); training (Stipulation X); confidentiality of information (Stipulation XI); monitoring of agreement performance (Stipulation XII); dispute resolution (Stipulation XIII); amendments (Stipulation XIV); termination (Stipulation XV); and effective date, duration of the agreement (Stipulation XVI). In addition, attachments to the PA include: Consulting Parties (Attachment A); Area of Potential Effects (Attachment B); Historic Built Environment Resources Treatment Plan (Attachment C); Archaeological Resources Identification, Monitoring, and Treatment Plan (Attachment D); Screened Program Actions Having Minimal Potential to Cause Effects to Historic Properties (Attachment E); Post-Review Discovery Plan (Attachment F); Human Remains Treatment Plan (Attachment G); and Historic Properties of Religious and Cultural Significance to Indian Tribes Treatment Plan (Attachment H). Attachments that include sensitive information are exempt from the Freedom of Information Act and are not made readily available for public review pursuant to Section 304 of NHPA.

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Appendix A. List of Consulting Parties

Listed below are all the parties that participated in and were consulted with during the Section 106 process.

Federal Agencies

- Federal Highway Administration
- Federal Transit Administration
- Department of the Army, Office of Army Cemeteries
- National Park Service
- The Advisory Council on Historic Preservation
- United States Army Corps of Engineers
- United States Coast Guard

State Agencies

- Oregon Department of Transportation
- Oregon State Historic Preservation Office
- Oregon Department of State Lands
- Oregon Legislative Commission on Indian Services
- Washington State Department of Transportation
- Washington State Department of Archaeology and Historic Preservation
- Washington State Department of Natural Resources

Federally Recognized Tribes

- Confederated Tribes of the Colville Reservation
- Confederated Tribes of Grand Ronde Community of Oregon
- Confederated Tribes of Siletz Indians of Oregon
- Confederated Tribes of the Umatilla Indian Reservation
- Confederated Tribes of Warm Springs Reservation of Oregon
- Confederated Tribes and Bands of the Yakama Nation
- Cowlitz Indian Tribe
- Nisqually Indian Tribe
- Nez Perce Tribe
- Spokane Tribe of the Spokane Reservation Indians (Spokane Tribe of Indians)

Other Agencies and Organizations

- Architectural Heritage Center
- Buena Hayden, LLC
- Chinook Indian Nation
- City of Portland
- City of Vancouver
- Clark County
- Clark County Historic Preservation Commission
- Clark County Historical Society and Museum
- Columbia River Maritime Museum
- C-TRAN
- The Historic Trust
- Hurley Development
- Jantzen Beach Moorage Inc.
- Metro
- Restore Oregon
- TriMet
- Vanport Placemarking Project
- Washington Trust for Historic Preservation

Appendix B. Baseline Survey Reports

Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon

Prepared by
Adam Alsobrook, B.S.
Alicia Valentino, Ph.D., R.P.A.
Breanne Taylor, M.A., R.P.A.
Emily Steele, B.A.
Estelle Weiss-Tisman, B.A.
Langston Guettinger, B.A.
Penelope Cottrell-Crawford, M.L.A.

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WSP

WILLAMETTE
CULTURAL RESOURCES ASSOCIATES, LTD.

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Executive Summary

The Interstate Bridge Replacement Program (IBR) is a jointly funded program (the Program) of the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT). The Program was created to replace the current Interstate Bridge with a new, earthquake-resilient structure (Project) that will cross the Columbia River and connect the city of Portland, Multnomah County, Oregon, with the city of Vancouver, Clark County, Washington. Preliminary Project designs include the replacement of the Interstate Bridge, as well as alterations to the highway approaches, associated interchanges, and affected local roadways.

In support of this effort, Willamette Cultural Resources Associates, Ltd. (WillametteCRA) prepared the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report* (Baseline Survey) to document the results of a baseline architectural survey. This survey covered only resources relating to the historic built environment; archaeological resources are discussed in a separate document. This survey and resultant document—divided into separate Oregon and Washington reports—are part of a multistep process to satisfy the requirements of Section 106 of the National Historic Preservation Act (NHPA), as amended, and its implementing regulations, 36 CFR 800, as well as Section 4(f) of the U.S. Department of Transportation (USDOT) Act, as amended, of 1966. Because the proposed Project will be funded, in part, by the Federal Highway Administration (FHWA) and Federal Transportation Administration (FTA), the Project is a federal undertaking and is subject to compliance with Section 106 (36 CFR § 800.3).

As directed by Section 106, WillametteCRA identified historic-age resources within the Area of Potential Effects (APE) and evaluated their potential National Register of Historic Places (NRHP) eligibility according to the National Register Criteria (36 CFR § 800.4) (Figures 1 and 2). This effort was informed by existing documentation created in accordance with Section 106 under the auspices of the 2005-2014 Columbia River Crossing project (CRC), an earlier project also aimed at replacing the Interstate Bridge. Although documentation from this earlier effort was referenced to provide continuity between the undertakings of CRC and IBR, owing to their age (over ten years old), no portion of CRC's documentation or evaluations were reused in the Baseline Survey.

In all, the Baseline Survey identified 299 individual historic-age resources (49 in Oregon and 249 in Washington) for possible further study based upon a construction year of 1982 or earlier. This date was chosen in consultation with the Oregon State Historic Preservation Office (SHPO) and Washington State Department of Archaeology and Historic Preservation (DAHP) to account for resources that would be historic age (fifty years or older) by the time of the anticipated completion of the new Interstate Bridge in 2032. Of these resources, fourteen in Oregon and thirty-five in Washington were found to be potentially eligible for inclusion in the NRHP. Based

upon the information provided throughout this document and its Washington equivalent, these recommendations have been preliminarily approved by agency reviewers with IBR, ODOT, WSDOT, FTA, and FHWA and will be further reviewed by Section 106 Consulting Parties, including the Oregon SHPO, the Washington State DAHP, and consulting tribes.

Once these reviews are completed and consultation on preliminary eligibility recommendations is complete, determinations of eligibility (DOEs) will be completed for resources that may be affected by Project construction (36 CFR § 800.5). Pursuant to the Section 106 process, potential adverse effects will be subsequently assessed and will be resolved through a programmatic agreement (PA) to avoid and/or minimize these effects (36 CFR § 800.6).

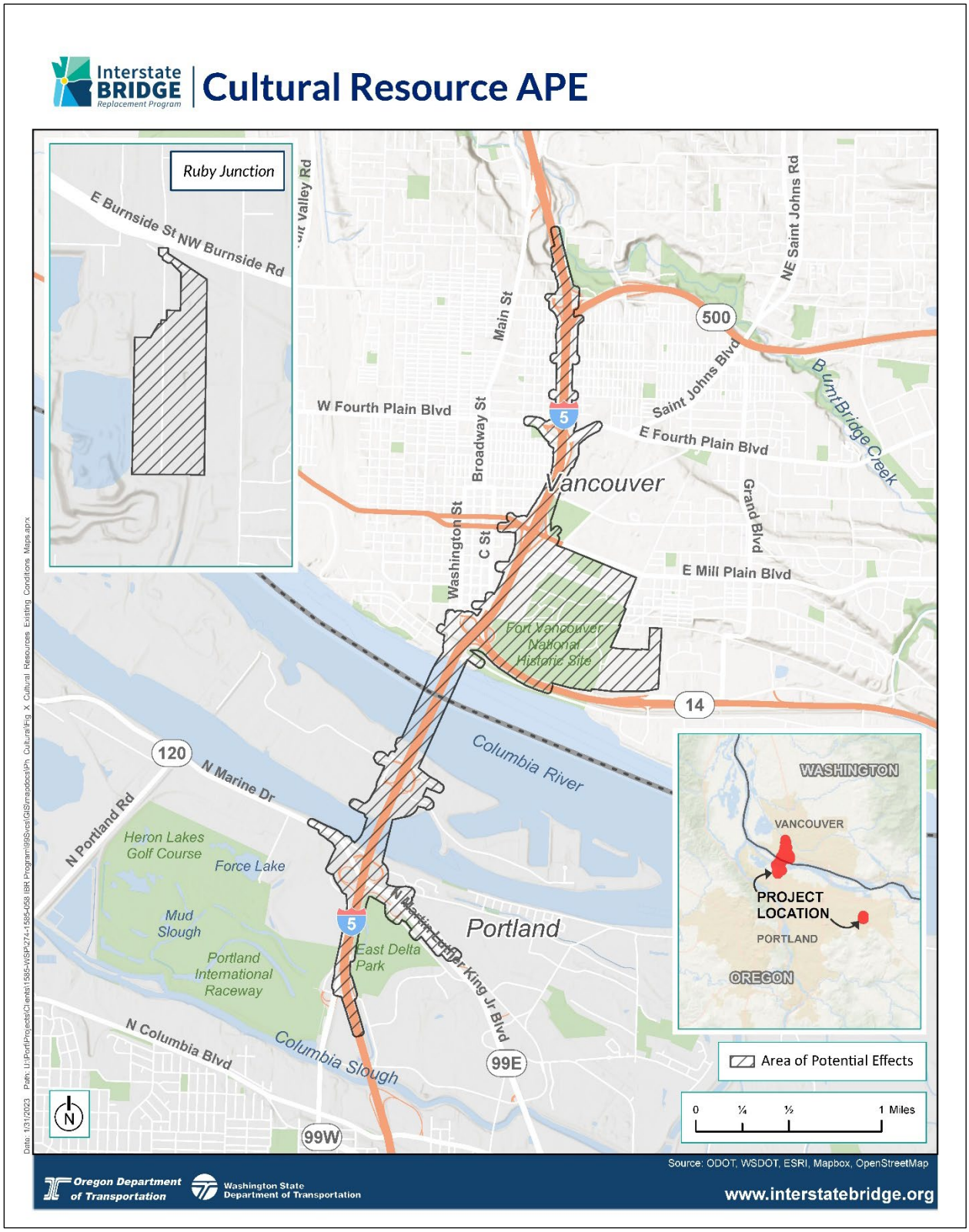

Figure 1. Map showing IBR APE.

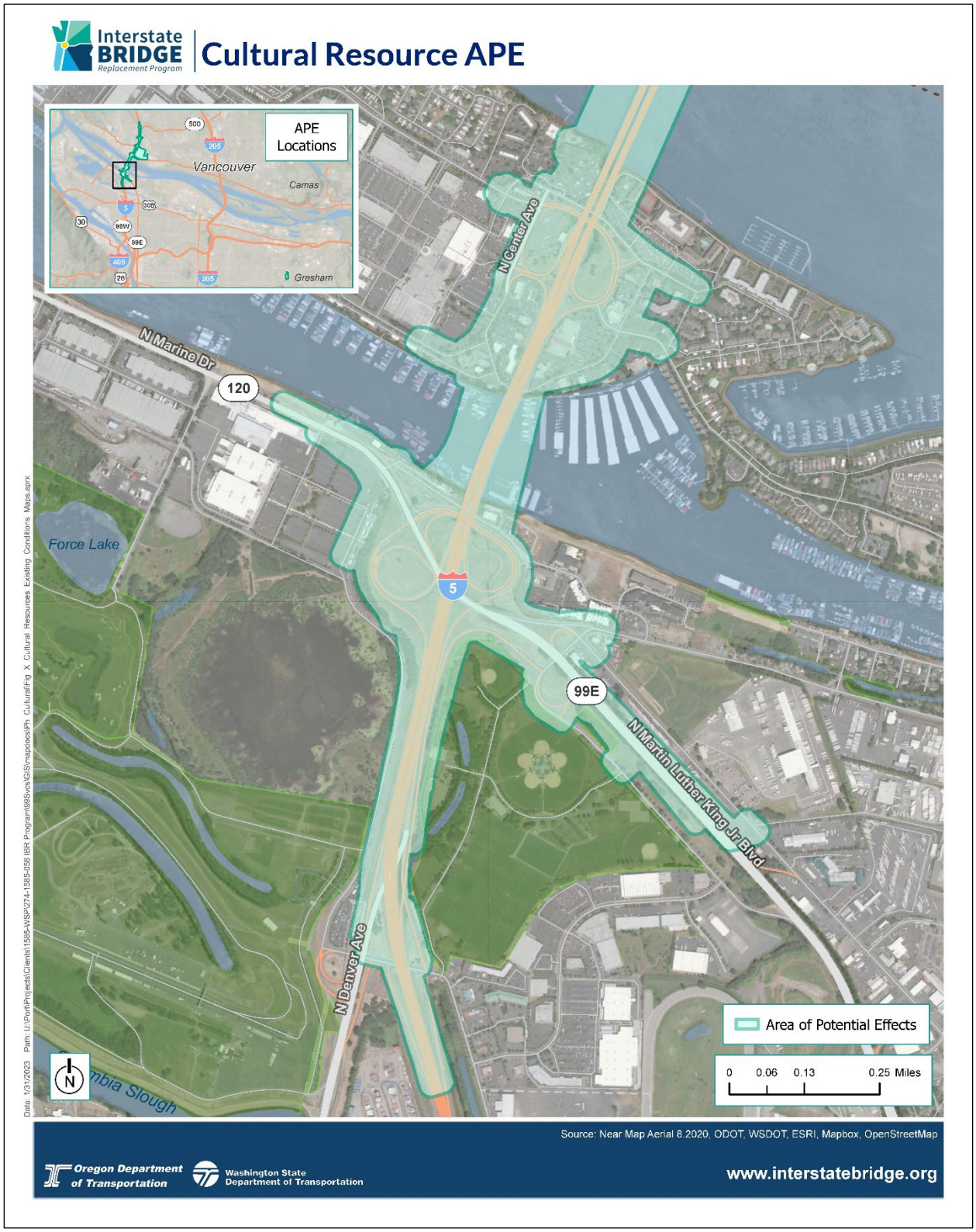

Figure 2. Aerial map showing Oregon portion of IBR APE.

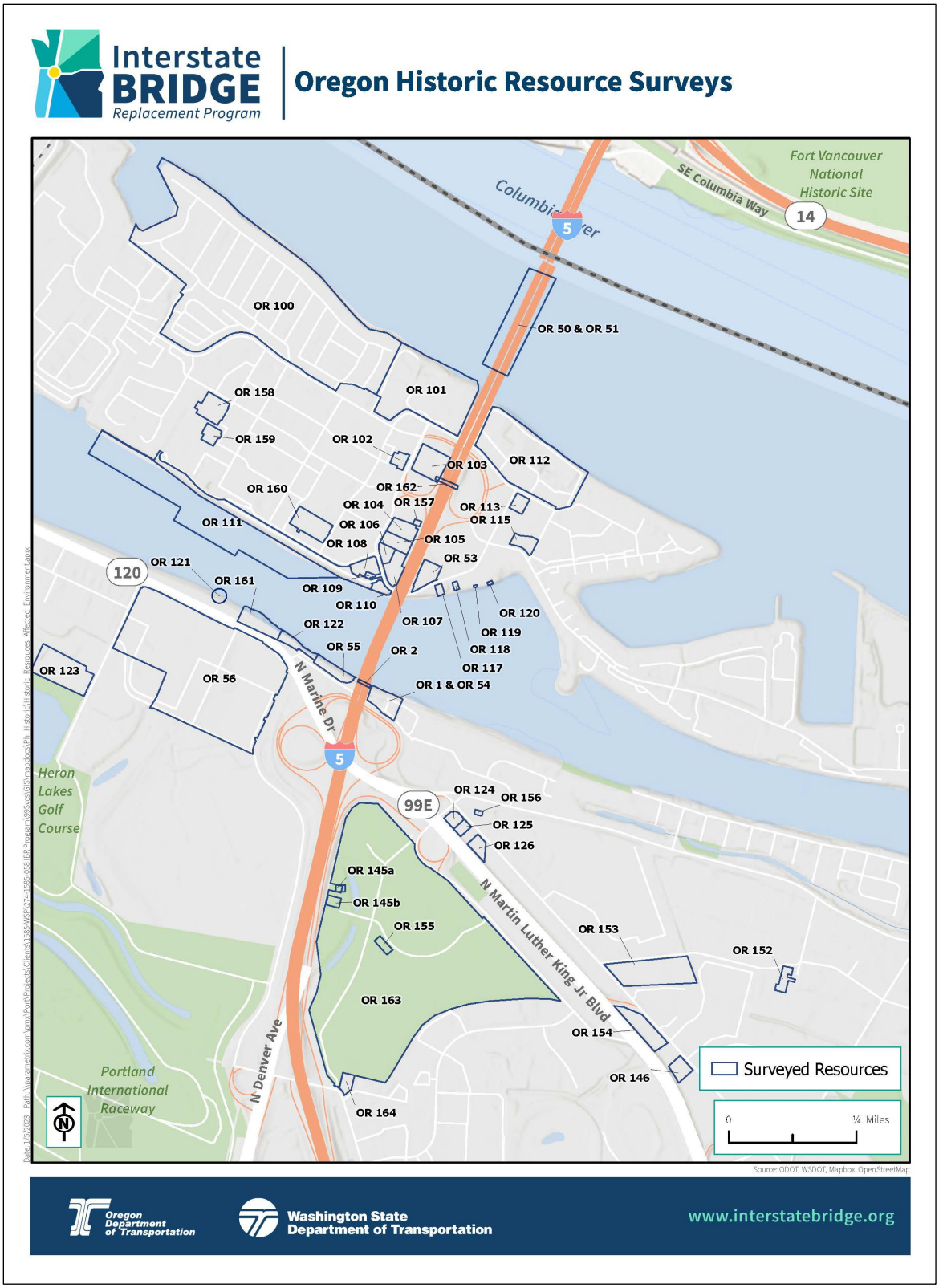

Figure 3. Map showing surveyed resources in Oregon portion of IBR APE. Note that the boundaries of eligible resources, as ultimately determined, may not correspond exactly with the preliminary boundaries shown here.

Introduction

Program Location

The IBR Program proposes to replace the Interstate Bridge, which connects the cities of Portland, Multnomah County, Oregon, and Vancouver, Clark County, Washington. The bridge is a vital component of Interstate 5 (I-5) and carries north- and southbound vehicular and pedestrian traffic across the half mile width of the Columbia River. Current designs for the Project include the replacement of the original bridge span, as well as alterations to the north and south approaches to the bridge, alterations to affected highway interchanges, and alterations to local roadways impacted by the Project's construction. The Project also includes a high-capacity transit component which is expected to be either an extension of the TriMet Metropolitan Area Express (MAX) light rail system or the creation of a bus rapid transit line. In the event that the light rail system is chosen, the project will include alterations to the trackage of the existing Ruby Junction rail maintenance facility in Gresham, Multnomah County, Oregon.

Program Purpose

The overarching purpose of the IBR Program is to make improvements along this critical section of the I-5 corridor. Existing problems identified by the Project include:

- Growing travel demand and congestion;
- Impaired freight movement;
- Limited public transportation operation, connectivity, and reliability;
- Safety and vulnerability to incidents;
- Substandard bicycle and pedestrian facilities;
- Seismic vulnerability.[1]

The Program aims to address these problems through a combination of study and design ultimately improving connections and safety for users across the region.

Regulatory Framework

This document surveyed and assessed historic-age resources considered to be part of the historic built environment. The following is a list of federal laws that guided or informed this assessment:

[1] CRC, *Interstate 5 Columbia River Crossing Project, Record of Decision*, December 2011, http://data.wsdot.wa.gov/accountability/ssb5806/Repository/7_Project%20Delivery/CRC%20First%20Phase/CRC_ROD.pdf. Note that IBR's purpose and need remains in draft form but is expected to be unchanged from CRC except for alteration to the project's name. Until the IBR purpose and need are formally published, the existing language from CRC remains the most official source.

- National Environmental Policy Act (NEPA) of 1969, 42 USC §§ 4321 et seq.;
- Section 106 of the National Historic Preservation Act (NHPA) of 1966, 16 USC §§ 470 et seq., as amended;
- US Department of Transportation Act of 1966, 49 USC §§ 101 et seq., Section 4(f), as amended.

Methodology

Area of Potential Effects

Pursuant to Section 106, the Program's current designs prepared as part of the Locally Preferred Alternative (LPA) have informed the development of the APE which is defined, in part, as "the geographic area or areas within which an undertaking may directly or indirectly cause alterations to the character or use of historic properties" (36 CFR § 800.16). The APE is defined by a 100-foot boundary around the existing LPA design and also includes the area within the tax lots occupied by the Ruby Junction MAX facility and the Fort Vancouver National Historic Reserve which includes the Fort Vancouver National Historic Site, as well as the full extent of Pearson Field Airport (see Figures 1 and 2).

The APE encompasses 845 acres of which 35 are accounted for by the Ruby Junction MAX facility. The APE occupies land within Sections 14, 15, 22, 23, 26, 27, 33, 34 and 35 of Township 2 North, Range 1 East; Sections 3 and 4 of Township 1 North, Range 1 East; as well as Section 5 of Township 1 South, Range 3 all East of the Willamette Meridian. Only historic-age resources within the APE were identified and evaluated as part of the undertaking.

The Baseline Survey

The Baseline Survey was compiled in accordance with a standard process and report formatting developed and employed by ODOT cultural resources staff and widely used in coordination with the Oregon SHPO. As the ODOT *Historic Resources Procedural Manual* explains:

> The baseline report preparation is initiated with a review of previously documented historic properties within the Area of Potential Effect[s] (APE)… The literature review is followed by a field reconnaissance survey to identify previously documented and undocumented historic resources in the project APE.
>
> Following the literature review and reconnaissance survey, a Baseline Report is prepared according to the approved ODOT format. This report typically includes a project description, a brief discussion on the results of the literature review and field survey, photographs and location maps for all historic resources identified during field survey, and a preliminary finding of National Register eligibility for each

> resource. Information for each resource identified is presented in tabular form, with a single map showing the location for all resources...[2]

Given the broad range of significant historical and cultural events that have occurred within the APE, and to make future resource evaluations more efficient, the team focused early efforts on establishing a thorough understanding of the contextual history of the APE. As such, the length of the contextual analysis herein is more detailed than the local Oregon industry-standard for a Historic Built Environment Resources Baseline Report. Upcoming intensive-level survey and resulting Determination of Eligibility documents will rely upon the context within this Baseline Report to partially inform and support recommendations for NRHP eligibility.

Windshield Survey

As part of the literature review for the Baseline Survey, WillametteCRA was asked to perform an in-depth "gaps analysis" to assess both the status of remaining CRC documentation relating to historic resources, as well as the condition and extent of the resources previously evaluated by the program. This effort resulted in the *Interstate Bridge Replacement Program Windshield Survey Report* (Windshield Survey) (WillametteCRA Report Nos. 20-96-1 and 20-96-2) which was submitted to IBR on June 21, 2022.

The Windshield Survey provided IBR and WillametteCRA with an introductory look at the Program area's historic resources and previous documentation efforts therein. For the purposes of continuity with larger Program practices, existing CRC survey numbers were reused within the Baseline Survey where possible. All other CRC data, however, was used strictly for informational purposes and all historic resources evaluated for the Baseline Survey were re-visited and re-evaluated as part of the current undertaking.

Resource Identification

The identification of historic resources took place within the majority of the APE pursuant to Section 106 (36 CFR § 800.4). Ruby Junction was excluded from this process as the Advisory Council on Historic Preservation (ACHP) issued a Program Comment on June 28, 2019 relieving federal agencies from Section 106 requirements for certain types of activities related to rail-related properties. The comment states that "[u]ndertakings to maintain, improve, or upgrade rail properties located in rail ROW [rights-of-way] that are limited to the activities specified in Appendix A are exempt from the requirements of Section 106 because their effects on historic rail properties are foreseeable and likely to be minimal or not adverse."[3] Because it entails "minor new construction and installation of railroad or rail transit infrastructure" that is

[2] ODOT, *Historic Resources Procedural Manual* (Salem, OR: ODOT, 2016), 4.
[3] ACHP, "Notice of Amendment to the Program Comment to Exempt Consideration of Effects to Rail Properties Within Rail Rights-of-Way," *Federal Register* 84, no. 125 (28 June, 2019): 31075-31082, https://www.achp.gov/digital-library-section-106-landing/program-comment-exempt-consideration-effects-rail-properties.

"compatible with the scale, size, and type of existing rail infrastructure," the railyard is exempt from review for this portion of the APE and as such, no additional Section 106 documentation was prepared.[4]

Previously documented resources, as well as eligible and designated properties, were found using existing state databases including the SHPO's Oregon Historic Sites Database (OHSD) and DAHP's Washington Information System for Architectural and Archaeological Records Data (WISAARD). Federal sources were also consulted including the National Archives and Records Administration's (NARA) searchable NRHP database and a geospatial NRHP database maintained by the National Park Service (NPS).

Undocumented resources were identified principally using tax assessor data which was compiled from county datasets to create lists of historic age resources. Although historic age resources are generally considered to be 50 years of age or older, for the purposes of this undertaking, resources were assessed that would be historic age at the time of Program's anticipated completion date in 2032. Because of this, resources constructed in or before 1982 were identified as potential historic properties requiring subsequent evaluation. Where a property tax lot was partially within the APE, all historic age resources within the boundary of the tax lot were identified for evaluation. All tax assessor data was verified in the course of fieldwork and, in limited instances, corrected through additional background research.

The APE was analyzed for undocumented historic-age resources that may not have been captured by existing tax lot data, as well as resources that are not historic-age but may still possess exceptional historic significance (Criterion Consideration G). Where the APE included lands managed by the NPS (the Fort Vancouver National Historic Site), resource identification was mostly limited to the existing resources identified under CRC. All historic resources identified by this search were compiled into separate datasets for Oregon and Washington for subsequent survey and evaluation.

Survey Fieldwork

Over the course of several field sessions conducted between June 2022 and December 2022, WillametteCRA Architectural Historians visited and documented all identified resources within the APE (Figure 3). Fieldwork was conducted according to DAHP and SHPO standards and, where appropriate, guided by the NPS National Register Bulletin *Guidelines for Local Surveys: A Basis for Preservation Planning*.[5] All resources were documented with high-resolution digital photographs and electronically inventoried for IBR records. All work in the field was directly

[4] ACHP, "Notice of Amendment to the Program Comment," 31076. See Section III, Part A, as well as Appendix A, Section II, Part C(17).
[5] Anne Derry et al., *Guidelines for Local Surveys: A Basis for Preservation Planning*, rev. ed., National Register Bulletin (Washington, DC: NPS, 1985)

supervised by personnel meeting the Secretary of the Interior's (SOI) professional qualifications standards for Architectural History and actively registered under ODOT's Qualified Cultural Resources Consultants (Historic) program.

Evaluation Criteria

All identified resources were first evaluated at a "reconnaissance level" to determine their NRHP eligibility. The NRHP is an inventory of buildings, structures, objects, sites, and districts that are considered to possess importance to local, state, or national history. Under the auspices of the NHPA, the SOI may list properties that are "significant in American history, architecture, archaeology, engineering, and culture" and is directed to develop criteria and regulations to establish a resource's eligibility.

As dictated by the NHPA, the NRHP is administered by the NPS. To be eligible for listing, a resource must possess three elements: first, historic significance derived from a historic context organized by theme, place, or time; second, historic significance that meets one or more of the NRHP criteria; and finally, sufficient integrity to convey its significance.

While historic contexts generally fall into a set category provided by the NPS, each context is ultimately unique and requires targeted research to determine the part or parts of history that a resource expresses. Once determined, the resource and its associated context must be able to be categorized into one or more of the four NRHP criteria (36 CFR § 60.4):

- Criterion A: If they are associated with events that have made a significant contribution to the broad patterns of our history.
- Criterion B: If they are associated with the lives of persons significant in our past.
- Criterion C: If they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.
- Criterion D: If they have yielded, or may be likely to yield, information important in prehistory or history.

For the purposes of this survey, research was undertaken to develop a robust historic context analysis to inform potential areas of NRHP significance. Next, the development of the APE enabled field survey planning efforts to begin. Then, surveyors performed a windshield survey to identify potential historic resources within the APE based on construction date and past survey information. This information was compiled internally for planning purposes. Finally, using historic contextual development in conjunction with field reconnaissance survey of each potentially NRHP-eligible property, surveyors assessed potential applicable significance for historic resources within the APE.

If it is concluded that a resource appears to possess the requisite significance to be listed in the NRHP, the resource's historic integrity must be assessed to determine whether it can successfully communicate its significance. Integrity is assessed according to seven aspects: location, design, setting, materials, workmanship, feeling and association. Integrity evaluation methodology in Oregon, in consultation with the Oregon SHPO, does not always require original materials where original openings, general massing and character are maintained. As such, surveyors considered resources to be able to communicate their significance despite window or cladding material changes, as long as aspects of integrity that support their significance were intact.

Resource Evaluation

To appropriately evaluate the potential historic properties within the APE, WillametteCRA undertook a combination of background research and visual analysis. Background research was conducted on a variety of themes and geographic locations throughout the vicinity of the APE to provide appropriate historic context. Architectural Historians consulted a wide variety of archival sources including written, illustrated, and photographic documentation. Because of the expanded date of the historic period (1982 or earlier), particular emphasis was placed on the recent past including the architectural styles and historical trends of the late twentieth century. Because of this, some resources that would, on other projects, be out of period and recommended as not eligible, were here recommended as eligible because of their contextual significance and high integrity.

The research of individual resources included many of the wider background contextual documents but was supplemented with additional address-specific information. Where possible, researchers created lists of former resource inhabitants and investigated each known resident in search of potential "persons significant in our past." Researchers also consulted historic tax photos, where available, as well as aerial imagery, Sanborn Fire Insurance Maps, and real estate listings to assess changes to resources over time. Finally, researchers conducted a visual analysis of each resource to reveal other losses of historic fabric or alterations since construction.

Ultimately, resources were evaluated first for their potential historic significance, and second for their ability to convey that significance with their integrity. Some resources were found to be not eligible because they lacked sufficient significance, while others may have significance but, through alterations and other changes, were unable to effectively communicate it. Where resources possessed significance and retained integrity, they were recommended to be eligible.

Conclusion

The Baseline Survey is one part of a multi-step effort to satisfy regulatory requirements relating to the historic properties potentially impacted by the proposed undertaking. It will be reviewed by

Section 106 Consulting Parties, in a public open house, as well as by DAHP and SHPO before it is finalized (36 CFR § 800.2). The Consulting Party and public review will provide a valuable opportunity for external insights on the resources that may not have been noted by the report authors.

Determinations of Eligibility

Upon finalization of the report, WillametteCRA will prepare intensive-level DOEs on previously undocumented historic resources that are potentially recommended as eligible for listing in the NRHP, as well as potentially recommended eligible properties whose existing determinations are over ten years old. These documents provide an in-depth look at and discussion of each individual resource and its eligibility. Intensive-level DOEs will also be completed for resources that were recommended as not eligible in the Baseline Report but may be removed in the course of the Program's construction. Like the Baseline Survey, these documents will undergo a similar review process involving IBR staff, ODOT and WSDOT staff, FHWA and FTA, Consulting Parties, a public open house, and DAHP and SHPO. Once finalized, these documents will result in formal determinations of eligibility pursuant to the Section 106 process.

Findings of Effect

Upon finalization of the DOEs, WillametteCRA will prepare Findings of Effect (FOEs) for resources listed in the NRHP and those determined eligible. These documents will address the potential ways the undertaking may influence the historic integrity and, thus, eligibility of these resources for listing in the NRHP through the application of the criteria for adverse effects. These effects can be both direct and indirect and will result in recommended findings which may include "No Effect," "No Adverse Effect," or "Adverse Effect" (36 CFR § 800.5). Like the DOEs, the FOEs will undergo review involving IBR staff, ODOT and WSDOT staff, FHWA and FTA, Consulting Parties, a public open house, and DAHP and SHPO.

Summary of Recommendations

WillametteCRA identified and surveyed 299 HBE resources within the APE including 49 in Oregon. Of the Oregon HBE resources:

- One is already listed individually in the NRHP, and
- Three are recommended no change from existing determination of NRHP eligible, and
- One is recommended as eligible from existing determination of NRHP not eligible, and
- Fourteen are recommended as eligible for listing in the NRHP, and
- Twenty-nine are recommended as not eligible for listing in the NRHP, and
- One has been demolished since the start of the Baseline Survey in June 2022.

Oregon Cultural Resources in the IBR Survey Area.[6]

Table 1. Oregon Cultural Resources in the IBR Survey Area

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 1	1415 N Pier 99 St; Totem Pole Marina	2N1E34C-02000	1960 Specialty Store Commercial - Northwest Regional style. 2-story showroom built into embankment. Ground story clad in corrugated panels with sliding barn doors. Upper story defined by aluminum-frame window wall beneath Googie-style hyperbolic wood roof. Changes since construction have been minimal.	**Recommend no change from existing determination of NRHP eligible (OR SHPO; 2008).** Associated with local maritime development, work of master architect John Storrs, representative example of the Northwest Regional style, possesses high artistic value.	

[6] For the purposes of continuity, IBR Map ID Numbers are derived from the CRC project's survey ID numbers ("Historic ID Numbers") which were first assigned in 2007 and 2008. However, only limited documentation from this original survey has been found leaving an incomplete understanding of its scope, methodology, and numbering. Available documents indicate that CRC Historic ID Numbers were assigned from 1 (OR 1) though, at most, 50 (OR 50) owing to the small quantity of then historic-age resources within the Oregon portion of the CRC APE. At present, only two of these original ID numbers have been successfully correlated with existing resources in the IBR project area (OR 1 and OR 2).

In addition to resources with successfully correlated Historic ID Numbers, available documentation also identified a set of resources surveyed by CRC but missing associated survey IDs. To distinguish this class of resources from those clearly identified by CRC, these were assigned IBR Map ID Numbers beginning from 50 (OR 50) onwards. All other resources either not found in CRC documentation or never identified by CRC have been assigned individual IBR Map ID Numbers beginning from 100 (OR 100) onwards. Continued refinements to the survey area, the loss of resources to demolition, and other Project changes, have removed some resources from the survey table and resulted in gaps between the sequential ordering of ID numbers.

To prevent confusion from renumbering, the resources in this table will maintain these Map ID numbers from the duration of the IBR HBE surveys.

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 2	Columbia Slough Drainage Districts Historic District	Multiple	1916–1960 Waterworks No discernible form - No discernible style. Extensive system of levees, dikes, and ditches along Columbia Slough. Linear section of levee along south bank of North Portland Harbor located within current project area.	**Recommend no change from existing determination of NRHP eligible (OR SHPO; 2011).** Associated with development North Portland Industrial Area.	
OR 50	Columbia River; Interstate Bridge (Vancouver-Portland Interstate Bridge) (northbound)	2N1E33	1917 Road-Related (Vehicular) Steel Through Truss (Parker and Pennsylvania [Petit]) with vertical lift span. Large-scale bridge and approaches including ten truss spans atop concrete piers, reinforced concrete approach bridge atop T-beams, and various associated features such as walkways, lift towers, a control room, maintenance room, etc. Bridge substantially altered between 1958 and 1960 when portions were raised and lengthened for increased height below. Additional small-scale updates over lifespan.	**NRHP Listed (1982)**	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 51	Columbia River; Interstate Bridge (Vancouver-Portland Interstate Bridge) (southbound)	2N1E33	1956–1958 Road-Related (Vehicular) Steel Through Truss (Parker and Pennsylvania [Petit]) with vertical lift span. Large-scale bridge and approaches including ten truss spans atop concrete piers, reinforced concrete approach bridge atop T-beams, and various associated features such as walkways, lift towers, control room, maintenance room, etc. Small-scale features of bridge have been updated since completion including new traffic control features, decking, and changes to control tower.	**Recommend no change from existing determination of NRHP eligible (OR SHPO; 2008).** Associated with the development of interstate highways in Oregon, unique example of Pennsylvania-Petit truss.	
OR 53	11875 N Jantzen Dr; Waddles Drive-In	2N1E34C-01400	1946 Restaurant Commercial – Modern style. 1-story flat roofed building with irregular footprint. Includes covered outdoor walkway and projecting vertical element for signage. Clad in T1-11 plywood siding with aluminum-frame windows and full glass doors. Property repeatedly remodeled based upon initial design by Pietro Belluschi and Frank Green. Only footprint and general massing remain from original design, all other components have been updated.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 54	1425 N Pier 99 St	2N1E34C-02000	ca. 1940s Unknown (Residence or Clubhouse?) No discernible form - Minimal Traditional style. 2-story side-gabled building constructed into levee with U-shaped upper courtyard including outdoor fireplace opening onto river. Constructed from brick masonry with horizontal lapped wood on main body of second floor and board and batten gable peaks. Fenestration includes original multi-light double-hung wood sash windows and vinyl replacements. Lower garage doors partially infilled with T1-11 cladding and 6-panel pedestrian door. Changes include alteration of original fenestration.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local maritime development, representative example of Minimal Traditional style.	
OR 55	1610 N Pier 99 St	2N1E33DD-00100	1936 Single dwelling Single Dwelling - Minimal Traditional style. 1.5-story side-gabled residence with dormer, double entries, and detached garage. Gable roof with shed dormer. Clad in grooved wood shingles with board and batten gable peaks. Fenestration consists largely of vinyl sash windows with some original 4-over-1 wood sash units. Changes include replacement of fenestration and sliding glass door installed on north elevation. Strong association with Westerlund boat building enterprise.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local maritime development, representative example of the Minimal Traditional style.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 56	2060 N Marine Dr; Pacific International Livestock Association Buildings / Portland Exposition Center	2N1E33-00200	1925–1979 Civic Commercial - No discernible style. Large-scale complex of connected exhibition halls surrounded by paved parking. North portion including halls A, B, and C are amongst oldest components (ca. 1920s) with subsequent expansions after 1980. Construction methods and materials are highly varied including brick masonry, corrugated metal cladding, aluminum-frame window walls, reinforced concrete framing, etc. Principal entry relocated from north end to east end of new wing. Despite substantial changes, historic components involved in Japanese American Incarceration at the start of U.S. involvement in WWII remain discernible and significant.	**Potentially recommend change from existing determination of NRHP not eligible (OR SHPO; 2009) to NRHP eligible: Criterion A.** Strongly associated with events of Japanese American Incarceration in Oregon.	 Note: owing to resource size, image is derived from current 3D program models.
OR 100	1501 N Hayden Island Dr; Hayden Island Mobile Home Village / Hayden Island Manufactured Home Community	2N1E33A-00100	1964. Multiple Dwelling No discernible form – No discernible style. Largescale manufactured home community with curvilinear street grid. Central community buildings designed by John Storrs in faux Polynesian style with landscaping by Wallace Ruff. Wide variety of manufactured home units. Expanded in 1967 and again between 1973 and 1981.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Hayden Island, representative example of manufactured home development.	 Note: owing to resource size, image is derived from current 3D program models.

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 101	1401 N Hayden Is Dr; Thunderbird Hotel / Rodeway Inn & Suites Portland - Jantzen Beach	2N1E34-00300	1971; hotel Hotel/Motel - Northwest Regional style with appropriated Polynesian elements. Two 3-story wings topped by concave mansard roof with wood shingles. Connected by multistory aluminum-frame window wall with porte cochere entry and stairway tower. Includes external wood framing around aluminum window walls and reinforced concrete walls. Fenestration includes sliding aluminum glass doors which open onto cantilevered balconies. Central lobby and east two wings lost in 2012 fire.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 102	12300 N Parker Ave; Montgomery Ward Automotive Center / Duluth Trading Company	2N1E34C-00400	1973 Specialty Shop (Department Store) Shopping Center– Cowboy/Western style. Large-scale 1-story building constructed from split face CMUs. Reconstructed entry on west elevation includes “false front” with masonry piers, wainscotting, and imitation wood cladding. Fenestration is aluminum-frame window wall with full glass entry doors. Substantial changes including loss of original full width window wall, porte cochere, Googie style sign, and wood clad bulkhead.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 103	12348 N Center Ave; Administration Building / ODOT Permit Center	2N1E34C-00500	1957 Road-Related (Vehicular) [government office] No discernible form - Modern style. 3-story toll booth office with rectangular footprint, flat roof, wide overhang, and third story tower in northeast corner. Projecting entry from decorative concrete masonry units (CMUs) in west elevation. Fenestration includes aluminum-frame windows with lower awnings and full glass doors. Changes since construction include addition of west entry and removal of south garage door likely completed in conversion to public service center.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with the development of interstate highways in Oregon, representative example of midcentury governmental Modernist design.	
OR 104	12105 N Center Ave; Engine House Pizza / BJ's Restaurant and Brewhouse	2N1E34C-00604	1976; restaurant Commercial - Roadside style. 1-story building with rectangular footprint, false mansard roof, and 2-story tower at northwest corner. Constructed from CMUs clad in brick masonry with standing seam metal roofing and aluminum-frame window walls. Early photo indicates relatively few changes have taken place since construction.	**Potentially recommended NRHP eligible: Criterion C.** Representative example of Postmodern/Roadside style designed by locally prominent architect Ralph C. Bonadurer. Location is most intact of extant Engine House Pizza locations.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 105	12005 N Center Ave; McDonald's	2N1E34C-00605	1977; restaurant Commercial - No discernible style. 1-story building with flat roof and parapet. Clad in imitation lapped wood and stone masonry with aluminum-frame windows and doors. Wraparound drive through lane to south and east. Changes have been numerous including total alteration of exterior elevations, alteration of roofing, and alteration of interior.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 106	12055 N Center Ave; CJ's Deli	2N1E34C-00606	1980; restaurant Shopping Center - Cowboy/Western style. 1-story building with irregular footprint. Exterior clad in board and batten with shopfronts to north and east. Aluminum-frame windows and full glass doors open onto walkway covered by wood frame awnings supported by battered stone masonry piers. Aluminum-frame window wall runs along south and west beneath shed roof with tile roofing. Changes since construction include recladding and reconfiguration of shopfronts.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 107	11915 N Center Ave; Anchor Bar and Dotty's	2N1E34C-00607	1980; store strip / convenience center Strip Commercial - Modern style. 1-story flat roofed building with irregular footprint. Clad in diagonally orientated wood siding with shed roof awning covered in tiles over western shopfronts. Awning supported by log posts. Shopfronts consist of wood and aluminum-framed window walls with full glass doors. Few changes visible since construction.	**Potentially recommended NRHP eligible: Criterion C.** Representative example of early local strip mall type development.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 108	11950 N Center Ave; Jantzen Newport Bay Restaurant / Denny's	2N1E33D-00200	1980 Restaurant Commercial - No discernible style. 1-story rectangular building with flat roof, surrounding awning, and tower at northwest corner. Clad in lapped fiber cement siding with standing seam metal panels along awning. Fenestration includes fixed windows placed between vertical wood beams with aluminum-frame sunroom along east elevation. Known changes include updated siding, windows, signage, sunroom, entries, and interior finishes.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 109	N Center Ave; Jantzen Beach Water Tank	2N1E33D-00400	1970 Water Works Utilitarian – No discernible style. 2-story tall steel water tower with approximately 50-foot diameter. Site surrounded by chain-link or steel fencing. Few changes since construction. Strong association with development of Hayden Island by Hayden Island, Inc.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Hayden Island, representative example of water tank type.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 110	11850 N Center Ave; Houseboat Exchange / Wild West Emporium	2N1E33D-00501	1974 Specialty Store Commercial - Post Modern style. 1-story building with broken gable roof and recessed entry. Clad in fiber cement lapped siding with sheet masonry wainscotting and porch supports. Roof clad in corrugated metal panels. Fixed vinyl windows in gable peak. Changes since construction include removal of lower windows and replacement or original cladding, roofing, and upper element placed between broken gable.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 111	1501 N Jantzen Ave/ 1525-2055 N Jantzen Ave; Jantzen Beach Moorage	2N1E33D-01200; 2N1E33D-00502	ca. 1960s Single Dwellings, Water-Related Various forms - Various styles. Large-scale collection of floating homes arrayed along floating docks adjacent to south shore of Hayden Island. Repeatedly expanded since construction and includes residences from wide variety of periods. Includes covered garages along N Jantzen St.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Hayden Island, associated with development of Floating Homes in Oregon, representative example of commercial floating home development.	 Note: owing to resource size, image is derived from current 3D program models.

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 112	909 N Hayden Is Dr; Red Lion Hotel on the River Jantzen Beach / Holiday Inn Portland Columbia Riverfront	2N1E34C-00100	1979 Hotel Hotel/Motel - Northwest Regional style. Large-scale complex with central amenities core flanked by residential wings around recreational courtyards. Defined extensive use of visible wood framing, stone masonry piers and wall elements, and truncated hipped roofs with copper flashing. Rooms include sliding aluminum doors with cantilevered balconies. Integrated art found throughout site. Changes since construction have been generally small in scale.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Hayden Island, associated with local lodging development, representative example of Northwest Regional style designed by NWD, possesses high artistic value.	 Note: owing to resource size, image is derived from current 3D program models.
OR 113	12240 N Jantzen Dr; 1st Interstate Bank	2N1E34CA-00900	1982 Financial Institution Commercial - Shed style. 1-story building with irregular footprint topped by a shed roof with projecting porte cochere for drive-up banking. Clad in lapped wood siding with standing seam roofing panels. Fenestration includes aluminum-frame fixed units with full glass doors. Changes since construction appear to have been minimal.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Hayden Island, representative example of Shed style applied to a bank branch.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 115	909 N Tomahawk Is Dr	2N1E34CA-00600	1973 Office Building Commercial - Post Modern style. 1-story flat roofed building set back from street with covered front walkway protected by shed-roofed awning supported by Ionic columns. Clad in fiber cement lapped siding with standing seam metal roofing panels. Fenestration includes 2-light paired vinyl windows and full glass doors with sidelights. Changes since construction appear to be minimal. Strong association with Hayden Island development as offices of Hayden Island Inc.	**Potentially recommended NRHP eligible: Criterion A.** Property with strongest known association with Hayden Island Inc during its late twentieth century expansion.	
OR 117	11950 N Jantzen Dr; Jantzen Bay Marina / Mattress World	2N1E34C-01700	ca. 1960–1970 Specialty Store Commercial - No discernible style. 1-story flat roofed building constructed from reinforced concrete. Northwest corner composed of aluminum-frame window wall beneath curved box awning. Remaining fenestration includes a window wall along north elevation, fixed aluminum-frame windows, and two steel rollup garage doors. Alterations since construction include the replacement of the original windows and the possible installation of north window wall.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 118	11980 N Jantzen Dr; Jantzen Bay Marina / Stateline Liquor Store	2N1E34C-01700	ca. 1970–1981 Specialty Store Commercial - Mansard style. 1-story building with mansard roof. Constructed from split face CMUs with standing seam metal panels along roof. Fenestration includes fixed aluminum-frame windows and full glass aluminum-frame doors. Changes since construction include the replacement of original fenestration.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 119	12006 N Jantzen Dr; Jantzen Bay Marina / Menjiro	2N1E34C-01700	ca. 1970–1981 Restaurant Commercial - No discernible style. 1-story small-scale building with various intersecting shed roofs and sunroom to southwest. Clad in T1-11 plywood siding with corrugated metal roofing. Fenestration consists of multi-light vinyl sash windows, multi-light half-glass vinyl doors, vinyl sun-rounded sunroom, and six-panel flush doors. Changes since construction have been numerous including alterations to footprint, cladding, fenestration, and interior.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 120	12050 N Jantzen Dr; Jantzen Bay Marina / The Clubhouse	2N1E34C-01700	ca. 1970–1973 Clubhouse No discernible form - Shed style. 1-story side-gabled building with two staggered gable roofs, covered entry, and rear cantilevered covered balcony. Clad in painted plywood with composition roofing. Fenestration includes fixed wood frame windows and decorative double wood doors. Changes since construction include the addition of the front porch awning and likely recladding.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local maritime industry, associated with development of Hayden Island, representative example of Shed style applied to a clubhouse.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 121	2061 N Marine Dr; Swift Meat Packing Company Pumphouse	2N1E33D-01400	1924 pre-existing Waterworks (Vacant/Not In Use) Utilitarian - No discernible style. Large-scale concrete tank with cylindrical footprint. Original brick masonry wellhouse on top has since been removed.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 122	1801-1809 N Pier 99 St; Diversified Marine Incorporated	2N1E33DD-00300	1975 Business Commercial - No discernible style. 2-story building with nested gable roofs. Clad in horizontal lapped fiber cement boards with composition roofing. Fenestration includes sliding vinyl windows and a half glass vinyl entry door. Windows are shaded by fabric awnings. Changes since construction include possible doubling of footprint shown by lowered roof. Other changes include recladding and replaced fenestration.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 123	11535 N Force Ave; EcoLube Recovery	2N1E33C-01500	1956–1981 Manufacturing Facility Utilitarian - No discernible style. Large-scale industrial complex including historic-age warehouse (ca. 1952–1955) and associated industrial tanks (ca. 1970–1981). Warehouse is 1-story wing gable roof, three garage door entries, and clad in corrugated metal. Tanks are large-scale along north edge of property. Since construction, warehouse has been expanded with addition to southeast.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 124	11077 N Vancouver Way; Anderson Signs	1N1E03BB-01300	1970 Specialty Store Utilitarian - No discernible style. 1-story gable roofed building clad in corrugated metal with six garage bays accessed by rolling metal doors. 2-story office connected to northwest elevation and clad in vertical grooved plywood siding with aluminum-frame sliding windows and narrow light windows along principal northeast elevation. Changes since construction appear limited.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 125	11021 N Vancouver Way	1N1E03B-00500	1981 Specialty Store Commercial - No discernible style. 1-story building with rectangular footprint and double recessed pedestrian entries flanked by double height roll up garage doors. Identical to OR 126. Walls likely built with tilt-up reinforced concrete construction. Pedestrian entries composed of aluminum-frame window walls with full glass doors. Few apparent alterations since construction.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 126	10931 N Vancouver Way; Crystal Greens Landscape Inc.	1N1E03B-00800	1982 Specialty Store Utilitarian - No discernible style. 1-story building with rectangular footprint and double recessed pedestrian entries flanked by double height roll up garage doors. Identical to OR 125. Walls likely built with tilt-up reinforced concrete construction. Pedestrian entries composed of aluminum-frame window walls with full glass doors. Few apparent alterations since construction.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 145a	10890 N Denver Ave; City of Portland Urban Forestry Offices	1N1E04A-00600	1940 Single Dwelling (Government Office) Side Gable - Minimal Traditional style. 1.5-story side-gabled dwelling with covered stoop and covered patio along north elevation. Clad in lapped wood siding with composition shingle roofing. Fenestration includes sliding and sash aluminum-frame windows and wooden six-panel entry door with classical surround. Alterations include the addition of the covered patio, replacement of the original fenestration, and various interior alterations in conversion to office space. Building is one of few survivors of 1948 Vanport Flood and may have connection with the city's wartime use.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of North Portland Industrial Area, representative example of the Minimal Traditional style.	
OR 145b	10890 N Denver Ave; City of Portland Urban Forestry Barn	1N1E04A-00600	1940 Animal Facility (Storage) Demolished 2022	Resource demolished. No further action recommended.	 Note: Photo depicts replacement building.

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 146	10149 N Vancouver Way; Lazer-Trac Heavy Truck Alignment	1N1E03DB-02000	1954; garage Utilitarian - No discernible style. Complex of interconnected buildings including 2-story gable-roofed warehouse, 3-story flat-roofed garage, and 1-story flat-roofed office. All components clad in horizontally orientated metal cladding. Fenestration includes sliding aluminum windows, sliding vinyl windows, roll up metal garage doors, and roll up multi-light garage doors. Changes since construction include replacement of some original fenestration and cladding and agglomerative growth of complex.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 152	10400 N Vancouver Way; Market Express	1N1E03D-00100	1980 Utilitarian - No discernible style. Complex of three historic-age buildings. Farthest north is a 1-story double height warehouse with a flat roof constructed from tilt-up concrete panels with a pebble dash. Two garage bays provide entry with additional fenestration including 24 light vinyl windows. Central building is 1-story high with a low-pitched side-gabled clad in vertical grooved plywood siding. Gives appearance of double-wide manufactured home but too far from public right-of-way for certainty. Fenestration includes sliding aluminum-frame windows. Farther south is a 1-story flat roofed office building with an irregular footprint. Clad in corrugated metal with silver panels as cornice above main entry and portions of exterior. Fenestration includes fixed aluminum-frame windows and full glass doors. Excepting the central building, all three buildings appear to have been updated with new fenestration. The furthest south may also have been marginally expanded and partially reclad.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 153	10360 N Vancouver Way; GCR Tires and Service	1N1E03DB-00900	ca. 1970–1981, 1992 Specialty Shop Commercial - No discernible style. Large-scale building with 2-story service wing and 1-story showroom. Service wing includes multiple bays for vehicular access and is topped by a low-pitched gable roof. Showroom includes apertures for aluminum-frame window wall and is topped by a flat roof surrounded by a corrugated metal parapet. Ground floor constructed from reinforced concrete with corrugated metal cladding on upper floor. Additional fenestration includes fixed aluminum-frame windows. Only showroom is historic-age. Other components of building constructed after 1990.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 154	10205 N Vancouver Way; Jubitz Truck Service Center	1N1E03DB-01700	1958 Specialty Shop Commercial - No discernible style. 2-story service center with flat roof and irregular footprint. Constructed from CMUs with corrugated metal cornice. Center of building includes service bays with large-scale rollup garage doors. Remainder of fenestration includes multi-light steel windows as well as fixed and sliding vinyl and aluminum-frame units. Multiple additions since construction including non-historic to north. Other changes include updates to fenestration and cladding.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 155	10850 N Denver Ave; East Vanport Commercial Center / Delta Park Sports Office	1N1E03-00300	1938 Department Store (Sports Facility) No discernible form - Modern. 1-story large-scale building with shed roof and recessed entry. Constructed from brick masonry and wood frame with lapped wood cladding and brick panels around entry. Wood frame window wall entrance. Additional fenestration includes four light ribbon windows near top of wall and flush steel doors. Interior of building retains water line from 1948 Vanport Flood when building served as commercial center.	**Recommend NRHP eligible: Criteria A and C.** Associated with local WWII housing program, representative example of Modern style (with Northwest Regional influences) applied to a wartime commercial building.	
OR 156	11051 N Vancouver Way; Pro Steering Systems	1N1E03B-01200	1968 Specialty Shop Utilitarian - No discernible style. 2-story building with rectangular footprint and flat roof. Constructed from CMUs partially clad in corrugated metal with two double height garage bays accessed through roll up metal doors in primary south elevation. Additional fenestration includes aluminum-frame sliding and fixed windows, aluminum-frame full glass doors, and flush metal doors. Changes since construction appear to have been minimal.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 157	N Center Ave; Denny's Sign	2N1E34C-00601	1967 Street furniture/object Signage - Googie style. Hexagonal yellow box sign with smaller hexagon above atop high steel pole along highway. Larger sign reads "Denny's" while smaller reads "Always Open." Changes since historic period include removal of white globe atop sign, removal of square box sign reading "restaurant" below, and removal of "Jantzen Beach Tri-Cinema" sign below.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 158	12305 N Starlight Ave; Jantzen Beach Ice Center / Vacant retail building (former Toys "R" Us)	2N1E33-00100	ca. 1970–1981 Department Store Shopping Center - No discernible style. Double height retail store with dual storefronts. Constructed from CMUs with stucco facades including split face CMU wainscotting. Stucco detailing includes corner quoins, pilasters, and an abstracted cornice. Dual entries signified by projecting pavilions with aluminum-frame window walls beneath including automatic sliding doors. Changes since construction have been extensive including complete recladding and redesign of exteriors.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 159	12255 N Starlight Ave; REI CO-OP / Michael's	2N1E33-00100	1976 Department Store Shopping Center - No discernible style. 1-story building with rectangular footprint and flat roof. Raised using tilt-wall construction with pebble dash on concrete exterior. Central double-height pavilion signifies store entry with covered entry. Entry composed of aluminum window wall with automatic sliding doors. Alterations include replacement of original heavy timber entry canopy and original entry hardware.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 160	12045 N Parker Ave; Burlington	2N1E33D-00600	ca. 1970–1981 Department Store Shopping Center - No discernible style. 1-story building with rectangular footprint and flat roof constructed from split face CMUs. Primary entry in east elevation composed of stuccoed pavilion layered with fiber cement horizontal lapped boards. Two sets of automatic sliding aluminum doors provide entry. Since construction, principal entrance has been reworked for updated mall aesthetic.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 161	1835 WI/ N Marine Dr	2N1E33DD-00400	ca. 1952–1955 Processing Site No discernible form - No discernible style. Cement transfer site with historic-age storage silo, conveyor belt, and transfer dock. Since construction, site has continued to expand with additional structures, buildings, and docks. Formerly owned by Ross Island Sand & Gravel.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 162	I-5 M.P. 307.93; Jantzen Pedestrian Tunnel / ODOT Bridge No. 04516A	N/A	1929 Pedestrian-Related No discernible form - Classical Revival style. Reinforced concrete underpass leading from east to west beneath I-5. Topped by an arched opening beneath a “Picket Fence” bridge rail lining either side of roadway. Heavily altered from origins as vehicular underpass into pedestrian tunnel with expansion of highway.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 163	10850 N Delta Ave; Delta Park	1N1E03-00300	ca.1960 Park Park – No discernible style. Recreational complex with majority non-original sports fields, picnic areas, and gazebo. Original vegetated wetland and peripheral allée remain. One baseball field remains from 1970 re-design. Most park areas, fields, and amenities added in 1998.	Potentially recommended not eligible. Lacks sufficient integrity.	
OR 164	9950 N Whitaker Rd; Union 76 / Arco / Chevron	1N1E03CC-00300	1973 Road-Related Box with Canopy - Modern style. 1-story, rectangular plan commercial building with shallow-pitched hipped roof. Vehicle service bays missing. Alterations include replacement of original fenestration, cladding, and new addition at side and rear.	Potentially recommended not eligible. Lacks sufficient integrity.	

Historic Context Statements

Contact and the European Exploration of the Columbia River (Late 1700s–Early 1800s)

In 1792, American Captain Robert Gray (1755–1806) became the first European American explorer to enter the mouth of the Columbia River—so named after his ship the *Columbia Rediviva*—and cross the treacherous river bar. Gray's crew did not traverse far upstream due to weather conditions but made it as far as what is now known as Gray's Bay.[7] Later that same year, English explorer, Captain George Vancouver (1757–1798) sent his lieutenant, William Broughton (1762–1821), to navigate and chart the depths of the Columbia River. Broughton traveled approximately 100 miles upstream, ultimately reaching the mouth of the Sandy River.[8]

On October 28 of 1792, Broughton reached a place he referred to as "Warrior Point," at the tip of Sauvie Island. Here, he reportedly encountered

> …twenty-three canoes, carrying from three to twelve persons each, all attired in their war garments, and in every other respect prepared for combat. On these strangers, discoursing with the friendly Indians who had attended our party, they soon took off their war dress, and with great civility disposed of their arms and other articles for such valuables as were presented to them, but would neither part with their copper swords, nor a kind of battle-axe made of iron. (Lamb 1984:755–756).

Continuing upriver, Broughton, from his sailing vessel the *Chatham*, assigned names to several places including the Lewis River (Rushleigh's River) and the Multnomah Channel (Call's River). Broughton named present-day Kelly Point in north Portland, "Belle Vue point," and from there traveled to Hayden Island on October 29, 1792;

> From Belle Vue point they proceeded in the above direction, passing a small wooded island, about three miles in extent, situated in the middle of the stream. Their route was between this island and the southern shore, which is low; the surroundings between its northwest point and the main land were three fathoms, increasing to four, five, and six, off its southeast point; from whence the river took its course S 75 E. This obtained the name of Menzie's Island [Hayden]; near the east end of which is a small sandy woody island that was covered with wild geese [Tomahawk].[9]

[7] Frederic William Howay, ed. *Voyages of the 'Columbia' to the Northwest Coast 1787–1790 and 1790–1793* (Boston: Massachusetts Historical Society, 1941), 437–438.
[8] John Hussey, *Champoeg: Place of Transition, A Dispute History* (Portland, Oregon: Oregon Historical Society Press, 1967), 3.
[9] W. Kaye Lamb, ed.,*The Voyage of George Vancouver (1791–1795), vol. 2.,* (London: The Hakluyt Society, 1984), 757–758.

On October 31, having gone ahead to the mouth of the Sandy River and then returned to an encampment near Tomahawk Island, Broughton again remarked on the landform,

> Soundings were pretty regular, until the party were abreast of some barren land, off which is an extensive bank. On this there were only three feet water; this depth continued nearly to the east point of the islet, that was observed before to be covered with wild geese, and obtained the name of Goose Island. The channel here is on the southern shore, until the passage between Menzies island and the north shore is well open; this is good and clear with regular soundings from three to seven fathoms, quite to Belle Vue point, where a spit lies out at some small distance. The land in the neighbourhood of this reach, extending about five leagues to Baring's river is on the southern side low, sandy, and well wooded.[10]

He continued to describe the north side of the Columbia, writing that "the country rises beyond the banks of the river with a pleasing degree of elevation, agreeably adorned with several clumps of trees; and towards the eastern part of the reach, it finishes at the water's edge in romantic rocky projecting precipices."[11] Broughton claimed these charted areas, including the islands of the Columbia for Britain.[12]

Additional records of the Hayden Island landform come from the journals of Meriwether Lewis (1774–1809) and William Clark (1770–1838), when they traversed this stretch of the Columbia River with the Corps of Discovery (1804–1806), mapping geological landmarks, waterways, and the numerous Indigenous villages that lined the Columbia River and its tributaries. In 1803, guided by legal principles of the Doctrine of Discovery, President Thomas Jefferson delegated the Corps of Discovery Expedition to explore the lands west of the Mississippi River that had been acquired by the Louisiana Purchase. Moreover, the Corps of Discovery Expedition, led by Lewis and Clark, was sent to document the bountiful natural resources that would inspire overland Westward Expansion and European American dominion of the west.[13] The expedition arrived in present-day Washington State in October of 1805 and continued downriver on the Columbia, ultimately arriving at the Pacific Ocean in November of 1805.

Lewis and Clark called Hayden and Tomahawk Islands collectively "Image Canoe Island" after the elaborately decorated canoes they saw in the area.[14] The Corps passed the island on their way west in November of 1805, but on their return trip in March and April of 1806, the expedition camped in view of the island, at Jolie Prairie on the Washington side. The journal entries of William Clark provide details on the environment and topography of the islands in the Columbia

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[10] Lamb, *The Voyage of George Vancouver*, 761-762.
[11] Lamb, *The Voyage of George Vancouver*, 762.
[12] Carl Abbott, *Portland in Three Centuries: The Place and the People* (Corvallis, OR: Oregon State University Press, 2011), 10.
[13] Robert J. Miller, *Native American Discovered and Conquered: Thomas Jefferson, Lewis and Clark, and Manifest Destiny*, (Westport, CT: Praeger Publishers, 2008), 59.
[14] Gary E. Moulton, *The Journals of the Lewis and Clark Expedition*, vol. 6. (Lincoln, NE: University of Nebraska Press, 1990), 23.

River between Vancouver and Portland. On November 4, 1805, Clark mentioned Government and McGuire Islands. Downstream, Lewis and Clark passed Hayden Island, describing the landform:

> …about 3 miles a fine open Prairie for about 1 mile, back of which the country rises gradually and wood land comencies Such as white oake, pine of different kinds, wild crabs with the taste and flavour of the common crab and Several Species of undergrowth of which I am not acquainted, a few Cottonwood trees & the Ash of this country grow Scattered on the river bank…[15]

European American Encroachment and Disease

Following the expansion of the coastal fur trade, direct contact between the Native people of the lower Columbia River and European settlers began in the 1770s; almost immediately thereafter, a smallpox epidemic killed an estimated one-third of the Native population. Subsequent periods of contact introduced new diseases for which Native populations had no resistance, with devastating consequences.

By the 1840s, the character of the Native settlements throughout the lower Columbia River drainage had been radically altered by these epidemics. Native people who lived at or near the mouth of the Columbia River would have been especially vulnerable as they were the first groups to encounter the ships of explorers and navigators in the 1700s.[16] The most severe wave of disease was an outbreak of malaria in the 1830s. This epidemic devastated the Native communities of the lower Columbia, destroying entire villages in a matter of days or weeks and eventually spreading east of the Cascade Range and south to northern California.[17]

The forts and missions of the greater Willamette Valley, constructed as visible signs of Manifest Destiny and Westward Expansion, were used as centers for trade and communication but also dangerous exposure points for Native people, whose previous isolation made them particularly susceptible to the spread of imported diseases. Regionally, the epicenters of these outbreaks were at Sauvie Island and Fort Vancouver.[18] Between 1829 and 1844, the populations of the villages near present-day Vancouver and Portland, including the large community on Wapato (Sauvie) Island had been almost entirely decimated by breakouts of smallpox and the “Cold Sick” (intermittent fever or malaria). The Cold Sick of 1829–1830, alone, killed up to 90 percent

[15] Moulton, *The Journals of the Lewis and Clark Expedition*, 17.
[16] Douglas Deur, *Empires of the Turning Tide: A History of Lewis and Clark National and State Historical Parks and the Columbia-Pacific Region*, Pacific West Region: Social Science Series Publication Number 2016-001 (Washington DC: National Park Service, U.S. Department of the Interior, 2016), 22.
[17] Robert Thomas Boyd, “Demographic History, 1774–1874” in *Handbook of North American Indians, Volume 7:Northwest Coast*, ed. Wayne Suttles (Washington, DC: Smithsonian Institution, 1990), 146-147; Robert Thomas Boyd, *The Coming of the Spirit of Pestilence*. (Seattle: University of Washington Press, 1999) 233-238.
[18] Abbott, *Portland in Three Centuries*, 14–15.

of the Native population at villages in the Lower Columbia watershed.[19] By the 1830s, Sauvie Island communities were unrecognizable, with villages in ruins and unburied remains on the shore.[20]

The loss of life resulting from European American diseases created a perceived population void in the Pacific Northwest, which white settlers rapidly took advantage of. Large swaths of fertile land that had been created and maintained for millennia through Native management practices were now legally available to claim. Many white settlers believed that the decimation of the Native Nations of the Columbia River was part of a predestined plan. In the mid-1830s, when Nathaniel Wyeth (1802–1856) was building Fort William at Sauvie Island, he remarked, "a mortality has carried off to… [Sauvie Island's] inhabitants and there is nothing to attest that they ever existed except their decaying houses... So you see as the righteous people of New England say, providence has made room for me."[21] During his voyage of the Northwest coast, French Canadian explorer Gabriel Franchère (1786–1863) expressed a similar sentiment,

> At the mouth of the Columbia, whole tribes, and among them, the Clatsops, have been swept away by disease. Here again, licentious habits universally diffused, spread a fatal disorder through the whole nation, and undermining the constitutions of all, left them an easy prey to the first contagion or epidemic sickness. But missionaries of various Christian sects have labored among the Indians of the Columbia also; not to speak of the missions of the Catholic Church, so well known by the narrative of Father De Smet and others; and numbers have been taught to cultivate the soil, and thus to provide against the famine to which they were formerly exposed from their dependence on the precarious resources of the chase; while others have received, and a living germ of civilization, which may afterward be developed.[22]

Historic Period Development

The Fur Trade and Fort Vancouver (1811–1840s)

The fur trade served as the major impetus for early historic period resettlement in the Pacific Northwest. The global demand for sea otter skins, instrumental in the manufacture of apparel and accessories, generated a competition for hides and furs in the west, with British and American governments and corporations vying for untapped resources during the first few decades of the nineteenth-century. Dominant corporations included the American Pacific Fur

[19] Abbott, *Portland in Three Centuries*, 14; 2012, Jewel Lansing and Fred Leeson, *Multnomah: The Tumultuous Story of Oregon's Most Populous County*, (Corvallis, OR: Oregon State University Press, 2012) 10.
[20] National Park Service (NPS), "Sauvie Island and the Hudson's Bay Company," 2020, https://www.nps.gov/articles/sauvieisland.htm.
[21] NPS, "Sauvie Island."
[22] Gabrial Franchère, *Journal of a Voyage on the North West Coast of North America during the Years 1811, 1812, 1813, and 1814*, (Toronto: The Champlain Society, 1969),189–190.

Company and the Canadian North West Company (NWC), as well as the Hudson's Bay Company (HBC), an Anglo–Canadian conglomerate.[23]

British royal charter created the HBC in 1670, granting the company absolute rights and dominion over lands within the Hudson's Bay Watershed in order to legitimize and control resource extraction in northeastern Canada.[24] Today, the HBC is the oldest continually operational commercial enterprise in North America. The company's nineteenth-century monopoly of resources and profits from the North American fur trade, particularly in the Pacific Northwest, was rooted in its original decree. Well beyond its goals related to the fur trade, the HBC built an empire in the region that included the production and export of material and agricultural goods and the establishment of centers for trade and communication at its various posts and forts.

In 1811, John Jacob Astor's (1763–1848) Pacific Fur Company established Fort Astoria, near the mouth of the Columbia River in present-day Astoria (Figure 4). Fort Astoria was the first permanent American settlement on the west coast. Two years later, the NWC purchased the post and renamed it Fort George. Beginning in 1816, the NWC deployed crews of trappers or, "fur brigades," that spread across the Willamette Valley, as well as the regions of the Umpqua and Snake Rivers.[25] In the 1810s, following the overhunting of sea otters, corporate interests turned to beaver pelts. Companies in the Northwest were exporting upwards of 5,000 beaver pelts to China annually. The NWC, however, failed to solidify a direct trade relationship with China which resulted in lost profits and ultimately, its merger with the HBC.[26] In 1821, the HBC subsumed the company, but retained Fort George as an operational satellite of HBC's upriver headquarters at Fort Vancouver.[27]

In 1818, Britain and the United States (U.S.) signed a joint occupancy agreement for the lands between the 42nd parallel (the present border between California and Oregon) and the 54th parallel (in present-day British Columbia). This agreement stipulated that neither nation could

[23] James R. Gibson, *Otter Skins, Boston Ships, and China Goods: The Maritime Fur Trade of the Northwest Coast, 1785-1841*, (Montreal: McGill-Queens University Press, 1992); Hussey, *Champoeg: Place of Transition*, Anne Hyde, *Empire, Nations, and Families: A New History of the North American West, 1800-1860*, (New York: HarperCollins, 2011).
[24] Keith A. Murray, "The Role of the Hudson's Bay Company in Pacific Northwest History," *The Pacific Northwest Quarterly* 52, no.1 (January 1961): 24-25; Gregory P. Shine, "Hudson's Bay Company," Oregon Encyclopedia, 2018, Last modified August 19, 2022, https://www.oregonencyclopedia.org/articles/hudson_s_bay_company/#.YuJbzoTMJD.
[25] Hussey, *Champoeg: Place of Transition*, 6.
[26] Gibson, *Otter Skins*, 62-63; Shine, Hudson's Bay Company."
[27] Abbott, *Portland in Three Centuries*, 13; Hussey, *Champoeg: Place of Transition*, 5; Lucile McDonald, *Coast Country: A History of Southwest Washington*, (Long Beach, WA: Midway Publishing, 1989), 30-32; Shine, "Hudson's Bay Company."

Figure 4. Map showing the locations of Fort Astoria (Fort George), Hayden Island, and Fort Vancouver in relation to present-day geographic place names. Other locations called out in text are highlighted in pink.

maintain a government in the newly established Oregon Country, leaving the region open to settlement by both British and American immigrants, as well as various business enterprises. The agreement became the catalyst for intensive HBC development in the Pacific Northwest.[28]

During the mid-1820s, the HBC controlled a massive region between the Rocky Mountains and the Pacific Ocean. Lands north of the Thompson River in British Columbia were referred to as "New Caledonia" and territory south of said river, the "Columbia District" (Figure 5). During this period, the colonial governor of the HBC, George Simpson (1792–1860) sent several brigades, including those led by Peter Skene Ogden (1790–1854) and John Work (1792–1861), into the Snake and Umpqua River Basins to monopolize the region's rich fur resources. The goal of the HBC was to extract as much resource wealth from the Umpqua and Willamette Valleys as possible, recognizing that the future settlement of a northern British-American boundary could carve them out of Oregon Country and thus remove them from British hands. The HBC wanted to leave little behind for independent and contracted American trappers to come.[29]

In 1824, challenged by U.S. control over the Oregon side of the Columbia, the HBC abandoned its post at Fort George in Astoria, a preemptive move to avoid imminent American competition. Additionally, the heads of HBC's regional departments, known as Chief Factors, were instructed to focus their efforts in areas that would support greater agricultural efforts to feed the burgeoning population of employees and their families. Instead of the exposed location of Fort George, a new site was needed at "a spot which will command the entrance of the [Columbia] River convenient to the vessels frequenting it, sufficiently elevated if possible to be well seen from the sea and in a dry place with good water."[30] A new site at the present-day location of Vancouver provided for these needs and further, was found to be more sheltered from potential military threats than the old NWC headquarters.[31] The HBC returned to Fort George in 1829 and reestablished the site as a small satellite post and fishery. It remained operational at this scale until the 1840s.[32]

[28] Hyde, *Empire, Nations, and Families*, 94–94.
[29] Hussey, *Champoeg: Place of Transition*, 32–35.
[30] Hussey, *Champoeg: Place of Transition*, 24–25.
[31] Hussey, *Champoeg: Place of Transition*, 23–45; University of Washington, "The Farm at Fort Vancouver," *Washington Historical Quarterly*, 2, no. 1, (1907): 40–41.
[32] Wiliam L. Lang, "Fort George (Fort Astoria)," Oregon Encyclopedia, last modified August 30, 2022, https://www.oregonencyclopedia.org/articles/fort_george/#.YtnT0ITMK3B.

Figure 5. Map depicting the approximate boundaries of the HBC's west coast districts.

Establishment of Fort Vancouver

In 1825, Fort Vancouver was established under the joint guidance of the HBC's Colonial Governor George Simpson and Chief Factor John McLoughlin (1784–1857). Fort Vancouver became a center of industry and a home base for a diverse population of Native people, immigrants, trappers, traders, and missionaries throughout the 1820s and 1830s. The post at Vancouver served as the main hub for all HBC operations along North America's west coast, with several smaller satellite forts and subsidiary businesses across the northwest established during the years of its operation. Approximately 800 people lived and worked in or around Fort Vancouver.[33] The demography of the fort included Native Americans, Native Hawaiians, French Canadians, Scottish, English, and Métis people.[34]

Fort Vancouver became the epicenter for trade between the HBC and the Indigenous groups of the lower Columbia and beyond. The "Klickitat Trail," an overland route used by Native people prior to, during, and after contact with Europeans, extended from the area of present-day Yakima, east of the Cascade Range, to Fort Vancouver. As part of an 1853 U.S. railroad survey, a crew mapped the trail and recorded several Sahaptin place names along the route and in its vicinity.[35] The trail served as an inland route to numerous prairie and riverine resources for the Klickitat and Cowlitz peoples, whose subsistence areas were linked by the network. Seasonal summer encampments were established along the route. Additionally, the Klickitat Trail provided a trans-Cascades network for trade and communication between Native groups, and between the Indigenous population and European Americans at Fort Vancouver.[36]

The original Fort Vancouver was established on a bluff northeast of the current Fort Vancouver National Historic Site. Between the end of 1824 and early 1825, the HBC, under McLoughlin's leadership, constructed stores and temporary worker housing at Fort Vancouver, as well as potato and vegetable fields.[37] In the years immediately following the fort's development, its bluff-

[33] Hyde, *Empire, Nations, and Families*, 400–402.
[34] National Park Service (NPS), "Fort Vancouver Cultural Landscape Report," 2003, http://www.npshistory.com/publications/fova/clr/chap1-1.htm; Douglas C. Wilson, "Fort Vancouver: History, Archaeology, and the Transformation of the Pacific Northwest," in *Exploring Fort Vancouver*, ed. Douglas C. Wilson and Theresa E. Langford (Seattle: University of Washington Press, 2011), 7-–11.
[35] Norton, Helen H., Robert Boyd, and Eugene S. Hunn. "The Klickitat Trail of South-central Washington: A Reconstruction of Seasonally Used Resource Sites," in *Prehistoric Places on the Southern Northwest Coast*, ed. Robert E. Greengo, (Seattle: Thomas Burke Memorial Washington State Museum, University of Washington, 1983) 68.
[36] Douglas Deur, *An Ethnohistorical Overview of Groups with Ties to Fort Vancouver National Historic Site*. Northwest Cultural Resources Institute Report No. 15 (Seattle: University of Washington, 2012), 107; Norton et.al., *Prehistoric Places*, 68–69.
[37] Hussey, *Champoeg: Place of Transition*, 43–44.

top location was found difficult for the movement of goods and people owing to a steep grade separating it from the Columbia River shoreline.

In 1829, the HBC relocated its facilities to an open lower plain with better water access. The new site was not only more accessible, it also had a pond, making it a prized location for raising stock (Figure 6).[38] By 1829, several additional buildings were erected to house local blacksmiths, carpenters, bakers, and other tradespeople. Outside of the Fort Vancouver stockade and adjacent properties, the HBC constructed sawmills and flouring mills on the north bank of the Columbia River. A grist mill was built approximately six miles upriver from the new fort location, reportedly near the historical crossing of Mill Creek and the Columbia River, parallel to the west end of present-day Government Island (Figure 7).[39]

By the mid-1840s, the HBC had acquired thousands of acres of agricultural land throughout present-day British Columbia and the State of Washington.[40] In 1839, the HBC contracted with the Russian American Company to export agricultural harvests to Russian-owned posts in Alaska. Chief Factor McLoughlin saw this as an important commercial opportunity to diversify the interests of the HBC and move away from a fur-centric focus. To meet the supply demands of the Russian outposts, the HBC formed the Puget Sound Agricultural Company (PSAC). The company consisted of two farms, one at the Cowlitz River and the other located at Fort Nisqually in present-day DuPont, Washington. Cowlitz Farms covered about 4,000 acres north of present-day Toledo, Washington. The PSAC operated an associated warehouse near present-day Longview.[41] The Cowlitz River became a pivotal transportation corridor for the HBC, as it linked Fort Vancouver to the satellite posts at Cowlitz Farms and Nisqually Farms.[42] These outposts were frequented by Cowlitz people who came to trade and find work as HBC farmers and river guides during the 1830s.[43]

[38] Hussey, *Champoeg: Place of Transition*, 70–71; Wilson, *Exploring Fort Vancouver*, 9.
[39] John C. Fremont, *Map of an exploring expedition to the Rocky Mountains in the year 1842 and to Oregon & north California in the years 1843-1844*, 1843-1844. Library of Congress call no. G4051.S12 1844.F72, https://www.loc.gov/resource/g4051s.ct000909/?r=0.061,0.034,0.129,0.062,0; Hussey, *Champoeg: Place of Transition*, 196; Leonard Wiley, “Mill Creek Site of Grist Mill of Hudson's Bay Company,” *Oregon Historical Quarterly* 43, no.3, (1942):282–283.
[40] Hyde, *Empire, Nations, and Families*, 400–402.
[41] Ruth Kirk and Carmela Alexander, *Exploring Washington’s Past: A Road Guide to History*, (Seattle: The University of Washington Press, 1990).
[42] David Wilma, “Cowlitz County – Thumbnail History,” HistoryLink.org Online Encyclopedia of Washington State History, September 18, 2005, https://www.historylink.org/file/7482.
[43] Cowlitz Indian Tribe, “The Disposessed: The Cowlitz Indians in Cowlitz Corridor, https://www.cowlitz.org/23-the-dispossessed.html, accessed June 11, 2022.

Figure 6. Detail of map showing development of Fort Vancouver. Richard Covington, Fort Vancouver and Village. 1846. (Washington State Historical Society Illustration, Catalog ID 1990.12.1).

Figure 7. Map depicting the location of Fort Vancouver and approximate location of the HBC grist mill. Location approximations derived from Captain J.C. Fremont's *Map of an exploring expedition to the Rocky Mountains in the year 1842 and to Oregon & north California in the years 1843-44*.

Fort Vancouver's Role in the Oregon Trail Migration and the Development of Oregon Territory

In the 1840s, Fort Vancouver served as the final stop for the thousands of European American immigrants traveling west on the Oregon Trail. Prior to the establishment of Oregon City as the official "end of the trail," approximately twelve miles south of present-day Portland, the fort was a place of respite after the arduous journey (Figure 7).[44] Settlers arriving at Fort Vancouver during the Great Migration of 1843 were dependent on the HBC for food, clothing, and other necessities to continue their onward trek into the greater Willamette Valley. For a period in the early 1840s, Fort Vancouver was the only supplier of material goods in the region. John McLoughlin established a credit system for Oregon Trail arrivals who turned to the fort for provisions, food, clothing, and tools to construct houses or establish farms. His extension of credit was swiftly discontinued by the HBC after they learned that upwards of 400 people had received goods on unpaid credit.[45]

In 1841, a group of Willamette Valley settlers including fur trapper Joseph Meek (1810–1875) initiated the organization of a governing body. In 1843, they established the Provisional Government of Oregon. In 1846, Britain and the U.S. signed the Oregon Treaty and in 1848, formally established the boundaries of Oregon Territory. The delineation granted the U.S. an area encompassing the modern states of Washington, Oregon, Idaho, and parts of Montana and Wyoming. Until the creation of Washington Territory in 1853, the area north of the Columbia River was governed by the Oregon Territorial Government.[46]

In 1843, the Provisional Government of Oregon created a system wherein settlers could claim up to 640 acres and pioneers therefore raced to claim lands in the Portland Basin and southwest Washington, then still part of Oregon Territory. This alarmed Chief Factor McLoughlin, who quickly acted to assign lots adjacent to the Fort to various high-ranking HBC employees, thereby keeping the properties under the control of the company. Regardless, American settlers still laid claim to lands in the vicinity of the Fort.[47]

Faced with the growth of the American population in the Willamette Valley during the 1840s, the British government and the HBC felt increasing pressure to relinquish their remaining outposts in the region. American settlers claimed the acreage previously controlled by the company. With

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[44] Hyde, *Empire, Nations, and Families*, 402; Wilson, *Exploring Fort Vancouver*, 9.
[45] Hyde, *Empire, Nations, and Families*, 140-141; H.L.W. Leonard, *Oregon Territory Containing a Brief But Authentic Account of Spanish, English, Russian and American Discoveries on the North-west Coast of America ; Also, the Different Treaty Stipulations Confirming the Claim of the United States, and Overland Expeditions* (Cleveland: Younglove's Steam Press, 1846), 67.
[46] Hussey, *Champoeg: Place of Transition*; Barbara Mahoney, "Provisional Government," *Oregon Encyclopedia*, last modified May 24, 2022, https://www.oregonencyclopedia.org/articles/provisional_govt_conference_in_champoeg_1843/#.Y0c4KkzMK3A.
[47] Hussey, *Champoeg: Place of Transition*, 82–83.

the signing of the Oregon Treaty and the placement of Britain's colonial boundary at the 49th parallel, Fort Vancouver was now isolated some 300 miles south of the new national border. Coupled with the resignation of John McLoughlin, the influence of the HBC in the region rapidly dwindled. The primary headquarters for the HBC's west coast presence became Victoria, British Columbia (Fort Victoria).[48] The HBC maintained some presence at Fort Vancouver until 1860, when their remaining holdings were sold to the U.S. Military for inclusion in their 640-acre claim, later referred to as the Vancouver Barracks.[49]

Homesteading South of the Columbia River (1830s–1840s)

The earliest individual European American settlements or homesteads in the Willamette Valley were concentrated at French Prairie, near Champoeg (Figure 8). By at least 1820, and possibly as early as the 1810s, former employees of the NWC, known as "Astorians," and trappers with no company affiliation, so-called "freemen," were building homes and farms in the Champoeg area. By the early 1820s, they were joined by retired HBC employees, largely French Canadians and their Native wives who settled in the area between the Willamette and Pudding Rivers, approximately thirty miles southwest of Portland (Figure 8).[50] By 1833, there were approximately nine farms established along the Willamette River in this area.[51] The site of present-day Portland remained mostly ignored by white settlers during this period as newcomers in Oregon Country chose to build their homes in the agriculturally fertile prairies of the upstream Willamette River.[52] The regional center of life and commerce remained the British-controlled Fort Vancouver. The importance of the fort to Oregon settlers waned following the HBC's development of a trading post and mercantile at Oregon City in 1829 and the town's incorporation in 1844 (Figure 4).[53]

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[48] Hussey, *Champoeg: Place of Transition*,86-89; Hyde, *Empire, Nations, and Families*,402.
[49] Bureau of Land Management (BLM), "General Land Office Records," 2022. http://www.glorecords.blm.gov/search/default.aspx; L. Cartee, *Field notes of the Subdivisions of township,* Hussey, *Champoeg: Place of Transition*, 86-89, National Park Service (NPS), "Fort Vancouver Cultural Landscape Report."
[50] James R. Gibson, *Farming the Frontier: The Agricultural Opening of the Oregon Country, 1786-1846*, (Seattle: University of Washington Press, 1985), 130-133; Joseph Schafer, *A History of the Pacific Northwest*, (1905; reis., New York: The Macmillan Company, 1909), 76; John Work and Leslie M. Scott. "John Work's Journey From Fort Vancouver to Umpqua River, and Return, in 1834," *The Quarterly of the Oregon Historical Society* 24 no.3 (September 1923) 242.
[51] Gibson, *Farming the Frontier*, 133.
[52] Abbott, *Portland in Three Centuries*, 14–15.
[53] Abbott, *Portland in Three Centuries*, 16; Eugene E. Snyder, *Early Portland: Stumptown Triumphant, Rival Townsites on the Willamette, 1831-1854*, (Portland, OR: Binford and Mort Publishing, 1970), 18–19; Leonard, *Oregon Territory*, 65.

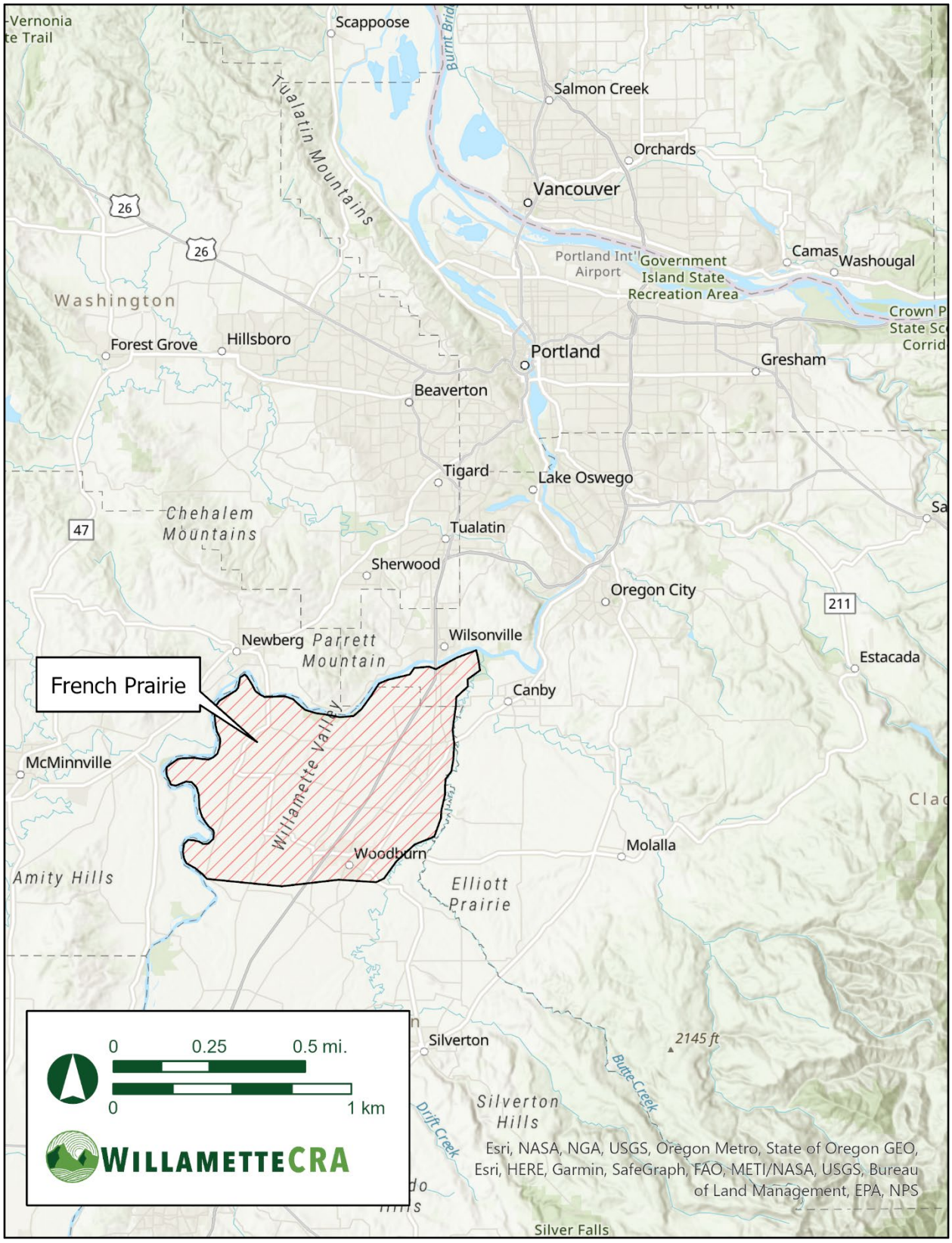

Figure 8. Map depicting the area between the Pudding and Willamette Rivers at French Prairie.

Another promising settlement on the Oregon side of the Columbia sprang up in the Tualatin Valley during the winter of 1840, when a small group of retired fur trappers and their families established farms in the area north of present-day Hillsboro. They were joined in 1841 by a group of Methodist missionaries, who were relocating from missions east of the Cascade Range (Figure 4). The prairies of the Tualatin Valley became a major center for American settlement as immigration to the Oregon Territory accelerated in the 1840s and 1850s.[54] By 1850, the Tualatin Valley was the most densely settled region within the greater Willamette Valley. The effects of land management efforts by Native people, including prescribed burns, made the region attractive to settlers who found the area ready to farm and proximal to the growing markets of Oregon City and, eventually, Portland.[55]

Settlers made substantial additional modifications to the local environment, converting river valleys, wetlands, and marshes into agricultural fields. They established irrigation systems and drained and filled area wetlands to cultivate dryland crops.[56] During the first half of the 1840s, while the Tualatin Valley was experiencing a population boom, the site of present-day downtown Portland remained largely void of development. It was referred to as “The Clearing” by those passing by because it was a small, open area surrounded by dense forest. Travelers used the spot as a temporary stopping point and camping site.[57]

Charles Wilkes (1798–1877) of the U.S. Exploring Expedition reported traveling southward up the Willamette River from Fort Vancouver in early June of 1841. He noted briefly visiting the missionary Jason Lee (1803–1845), who was camped with his family along the river, en route to the mission at the Clatsop Plains. Wilkes wrote that the Lee camp was “close to the river, and consisted of two small tents.”[58] Jesse Applegate (1811–1888), another European American settler, described traveling with his family up the Willamette in 1843 and appears to have camped at “The Clearing”: “[n]o one lived there and the place had no name; there was nothing to show that the place had ever been visited except a small log hut near the river, and a broken

[54] Robert L. Benson, “The Glittering Plain,” in *Land of Tuality. Vol. 1*, ed. Virginia E. Moore, (Hillsboro, OR: Washington County Historical Society,1975), 8-9; William A. Bowen, *The Willamette Valley: Migration and Settlement on the Oregon Frontier*, (Seattle: University of Washington Press, 1978), 10; Dorothy O. Johansen and Charles M. Gates, *Empire of the Columbia: A History of the Pacific Northwest*, (New York: Harper and Row Publishers, 1957) 235.
[55] Camile A. Cope, “Making Lives, Changing a Landscape: An Environmental History of the Tualatin Valley, Washington County, Oregon,” (Master’s thesis, Portland State University, 2012); Norton et.al, *Prehistoric Places*, 73–74.
[56] Cope, “Making Lives, Changing a Landscape."
[57] Abbott, *Portland in Three Centuries*, 16.
[58] Charles Wilkes, *United States Exploring Expedition during the Years 1838, 1839, 1840, 1841, 1842. Vol. XXIII: Hydrography*, (Philadelphia: C. Sherman, 1861), 92.

mast of a ship leaning against the high bank."[59] Applegate and his family camped at the site for a day or two and then continued along upriver.

William Overton (unknown–ca. 1840) settled a claim along the west bank of the Willamette River in 1843 or 1844, at the foot of present-day Southwest Washington Street in Portland. Shortly thereafter, he sold his claim to Asa Lovejoy (1808–1882) and Francis Pettygrove (1812–1887) in 1844.[60] The history of Overton's claim and its location at a cleared area along the river is muddied by conflicting accounts through the late-nineteenth and early-twentieth centuries, but it is likely that this was the area previously referred to as "The Clearing."[61]

Between 1845 and 1848, settlers surveyed the plat of Portland, and the new community began to grow rapidly. By 1847, approximately 100 people lived in the settlement, but most of them, especially the men, spent only a couple of years at the site, before heading south to take advantage of the 1849 California Gold Rush.[62] Local newspaper accounts from the period suggested that due to gold fever, approximately two-thirds of able-bodied men had left Oregon, depopulating established townsites and halting the construction of others for a period.[63] Within the year, the Oregon townsites, including Portland, had recouped their populations as men moved back to establish land claims and work in the industries that were supporting mining efforts in California: lumber, stock-raising, and agriculture.[64]

Donation Land Claims and the General Land Survey (1850s and 1860s)

Fueled by Manifest Destiny and federal policy that supported the Doctrine of Discovery, European American settlers began claiming large tracts of land in Washington and Oregon under legislation like the Donation Land Act of 1850 and the Homestead Act of 1862. The Donation Land Act allowed for white married couples who settled in the west by 1850 to claim up to 640 acres. Single individuals could claim half as much, a total of 320 acres. The legislation stipulated that claimants had to "prove up" or live on and develop the land over a period of four years in order to receive their acreage for free. Under the law, land claims had to be formally surveyed and mapped under the direction of the Commissioner of the General Land Office

[59] Jesse Applegate, *Recollections of My Boyhood*, (Madison,WI: Press of Review Publishing Company:1914), 57.
[60] Snyder, *Early Portland*, 30–32.
[61] Jewel Lansing, *Portland: People, Politics, and Power, 1851-2001* (Corvallis, OR: Oregon State University Press, 2003), 6; E. Kimbark MacColl, *Merchants, Money, and Power: The Portland Establishment, 1843-1913* (Georgian Press, 1988), 6; H.W. Scott, ed. *History of Portland Oregon* (Syracuse, NY: D. Mason & Co. Publishers, 1890), 89.
[62] Abbott, *Portland in Three Centuries*, 20; Snyder, *Early Portland*, 47–53.
[63] Snyder, *Early Portland*, 47–48.
[64] Snyder, *Early Portland*, 51.

(GLO).[65] The Donation Land Act set the stage for discriminatory property practices, excluding African Americans, Native Hawaiians, and Native Americans from participation, although Métis or biracial Indigenous people could apply. Additionally, white women could not claim lands independently of their husbands.[66]

GLO Mapping of Hayden Island

In 1852, surveyors with the GLO formally mapped the extent of Hayden Island, which, at the time, was split into two lobes by a slough (Figure 9). GLO surveyors labeled the landform "Vancouver Island." On the north side of the Columbia River, the original plat of Vancouver is depicted, as well as the Vancouver Barracks, shown as a 636-acre Military Reserve. This boundary as drawn excludes the final purchase of Fort Vancouver by the U.S. Army from the HBC in 1860. Two wharves are shown on the 1852 map, jutting into the Columbia, one extending south from the plat of Vancouver and the other, from the Army Barracks. A substantial network of formal roadways was present in the Vancouver area by this time, including the Salmon Creek Road, running north-south, and Fourth Plain Boulevard as well as Mill Plain Boulevard running east from the Military Reserve.[67]

Oregon Claimants

By the 1850s, the Oregon shoreline of the Columbia River was substantially less developed than that of Washington, with a few scattered homesteads and agricultural fields at the river's edge and along the Columbia Bayou (present-day Columbia Slough) to the south (see Figure 10). The area bordering present-day I-5 on the Oregon side of the Columbia would have been part of the Donation Land Claims (DLCs) of George William Force (1819–1898) and Joseph Robinson "J.R." Switzler (dates unknown).

George and Susan Jane Force (1830–1868) claimed 633 acres under the Donation Land Act, including much of Section 4, and a portion of Sections 3, 9, and 33, in Township 1N, Range 1E. Their claim (Nos. 37 and 39) was officially issued in 1866; however, the family had developed the land years earlier as evidenced in GLO surveyor notes and maps from the 1850s and 1860s.[68] The GLO surveyor noted that the land was "[l]evel. Soil 1st and 2nd rate. Mostly

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[65] William G. Robbins, "Oregon Donation Land Law," Oregon Encyclopedia, Last modified August 17, 2022, https://www.oregonencyclopedia.org/articles/oregon_donation_land_act/#.Yz82IkzMK3A; Gideon and Company Printers, *Instructions to the Surveyor General of Oregon; Being a Manual for Field Operations* (Washington DC: Gideon and Company Printers, 1851), iii.
[66] Chris J. Magoc and David Bernstein. *Imperialism and Expansionism in American History: A Social, Political, and Cultural Encyclopedia and Document Collection*. *Volume I.* (Santa Barbara, CA: ABC-Clio, 2015), 24-25.
[67] General Land Office (GLO), *Plat of Township No. 1 North, Range No. 1 East, Willamette Meridian*. Microfiche on file. Portland, OR: U.S. Bureau of Land Management, Oregon State Office, 1852.
[68] Bureau of Land Management (BLM), "General Land Office Records," 2022. http://www.glorecords.blm.gov/search/default.aspx; L. Cartee, *Field notes of the Subdivisions of township*

inundates by backwater of the Columbia River."[69] Surveyors with the GLO recorded the boundaries of Force Lake and the meanders of the Columbia Bayou and other smaller sloughs that crossed the Force's claim. At the Oregon shoreline, the current Interstate Bridge location would have cut through the Force's DLC, skirting the historic location of their agricultural field and house.

The 411-acre DLC (No. 38) of Joseph and Mary Switzler encompassed the majority of Section 3 and part of Section 10 in Township 1N, Range 1E. It was formally issued in 1866, several years after the Switzlers had made improvements to the land, including the construction of a house.[70] The GLO surveyor described the Switzler DLC as, "…level. Soil 1st and 2nd rate; Inundates during the 'June rise of the Columbia River;' the river & bayou is skirted with ash & willow."[71] The surveyor also remarked on a house above the Columbia River and a small trail segment that reportedly connected the bank of the Columbia to a slough, 190 meters south.[72] The extent of homesteading in the north Portland area was hindered due in part to the topography, which consisted of a series of swales, lakes, and wetland marshes between present-day Marine Drive and the Columbia Slough.

Gay Hayden (1819–1902) and his wife Mary Jane Hayden (1830–1918) claimed 644 acres including portions of Sections 28, 29, 32, 33, and 34, in Township 2N, Range 1E, which were officially issued in 1866, although the couple reportedly settled on the island in 1856.[73] Their claim included the land mass of what would be known as Hayden Island (previously Vancouver Island). The Haydens reportedly built a large house on the island and lived there for a time, but there is no mention of such developments in the notes of the GLO surveyors.

one north of range one east of the Willamette meridian in the Territory of Oregon, 1853, Microfiche copy on file, Portland, OR: USDI Bureau of Land Management, Oregon State Office.

[69] Cartee, *Field notes of the Subdivisions*, 12.

[70] Bureau of Land Management (BLM), "General Land Office Records, 2022," http://www.glorecords.blm.gov/search/default.aspx, General Land Office, *Plat of Township No. 1 North, Range No. 1 East, Willamette Meridian,* Microfiche on file. Portland: U.S. Bureau of Land Management, Oregon State Office, 1852.

[71] Cartee, *Field notes of the Subdivisions*, 16.

[72] Cartee, *Field notes of the Subdivisions*, 15.

[73] BLM, "General Land Office Records."

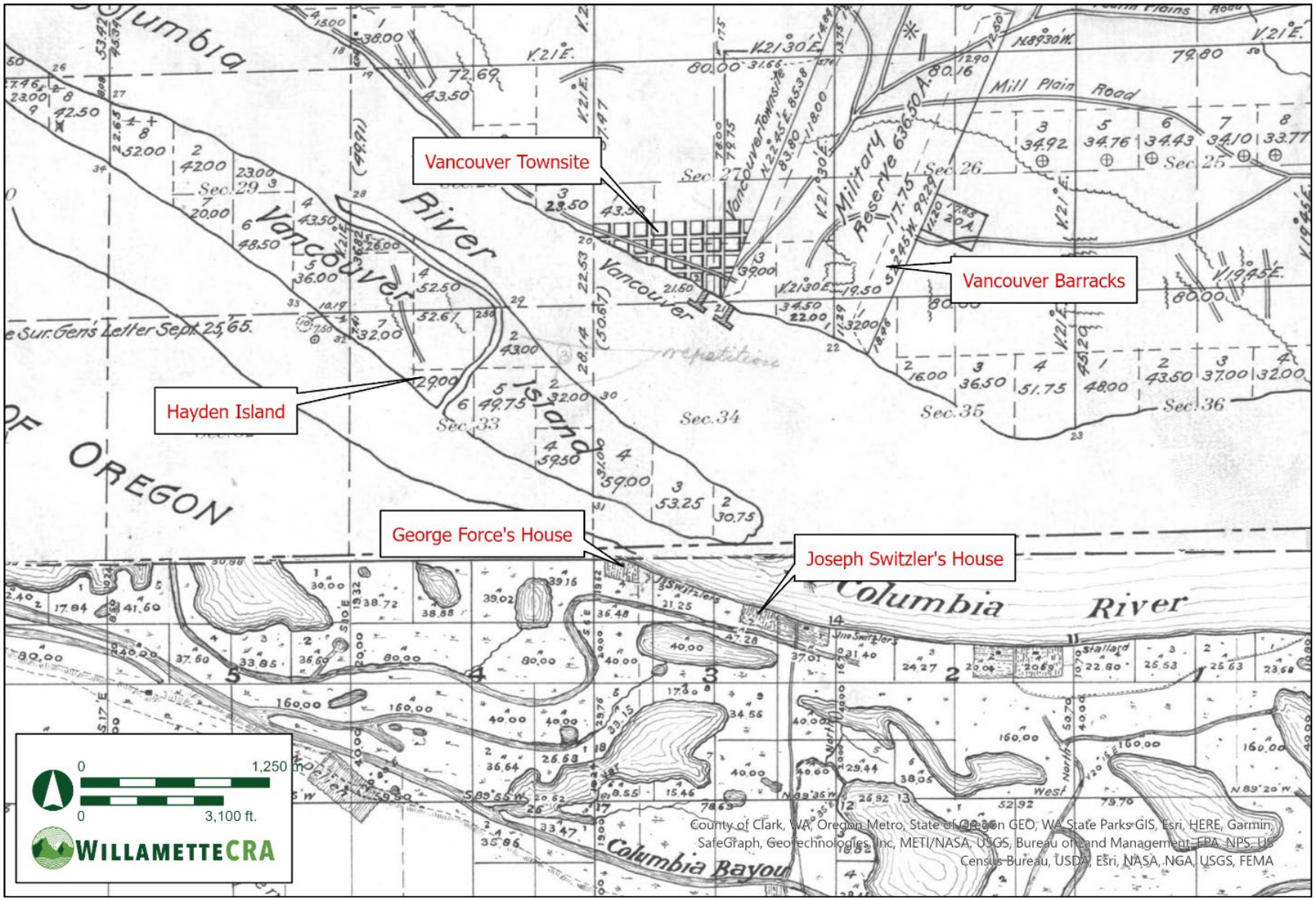

Figure 9. 1852 (Oregon) and 1860 (Washington) GLO maps depicting historic developments.

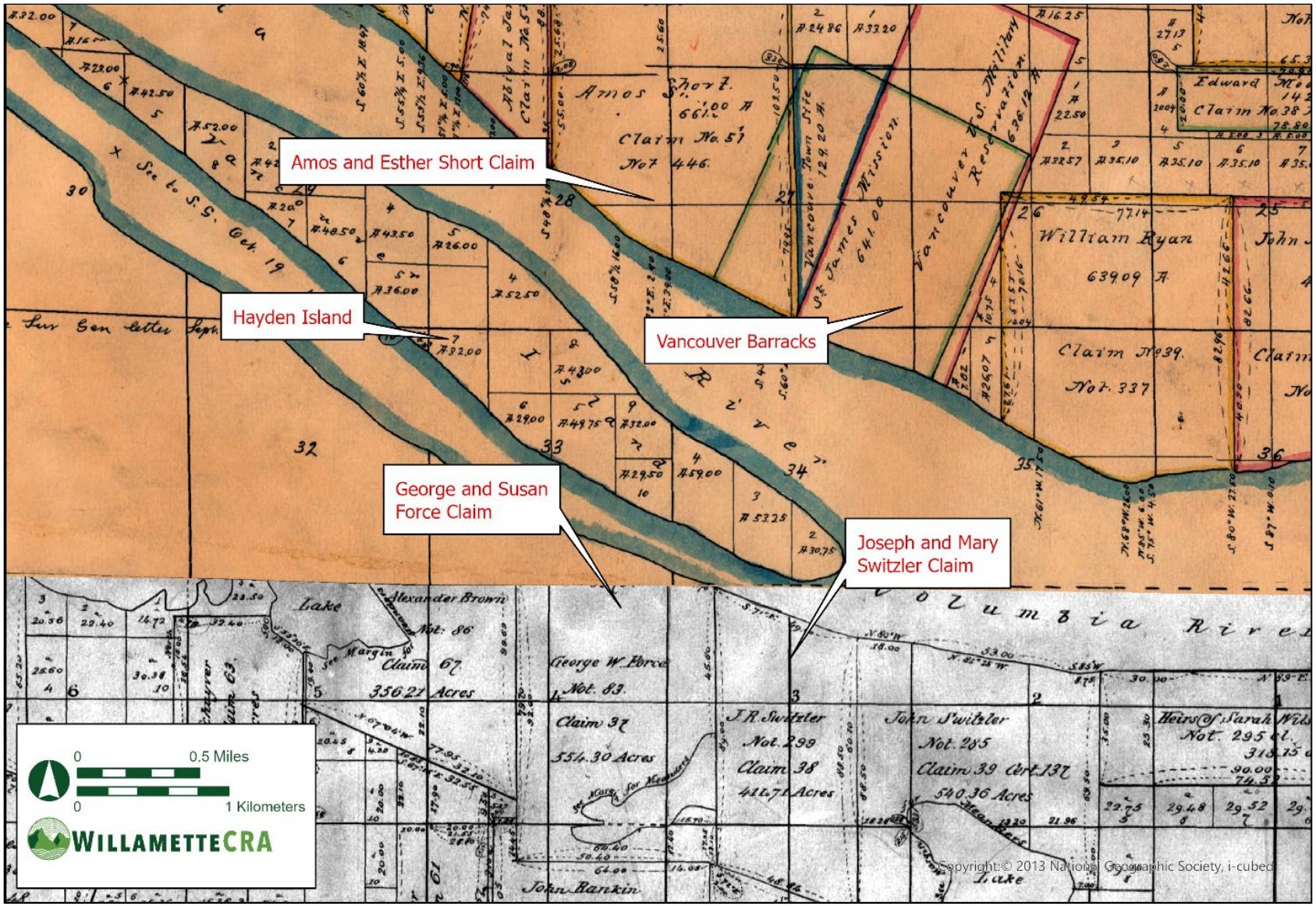

Figure 10. GLO Land Claims Map. Top: 1863 map of Township 2 North, Range 1 East. Bottom: 1860 map of Township 1 North, Range 1 East..

Washington Claimants

The 1860 GLO map of the Washington side of the Columbia River depicts developments including the extension of the Vancouver Townsite. Vancouver (Hayden) Island remained undeveloped).[74] The present-day Interstate Bridge alignment cuts through Section 27, Township 2N, Range 1E across land that was claimed by St. James Catholic Mission and the Vancouver Barracks Military Reserve in 1862. Settler Abel G. Tripp (1811–1875) sold lands in Section 27 to the city to form the Vancouver Townsite in 1844. The eastern half of Section 27 was part of the DLC of Amos and Esther Short who claimed a total of 712 acres.[75] The Short family was foundational in the development of the City of Vancouver.

Amos (1810–1853) and Esther Short (1806–1862) settled on their claim near Fort Vancouver in 1845. Their property had been formerly owned by Henry Williamson, who had let the HBC use and take care of the property. At the time, American settlers had typically laid claim to the lands in the Willamette Valley, southwest of Portland.[76] The Shorts became the first European American settlers in what would become Clark County, much to the chagrin of HBC management, who desired to keep American pioneers south of the Columbia River.[77] Land disputes between the parties followed and the Shorts and HBC became a prominent example of rising tensions between British and American settlers in the northwest.[78] In 1853, the Shorts were officially granted their claim which is in the present-day area between West Fourth Plain Boulevard and the Columbia River (Figure 10).

Surveyor's notes from 1860 refer to numerous residences and businesses within the Short claim, bordering Fort Vancouver and the U.S. Military Reserve. Known as the Vancouver Townsite, this area was already considerably developed with stores, groceries, bakeries, saloons, churches, several houses, and hotels, including one owned and operated by Esther.[79] Esther Short built her hotel, the Pacific House, which stood at the intersection of Main and 2nd Streets, in 1854.[80] Esther and Amos Short's claim was later purchased by Gay Hayden.

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[74] General Land Office, *Plat of Township No. 2, Range No. 1 East, Willamette Meridian.* Microfiche on file. Portland: U.S. Bureau of Land Management, Oregon State Office, 1860.

[75] BLM, "General Land Office Records."
[76] Gibson, *Farming the Frontier*, Hyde, *Empire, Nations, and Families*, Hussey, *Champoeg: Place of Transition*.
[77] Hyde, *Empire, Nations, and Families*, 401, Colleen O'Connor, "Esther Clark Short and her family settle near Fort Vancouver on December 25, 1845," HistoryLink.org Online Encyclopedia of Washington State History, posted March 19, 2008. https://www.historylink.org/File/8528.
[78] O'Connor, "Esther Clark Short and her family settle."
[79] Lewis Van Vleet, *Field notes of the Subdivisions of township two north of range one east of the Willamette meridian in the Territory of Oregon*, 1860, Microfiche copy on file, Portland, OR: USDI Bureau of Land Management, Oregon State Office, 3-5.
[80] O'Connor, "Esther Clark Short and her family settle."

Describing the Vancouver Townsite area, another early pioneer Lewis Van Vleet (1826–1910) noted that,

> The land in the Township is much above the common average, the uplands are good 2nd rate, timbered with Fir, Cedar, Hemlock, Ash, and Maple, the Columbia bottom is prairie with a deep rich and warm soil, and subject to annual inundations in the months of June and July. The land in this Township is nearly all claimed by donation claimants, and several preemption claims are now being taken. (Van Vleet 1860).

Van Vleet's account of the townsite illustrates the degree of settlement that had occurred by 1860.

Additionally, few individuals and one couple claimed lands in the current vicinity of the Interstate Bridge north of the Vancouver Townsite and the Vancouver Barracks. These claimants include Attorney William Langford (1835–1893) and Butler (1794–1866) and Matilda Marble (1798–1839), who were the namesakes for Marble Creek (later renamed Burnt Bridge Creek).[81] In 1857, Butler Marble and his son Ansil (1833–1914) built a sawmill at the ford of Burnt Bridge Creek. It is depicted on the 1860 GLO map, along "Marble's Creek." To the west, a settlement was established on the Marble claim in the northwestern quadrant of Section 15, in Township 2N, Range 1E. This community was named "Alki." The land claims in the northern portion of the current project area were made under both the Land Act of 1820 and the Donation Land Act of 1850. Additional details on these claims are presented in Table 2. They are not present on the GLO maps from the period.

Table 2. Land Claims Filed North of the Vancouver Townsite and Barracks, within the 2022 I-5 Corridor.

Claimant Name	Claim Type	Total Acreage	Legal Description (within the project boundary)	Date Formally Issued
George T. McConnell	Land Act of 1820	115	23, W ½ of NW ¼, W ½ of SW ¼	1866
William G. Langford	Land Act of 1820	153	22, E ½ of NE ¼, E ½ of SE ¼	1869
Joseph Morin	Land Act of 1820	160	14, SW ¼	1866
Butler and Matilda Marble	Donation Land Act of 1850	320	15, E ½	1865

[81] BLM, "General Land Office Records."

Crossing the Columbia River

Ferries

The Columbia River was a major obstacle to travel between Portland and Vancouver during the early years of European American settlement. Even though the two cities are only seven miles apart geographically, the all-water route between the two cities on the Columbia and Willamette Rivers is approximately eighteen miles.[82] Prior to the establishment of commercial ferry enterprises, travelers who wanted to take the most direct route between the two cities used small boats, canoes, or rafts to cross the Columbia River.[83] The natural banks along the north shore of the Columbia River provided good landings for small watercraft, but the HBC constructed a wharf on the river to the southwest of Fort Vancouver ca. 1828–1829. This improved watercraft landing provided travelers with direct access to both Fort Vancouver and the trails that connected the HBC trading post with the surrounding territory.[84] In contrast with the easily accessible landing on the north shore of the Columbia River, travelers had to cross over 1 mile of heavily timbered, marshy terrain to reach watercraft landings on the south shore of the river.[85]

Despite the frequency of floods in the low-lying land situated north of present-day Columbia Slough and south of the Columbia River, several early European American settlers staked their land claims along the south shore of the river. John Switzler (1789–1856), his wife Maria (1809–1850), and their several children were among the earliest settlers of this area. The Switzler family arrived in Oregon in 1845, and by September 1846 they settled on a one-square-mile claim bounded on the north by the Columbia River, on the east by an imaginary line extending due north from NE 18th Avenue, on the south by the Columbia Slough, and on the west by an imaginary line extending due north from NE Williams Avenue. The Switzler claim included the present-day Portland neighborhoods of East Columbia and Bridgeton and encompassed the western half of the present-day Columbia Edgewater Country Club (Figure 10).[86]

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[82] "Transportation Lines," *Oregonian* (Portland, OR), January 1, 1895, 6.
[83] Wally Marchbank, "End of Interstate Bridge Toll Recalls Early Columbia Ferry Service," *Oregonian* (Portland, OR), October 24, 1966, 14.
[84] Richard Covington, *Fort Vancouver and Village*, 1846, colored pencil (?) on paper, 19.5 x 58", Washington State Historical Society, Tacoma, https://www.washingtonhistory.org/research/collection-item/?search_term=1990.12.1&search_params=search_term%253D1990.12.1&irn=83742; Patricia C. Erigero, *Fort Vancouver National Historic Site: Cultural Landscape Report, Volume II* (Vancouver, WA: National Park Service, 1992). Note: the former location of the HBC wharf is buried under the parking lot at 111 SE Columbia Way in Vancouver.
[85] Marchbank, "End of Interstate Bridge Toll," 14.
[86] Eugene Snyder, *We Claimed This Land: Portland's Pioneer Settlers* (Portland, OR: Binford & Mort Publishing, 1989), 255. Note: according to this reference, John Switzler was born either in 1779 or in 1789.

In 1846, John Switzler became the first European American to establish a ferry service across the Columbia River.[87] Switzler's rudimentary ferry was described as a "rowboat-scow combination with a mast and a sail," which he used to run an "almost regular service" between Vancouver and his land claim.[88] According to early maps of the area, the Switzler ferry landing was located adjacent to the family homestead on the south shore of the Columbia River near the present-day intersection of NE 3rd Avenue and NE Bridgeton Road.[89]

Not long after granting Switzler's ferry license, the Multnomah County commissioners licensed Lewis Love (1818–1903) to operate a ferry across Columbia Slough.[90] The Columbia Slough cut across Love's land claim, located to the southwest of John Switzler's land claim.[91] The nine members of the Love family emigrated to the Oregon Territory in 1849. Lewis and Nancy Love (1820–1892) established their DLC in August 1850. Their 635.78-acre claim was situated within the area bounded on the north by Columbia Slough, on the east by NE 8th Avenue, on the south by North Bryant Street, and on the west by I-5 (Figure 11).[92] Lewis Love's ferry made a shorter trip than John Switzler's ferry and initially, he charged five cents for a foot passenger and twenty-five cents for a wagon and team. However, given the strategic location of Love's ferry along the rough road between Portland and Switzler's ferry landing, Love quickly asked the county commissioners to double his toll rates.[93]

Switzler did not maintain his ferry monopoly for long. In 1850 Clark County commissioners granted Forbes Barclay (1812–1873) a license to operate a ferry across the Columbia River for one year. Barclay reportedly docked his ferry on the north shore of the river at "what is called the Upper Landing, at the Indian Village." The commissioners also stipulated that Barclay operate his ferry during daylight hours only.[94] In addition to the "Upper Landing" used by Barclay, another watercraft landing was also established about 1854 by Esther Short, one of the early European American settlers in Vancouver. She allowed ferries to land at the southeast

[87] "Clackamas County Court," *Oregon Spectator* (Oregon City, OR), October 15, 1846, 2; Snyder, *We Claimed This Land*, 254.
[88] Marchbank, "End of Interstate Bridge Toll," 14.
[89] "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian," U.S. Bureau of Land Management, General Land Office, February 5, 1852, accessed October 31, 2022, https://glorecords.blm.gov/details/survey/default.aspx?dm_id=350664&sid=cw3205mf.ajn#surveyDetailsTabIndex=1.
[90] Marchbank, "End of Interstate Bridge Toll," 14; Snyder, *We Claimed This Land*, 161-164.
[91] "sail.multco.us," Multnomah County SAIL – Survey and Assessor Image Locator, accessed October 31, 2022, https://www3.multco.us/H5V/?viewer=surveysail.
[92] Snyder, *We Claimed This Land*, 161-164; and Multnomah County SAIL website.
[93] Marchbank, "End of Interstate Bridge Toll," 14.
[94] B. F. Alley and J. P. Munro Fraser, *History of Clarke County, Washington Territory* (Portland, OR: House of A. G. Walling, 1885), 282.

corner of her land claim where present-day Washington Street (originally B Street) met the Columbia River (Figure 11).[95]

John Switzler continued to operate his ferry for several years, despite the competition on the Columbia River route. He eventually passed it to one of his sons, who obtained, in 1855, a license from the Multnomah County commissioners to operate the ferry and charge tolls to carry passengers across the river: basic tolls were fifty cents for a foot passenger and two dollars for a wagon and team.[96] John Switzler died in 1856, and the Switzler family eventually relinquished their ferry right.[97]

In addition to Switzler, there were several other ferry operators during the late 1850s and early 1860s, though precise records of other ferries during these years are either scarce or completely missing. During this same period, the Clark County commissioners reportedly granted twelve ferry franchises in a single year, and ferry permits were routinely granted, changed, revoked, and reinstated, often without adequate recordkeeping.[98] Despite the lack of definitive records, some names of ferry operators during this time period are known: in 1863, the Washington territorial legislature granted William James Van Schuyver (1835–1909) a franchise to operate a ferry across the Columbia River at Vancouver; in 1865, Austin Quigly (or Quigley) reportedly conducted a ferry service across the river between Vancouver and the Oregon side of the river.[99]

Ferry service across the Columbia River between Vancouver and Oregon remained sporadic from the mid-1860s into the early 1870s. The first definitive step toward regularly scheduled ferry service across the Columbia River occurred in April 1872, when Captain Joseph Knott (ca. 1809–1884) applied for a license to operate a ferry between Vancouver and the Oregon side of the river.[100]

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[95] Pat Jollota, "Vancouver – Thumbnail History," HistoryLink.org Online Encyclopedia of Washington State History, posted August 7, 2009, https://historylink.org/File/9101.
[96] Marchbank, "End of Interstate Bridge Toll," 14.
[97] Marchbank, "End of Interstate Bridge Toll," 14.
[98] "Transportation Problem in Pioneer Days, Partly Was Solved By Many Ferries Operated Across Streams," *Columbian* (Vancouver, WA), December 3, 1932, 1. Note: unfortunately, this article does not specify the year that the twelve permits were granted.
[99] "List of Acts," *Washington Standard* (Olympia, WA), February 21, 1863, 2; Joseph Gaston, *Portland, Oregon, Its History and Builders: In Connection with the Antecedent Explorations, Discoveries, and Movements of the Pioneers that Selected the Site for the Great City of the Pacific* (United States: S.J. Clarke Publishing Company, 1911), 156, 159; "Forbes Barclay's Ferry On Columbia Was Forerunner Of Bridge Here; Started in 1850," *Columbian* (Vancouver, WA), July 31, 1953, 61. Note: despite extensive research, the exact identity of Austin Quigly (or Quigley) is unknown, as are his birth and death dates.
[100] "The Territories," *Weekly Oregon Statesman* (Salem, OR), April 3, 1872, 2; "Local Items," *Oregon Sentinel* (Jacksonville, OR), July 19, 1884, 3.

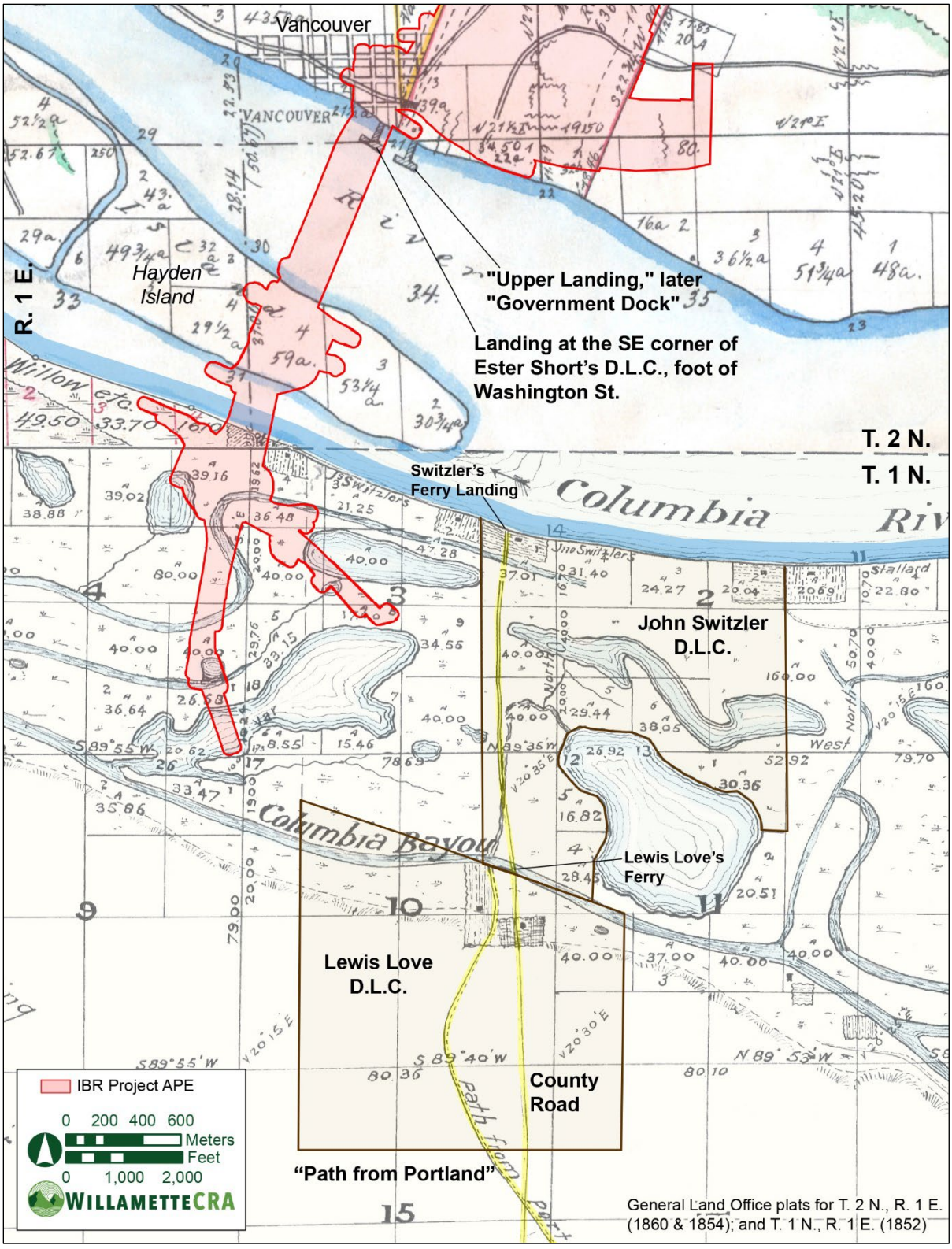

Figure 11. 1852 GLO map for Township 1 North, Range 1 East, Willamette Meridian and 1860 GLO map for Township 2 North, Range 1 East, Willamette Meridian. The Switzler and Love DLCs are indicated on the map, along with ferry landings on the Columbia River and early roads on the Oregon side of the river.

Clark County commissioners granted his license in May 1872. At that same time, Captain Knott also purchased the Alta House in Vancouver, which was formerly owned by Esther Short (her second hotel, after Pacific House) and one of the earliest hotels in that city.[101] The Alta House was also conveniently located near the ferry landing at the foot of present-day Washington Street.

In 1875, Captain Knott placed a steam ferryboat in service across the Columbia River. He initially used the ferryboat *Salem No. 2* on the route, but later sold the *Salem No. 2* and placed another steam ferryboat, the *Eliza Ladd* (also known as the *Lizzie Ladd*) in service across the river. Each of Captain Knott's ferryboats reportedly used the "government dock" at the Vancouver Barracks and not the landing at the foot of present-day Washington Street.[102] The *Eliza Ladd* ran hourly between 7:00 a.m. and 6:00 p.m., and a two-horse wagon carried passengers between the landing on the Oregon shore and Portland.[103]

Even after Captain Knott introduced steam ferryboat service, a competitor named either Charles Augustus or Charley Dustus began operating a fifteen-passenger sailboat across the Columbia River between Vancouver and Switzler's Landing in 1876.[104] However, steam power ultimately prevailed over wind power, and in July 1878 Captain Knott and William H. Foster (1845–1917) placed the steam ferryboat *Red Jacket* on the run between Vancouver and the Oregon shoreline. In September 1878, Multnomah County granted a ferry license to William Stevens (1817–1901), who began running the steam ferryboat *Salem No. 2* (formerly owned by Captain Knott) in competition with the *Red Jacket*.[105] Less than one week after Stevens received his ferry license, the *Salem No. 2* sank at her moorage in Vancouver under mysterious circumstances. The *Salem No. 2* was eventually refloated and taken back to Portland, where the unlucky ferryboat sank once again in December 1878.[106]

In May 1879, William H. Foster and Edwin A. Willis (1833–1915) received a franchise to operate a ferry between Vancouver and Switzler's Landing.[107] Foster and Willis built a new wharf and

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[101] "The Territories," *Oregonian* (Portland, OR), May 20, 1872, 2.
[102] "City: Columbia River Ferry," *Oregonian* (Portland, OR), July 19, 1875, 3; "Local: Road and Ferry," *Vancouver Independent* (Vancouver, WA), September 11, 1875, 3.
[103] Marchbank, "End of Interstate Bridge Toll," 14.
[104] "Brevities," *Vancouver Independent* (Vancouver, WA), April 15, 1876, 5; "Notice," *Vancouver Independent* (Vancouver, WA), September 23, 1876, 5. Note: despite extensive research, the exact identity of Charles Augustus or Charley Dustus is unknown, as are his birth and death dates.
[105] "Local: Ferry," *Vancouver Independent* (Vancouver, WA), November 15, 1877, 5; "Local: Ferry," *Vancouver Independent* (Vancouver, WA), July 18, 1878, 5; "Ferry Notice," *Vancouver Independent* (Vancouver, WA), August 22, 1878, 4; "_,"*Vancouver Independent* (Vancouver, WA), September 12, 1878, 4.
[106] "Local: Ferry-Boat Sunk," *Vancouver Independent* (Vancouver, WA), September 19, 1878, 4; "Brief Mention: Ferry Scuttled," *Vancouver Independent* (Vancouver, WA), September 26, 1878, 5; "Brief Mention," *Vancouver Independent* (Vancouver, WA), December 12, 1878, 5.
[107] "Brief Mention," *Vancouver Independent* (Vancouver, WA), April 17, 1879, 5; Alley and Fraser, *History of Clarke County*, 290.

slip at the Vancouver landing, and in July 1879 the new steam ferryboat *Veto* was placed on the route.[108] In August 1880, Multnomah County granted a five-year ferry license to the Vancouver Ferry Company, and in October 1880 the steam ferryboat *Veto No. 2* began regular hourly trips between Vancouver and the Oregon shore.[109]

Even with the gradual improvements in the power of the vessels and frequency of service across the Columbia River, operation of the ferryboats was at the mercy of the weather. River flooding during the spring and summer months often caused long disruptions in regular ferry service across the Columbia River. One notable example occurred in the spring of 1881, when flooding on the Columbia River covered the road connecting Switzler's Landing with East Portland, and the ferryboat *Veto No. 2* did not start regular service until July.[110] Ferry service was also usually suspended during the winter months. The ferryboat *Veto No. 2* stopped service in early November 1881 and did not resume her regular schedule until late June 1882.[111]

In July 1882, the Multnomah Railway Company was incorporated. Backed by capitalists from the eastern United States, the company planned to build a railroad from East Portland to the Columbia River—laying track through Albina and north to the lowlands along the Columbia River on a trestle—and operate a ferry from there to Vancouver, making the river crossing accessible even when the lowlands flooded in spring.[112] Ultimately, the Multnomah Railway Company did not build any track or the planned trestle, and the company eventually failed.[113] However, available records suggest that the company briefly operated a ferry across the Columbia River in the spring and summer of 1883.[114]

In April 1888, Frank Dekum (1829–1894), Richard L. Durham (1850–1916), and John B. David (1841-1908) of the Oregon Land and Investment Company incorporated the Portland and Vancouver Railroad (PVRR).[115] In June 1888, the PVRR purchased the property of the Multnomah Railway Company, including the Columbia River ferry franchise, right-of-way, riparian rights, and also the steam ferryboat *Albina No. 2*. Contracts for clearing and grading the

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[108] "City: Vancouver Ferry," *Oregonian* (Portland, OR), March 14, 1879, 3; "Brief Mention: The New Ferry," *Vancouver Independent* (Vancouver, WA), July 10, 1879, 5; "Brief Mention: Ferry Landing," *Vancouver Independent* (Vancouver, WA), August 21, 1879, 5.
[109] "Brief Mention," *Vancouver Independent* (Vancouver, WA), August 12, 1880, 5; "Brief Mention: The Ferry," *Vancouver Independent* (Vancouver, WA), October 21, 1880, 5.
[110] "Brief Mention," *Vancouver Independent* (Vancouver, WA), June 30, 1881, 5.
[111] "Brief Mention," *Vancouver Independent* (Vancouver, WA), November 10, 1881, 5; "Brief Mention," *Vancouver Independent* (Vancouver, WA), June 8, 1882, 5.
[112] John Labbe, *Fares, Please! Those Portland Trolley Years* (Caldwell, ID: The Caxton Printers, Ltd., 1980), 33; "Brief Mention: Railroad to Vancouver," *Vancouver Independent* (Vancouver, WA), July 6, 1882, 5; "Brief Mention: New Ferry Landing," *Vancouver Independent* (Vancouver, WA), August 31, 1882, 5; "Portland and Vancouver," *Vancouver Independent* (Vancouver, WA), November 23, 1882, 5.
[113] Labbe, *Fares, Please!*, 33.
[114] "Vancouver Ferry," *Vancouver Independent* (Vancouver, WA), March 15, 1883, 5; "The Ferry," *Vancouver Independent* (Vancouver, WA), March 22, 1883, 5.
[115] Labbe, *Fares, Please!*, 45.

railroad line were awarded to the Portland Macadamizing and Paving Company, and the firm of Paquet and Smith won the contract for constructing bridges and trestles.[116] The PVRR narrow-gauge railroad originated one block east of the Stark Street ferry landing in East Portland. According to present-day references, it then ran north along SE Water Avenue to SE Oak Street, then east to SE 3rd Avenue to NE Couch Street, and then east to NE Martin Luther King Jr Boulevard (formerly Union Avenue). The PVRR then ran due north along present-day NE Martin Luther King Jr Boulevard and through Albina to NE Rosa Parks Way, where the line turned and headed northeast to NE Dekum Street, where it turned north again and ran along NE 8th Avenue. North of present-day NE Columbia Boulevard, the railroad line ran on approximately 8,000 feet of trestle until it reached the ferry landing on the Columbia River.[117] The PVRR ferry landing was located approximately 0.40-mile north of Switzler's Landing in what is now the Columbia River Yacht Club moorage on Tomahawk Island (Figure 12).[118]

In general, the PVRR rail and ferry service provided faster, easier, and more reliable transportation between Vancouver and Portland. Scheduled trains ran on the PVRR line every hour, and in early 1889 the one-way fare was twenty-five cents, which included the ferry passage over the Columbia River.[119] The PVRR trains were steam-powered and featured passenger coaches constructed by the Pullman Palace Car Company of Chicago. The company also purchased a parlor car, the *Lady Maude*, which was reserved for the use of women only.[120] After its completion, the PVRR line was touted as a potential driver of development in East Portland and Albina.[121] By 1892, the areas along the PVRR line were rapidly developing, and the regular rail service was an attractive amenity for people moving to the area.

In addition to a general improvement in passenger accommodations, the PVRR also made improvements to its ferry landings and other infrastructure. In October 1891, the company lengthened its landing at Vancouver and installed wood planking on the incline. The company also built a small waiting room for passengers adjacent to the improved landing.[122] Not all of the improvements were voluntary, however. The section of PVRR trestle that extended into the Columbia River acted as a jetty and changed the flow of the river. By the summer of 1892 large amounts of sand and other waterborne debris had collected along the trestle piling, and the PVRR had to extend the landing slip by 500 feet so that the ferry could land on the Oregon side of the river.[123] Not long after the PVRR extended their landing, the federal government paid for the construction of a revetment between the northeast tip of Hayden Island and a point on the

[116] "The Vancouver Railroad," *Oregonian* (Portland, OR), June 14, 1888, 8.
[117] Labbe, *Fares, Please!*, 45; "The Second City of Oregon," *West Shore* (Portland, OR), November 1888, 607.
[118] Labbe, *Fares, Please!*, 45.
[119] "Vancouver on the Columbia," *West Shore* (Portland, OR), February 1889, 63.
[120] Labbe, *Fares, Please!*, 46–47.
[121] "A Year of Prosperity," *West Shore* (Portland, OR), December 1888, 651.
[122] Carl Landerholm, *Vancouver Area Chronology: 1784 – 1958*, (Vancouver, WA: Self-published, 1960).
[123] "Vancouver Happenings," *Oregonian* (Portland, OR), September 13, 1892, 4.

Oregon shore to the west of the PVRR trestle. The stated goal of the revetment was to block the Columbia River flow to the south of Hayden Island and clear the main channel to the north of the island.[124] A comparison of the 1852 General Land Office map and the 1888 and 1904 United States Coast and Geodetic Survey nautical charts for this area vividly illustrates the unintentional changes along the south shore of the Columbia River caused by the construction of the PVRR trestle in 1888 (Figure 13).[125]

In June 1893 the PVRR line from East Portland to their landing on the Columbia River was electrified, and new electric motorcars were put in service.[126] In August 1893, the PVRR put the new steam ferryboat *Vancouver* in service.[127] In September 1893 the PVRR trestle and ferry landing on the Oregon side of the river had to be extended once again to avoid additional sand and debris that had collected during the previous year. At the same time, newspaper reports indicated that the federally funded revetment was causing the east end of Hayden Island to wash away and that a longer structure would have to be constructed to protect what remained of the island.[128] In late spring and summer 1894, the Columbia River flooded and destroyed a 500-foot-long section of the PVRR trestle over the bottomlands south of the river.[129] The trestle was rebuilt and train service was restored by August 1894.[130] The revetment was reconstructed several times between 1894 and 1899, and by 1902 it extended across the eastern tip of Hayden Island. By the time it was completed in the early 1900s, the project became known in the press as the Hayden Island Dike.[131] By 1904, sand dunes piled up along the eastern edge of the dike, and willow and cottonwood trees covered the newly created land at the east end of Hayden Island (Figure 13).[132]

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[124] "Improving the Vancouver Harbor," *Oregonian* (Portland, OR), October 9, 1892, 2.
[125] "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian," U.S. Bureau of Land Management, General Land Office, February 5, 1852, accessed October 31, 2022, https://glorecords.blm.gov/details/survey/default.aspx?dm_id=350664&sid=cw3205mf.ajn#surveyDetailsTabIndex=1; "Navigation Chart of Columbia River, Sheet 6, from Fales Landing to Portland," U.S. Department of Commerce and Labor, Coast and Geodetic Survey, May 1888, accessed October 31, 2022, https://www.historicalcharts.noaa.gov/image.php?filename=P-2007-5-1888; "Navigation Chart of Columbia River, Sheet 6, from Fales Landing to Portland, June 1904, accessed October 31, 2022, https://www.historicalcharts.noaa.gov/image.php?filename=FLP.
[126] "East Side Affairs: The Road Is Electrified," *Oregonian* (Portland, OR), June 25, 1893, 16.
[127] "The Vancouver," *Vancouver Weekly Columbian* (Vancouver, WA), August 18, 1893, 5.
[128] "River Notes," *Vancouver Weekly Columbian* (Vancouver, WA), September 8, 1893, 8; "River Notes," *Vancouver Weekly Columbian* (Vancouver, WA), September 29, 1893, 8; "River Notes," *Vancouver Weekly Columbian* (Vancouver, WA), November 3, 1893, 8.
[129] "_," *Vancouver Weekly Columbian* (Vancouver, WA), June 8, 1894, 5.
[130] "Effects of the Flood," *Vancouver Weekly Columbian* (Vancouver, WA), August 10, 1894, 4.
[131] "Northern Suburb," *Oregonian* (Portland, OR), January 2, 1893, 12; "Vancouver Channel," *Oregonian* (Portland, OR), December 19, 1896, 4; "Nearly Completed," *Oregonian* (Portland, OR), April 4, 1898, 10; "Hayden Island Dike," *Oregonian* (Portland, OR), December 20, 1898, 5.
"City News In Brief: Dike Completed," *Oregonian* (Portland, OR), May 8, 1899, 5.
[132] "Shaw Island Sold," *Oregonian* (Portland, OR), October 16, 1904, 16.

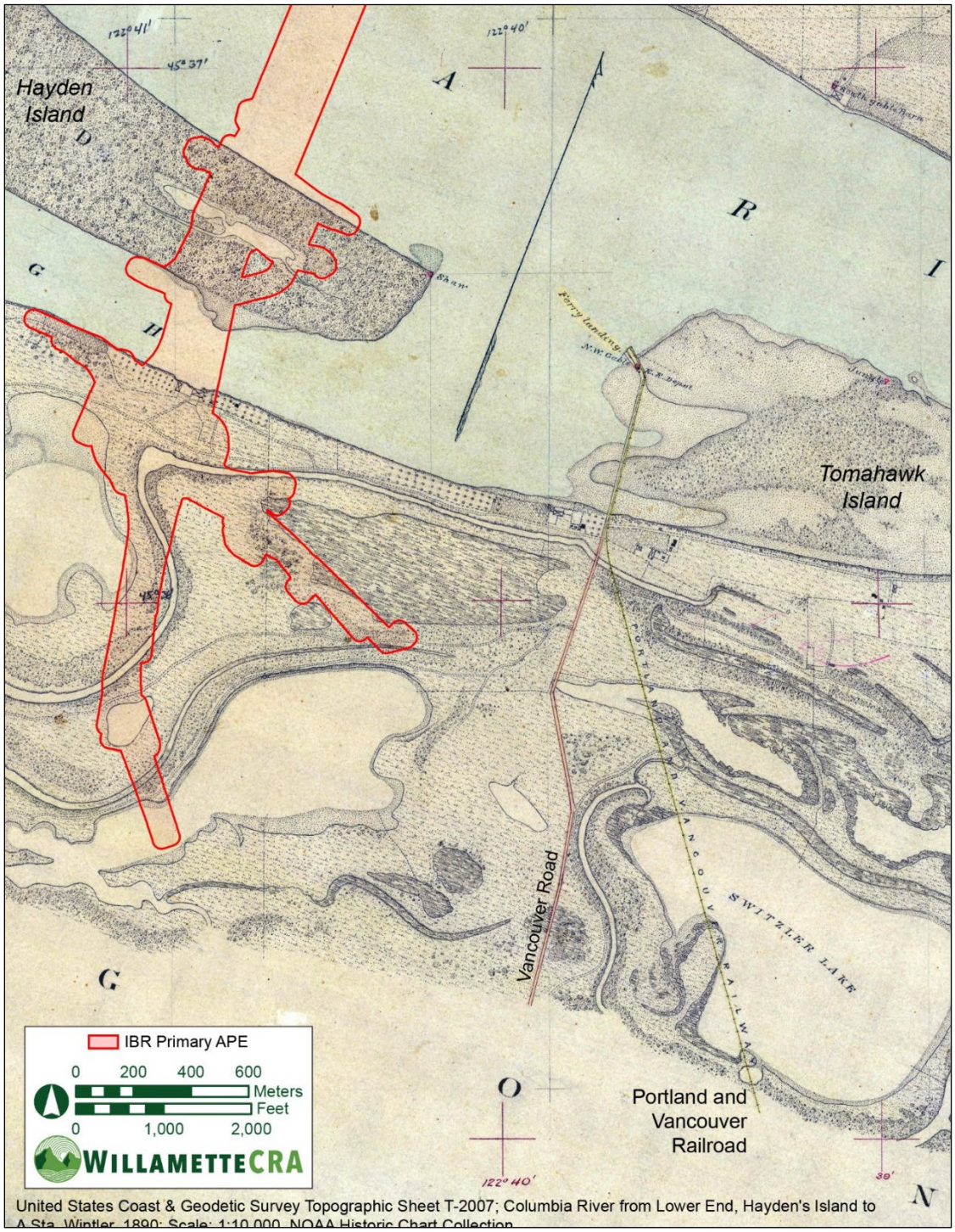

Figure 12. 1890 U.S. Coast and Geodetic Survey Topographic sheet, with the route of the Portland and Vancouver Railroad highlighted in yellow and Vancouver Road highlighted in red.

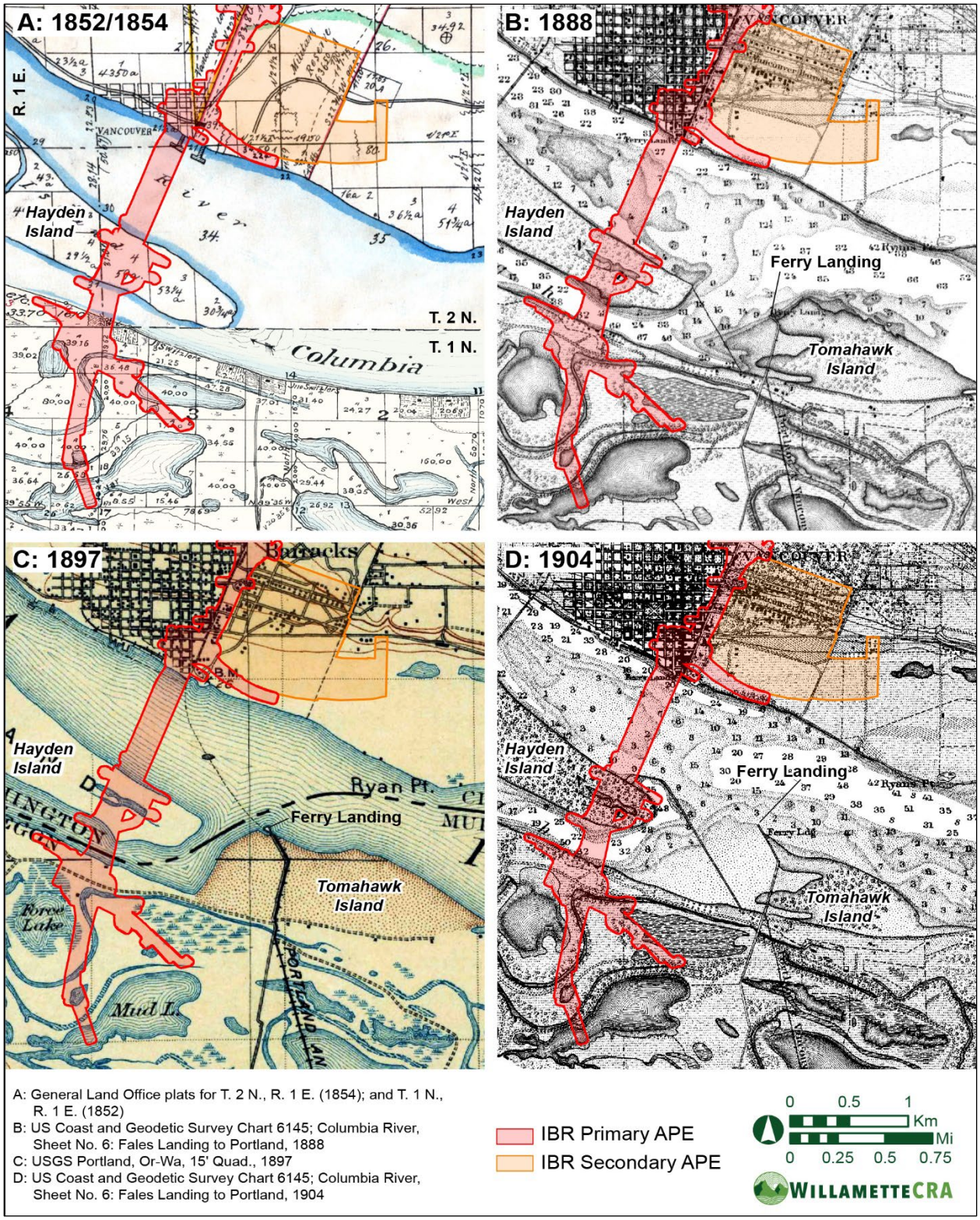

Figure 13. Top left: 1852/1854 GLO map; top right: 1888 U.S. Coast and Geodetic Survey nautical chart; lower left: 1897 U.S. Geological Survey topographical map; lower right: 1904 U.S. Coast and Geodetic Survey nautical chart. These maps illustrate the alteration of Hayden Island and the creation of Tomahawk Island.

By the early 1900s, the various revetments, landings, and trestles on the south shore of the Columbia River created shoals and shallow water that hindered the operation of the ferry. However, it took several years to address this serious problem. In October 1904, the PVRR rail line was folded into the newly incorporated Portland Railway Light and Power Company, which announced plans to rebuild the old PVRR trestle and relocate the ferry landing on the Oregon side of the Columbia River.[133] The new trestle opened in July 1906 and terminated at the new ferry landing, which was located on the north shore of Hayden Island.[134] This ferry landing was located between present-day I-5 and North Hayden Island Drive (Figure 14).

In April 1909, the new steam ferryboat *City of Vancouver* (later nicknamed "Old Dobbin'") began crossing the Columbia River between Vancouver and Hayden Island.[135] The new steam ferryboat replaced the steam ferryboat *Vancouver*, which had been in service since 1893 and carried an estimated sixteen million passengers over her 16-year-long career. The new ferryboat could carry up to 2,500 passengers in two cabins, plus vehicles on the open deck.[136] The *City of Vancouver* remained in service until the Interstate Bridge opened on February 14, 1917. On that same day, the *City of Vancouver* left Vancouver for the last time, though her departure was overshadowed by the celebration of the bridge opening.[137] Other than a banquet for her crew aboard the vessel, there was relatively little fanfare to mark the end of seventy-one years of ferry service on the Columbia River between Vancouver and Portland.[138] Once the Interstate Bridge was open, travelers could easily cross over the once formidable Columbia River by horse-drawn wagon, motor vehicle, and streetcar, and the ferryboat era was quickly forgotten.

[133] "The Last Step Is Taken," *Oregonian* (Portland, OR), October 19, 1904, 11. ; "To Rebuild Long Railway Trestle," *Vancouver Weekly Columbian* (Vancouver, WA), December 29, 1904, 4.
[134] "New Trestle Open," *Vancouver Weekly Columbian* (Vancouver, WA), July 5, 1906, 1.
[135] "Old Ferry Goes to Sound," *Oregonian* (Portland, OR), June 10, 1917, 4.
[136] "New Ferry On First Trip," *Oregonian* (Portland, OR), April 30, 1909, 18.
[137] "Vancouver Ferry Quits Run Today," *Oregonian* (Portland, OR), February 14, 1917, 8.
[138] "Banquet on Board of City of Vancouver," *Columbian* (Vancouver, WA), February 15, 1917, 4; "Vancouver Ferry Quits Run Today," *Oregonian* (Portland, OR), February 14, 1917, 8.

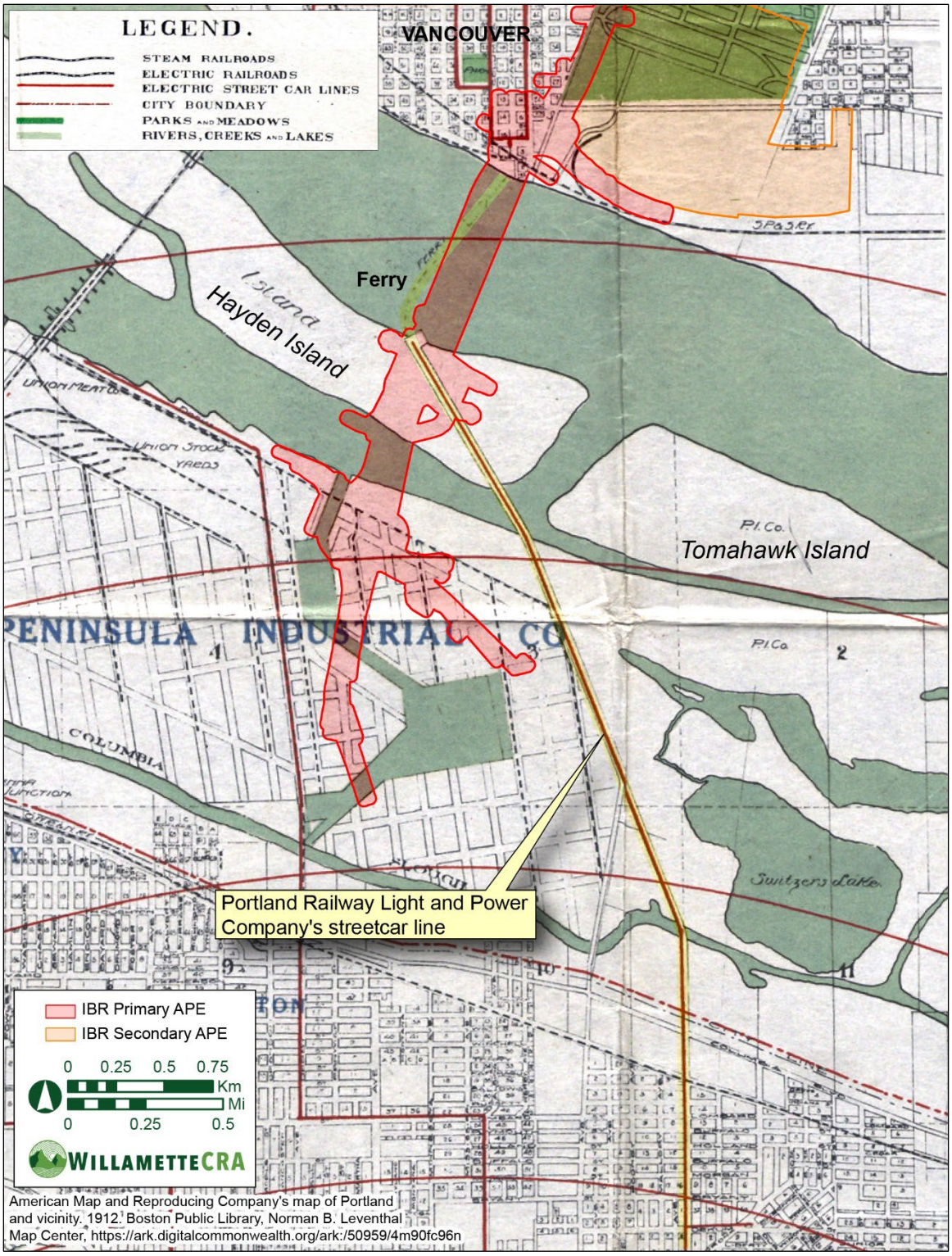

Figure 14. American Map and Reproducing Company's Map of Portland and Vicinity, 1912. The route of the Portland Railway Light and Power Company's streetcar line to Hayden Island is indicated on this map by the diagonal red line. The streetcar line terminated at the ferry landing on the north shore of Hayden Island. Tomahawk Island is to the east of the streetcar line.

Early Roads in Portland and Multnomah County

Travel During the Oregon Territorial Period

The first overland roads in the Oregon territory typically followed the trails created by the Native Peoples who inhabited the region prior to the arrival of European Americans.[139] The region surrounding what eventually became known as Portland was one of the most densely populated areas along the Pacific Coast. Lewis and Clark noted many Native Peoples living along the Columbia and Willamette Rivers during their expedition.[140] However, as the nineteenth century progressed and increasing numbers of European Americans arrived in the Pacific Northwest, the Native population was decimated by epidemics of diseases brought to the region by European American explorers and settlers. The exact number of Native deaths is unknown, but it is estimated that approximately 90 percent of Oregon's Native population died between about 1780 and 1850 due to disease epidemics. Another outbreak of smallpox swept through the Native population in 1853 and by the late 1850s, many of those who remained were forcibly removed to reservations.[141]

The early 1840s brought a flood of European American settlers to the region. Later called the "Great Emigration of 1843," approximately 700 to 1,000 emigrants left Elm Grove, Missouri in May 1843 and traveled more than 2,000 miles overland to the Willamette Valley. The following year, slightly fewer emigrants traveled over the route, which quickly became known as the Oregon Trail. Almost 3,000 people traveled the Oregon Trail in 1845, and European Americans continued to flow into the largely depopulated landscape along the Columbia and Willamette Rivers.[142]

A major obstacle along the Oregon Trail inspired the construction of the first rudimentary road in the Oregon Territory. Once emigrants reached The Dalles on the Columbia River, wagons had to be rafted down the river to avoid traveling overland through the Cascades. In the winter of 1845, Samuel Barlow asked the Oregon territorial provisional government for a road charter and in 1846, Barlow opened the crude road he had constructed along a Native trail over the south shoulder of Mount Hood. Barlow and his business partner briefly operated the road as a toll road until the unprofitable venture was sold. After a series of private owners, the road passed

[139] Carl Gohs, "Following the long yellow line from yesterday," *Oregonian* (Portland, OR), November 15, 1970, 176.
[140] Mark Moore, "Early Portland," PdxHistory.com, last modified April 14, 2018, accessed November 16, 2022, http://www.pdxhistory.com/html/early_portland.html.
[141] Robert Boyd, "Disease Epidemics among Indians [sic], 1770s-1850s," Oregon Encyclopedia, accessed November 16, 2022, https://www.oregonencyclopedia.org/articles/disease_epidemics_1770s-1850s/.
[142] William L. Lang, "Oregon Trail," Oregon Encyclopedia, accessed November 16, 2022, https://www.oregonencyclopedia.org/articles/oregon_trail/.

into state ownership in 1919 and parts of the route were improved and incorporated into present-day U.S. Highway 26.[143]

On August 14, 1848, the U.S. Congress created the Oregon Territory, and by 1850 there were 13,294 residents in the territory.[144] The Columbia and Willamette Rivers were important transportation corridors for the Native Peoples, and boats remained the fastest and most reliable means of long-distance travel for both European Americans and the remaining Native Americans until construction of the railroads.[145] The importance of water transportation informed the placement of major European American settlements, and many were located at or near boat landings along the rivers in the region: Portland was founded on the west bank of the Willamette River, and Vancouver was established adjacent to the HBC trading post landing on the north bank of the Columbia River.

Several of the earliest European American emigrants to the Oregon Territory established their homesteads on the south bank of the Columbia River across from Vancouver. John Switzler, his wife Maria, and their several children were among the earliest settlers of this area, which later became known as North Portland. In 1846, John Switzler became the first European American to establish a ferry service across the Columbia River.[146] According to early maps of the area, the Switzler ferry landing was located adjacent to the family homestead on the south shore of the Columbia River near the present-day intersection of NE 3rd Avenue and NE Bridgeton Road.[147] However, travelers headed to Vancouver from Portland or vice versa had to cross over one mile of heavily timbered, marshy terrain to reach watercraft landings on the south shore of the river. This area was also interspersed with lakes and a sluggish natural watercourse, known as the Columbia Slough, ran along the base of a bluff. Lewis Love, Switzler's neighbor to the south, operated a short ferry service across the slough for travelers headed to Switzler's ferry landing.[148] Love's ferry across the Columbia Slough was eventually replaced by a bridge, though it is unclear when this first bridge was constructed (Figure 15).[149]

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[143] Carl Gohs, "Following the long yellow line from yesterday," *Oregonian* (Portland OR), November 15, 1970, 176.
[144] "Formation of the Oregon Territory," National Park Service, San Juan Island National Historical Park, accessed November 17, 2022, https://www.nps.gov/places/formation-of-the-oregon-territory.htm.
[145] Carl Gohs, "Following the long yellow line."
[146] "Clackamas County Court," *Oregon Spectator* (Oregon City, OR), October 15, 1846, 2; Eugene Snyder, *We Claimed This Land: Portland's Pioneer Settlers* (Portland, OR: Binford & Mort Publishing, 1989), 254.
[147] "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian," U.S. Bureau of Land Management, General Land Office, February 5, 1852, accessed October 31, 2022, https://glorecords.blm.gov/details/survey/default.aspx?dm_id=350664&sid=cw3205mf.ajn#surveyDetailsTabIndex=1.
[148] Wally Marchbank, "End of Interstate Bridge Toll Recalls Early Columbia Ferry Service," *Oregonian* (Portland, OR), October 24, 1966, 14.
[149] "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian," U.S. Bureau of Land Management.

From Trails to Wagon Roads

When the new occupants of the region needed to travel over land, they often traveled over the trails left by the Native Peoples. As urban development expanded eastward across the Willamette River during the latter half of the nineteenth century, streets were generally platted on a north-south and east-west grid, and the early trails cut diagonally across the network of new thoroughfares laid across the landscape. Several of these early routes remain visible today, most notably SE Foster Road, NE Sandy Boulevard, NE Cully Boulevard, and SE Powell Boulevard.[150]

Two roads in present-day North Portland are additional notable examples of early trails that either defy the imposed street grid or serve as boundaries between sections of the city. An 1852 map of what later became North Portland clearly shows three paths: two ran roughly north-south between Switzler's ferry landing and the east bank of the Willamette River across from Portland, and the other ran generally east-west along the crest of the bluff to the south of Columbia Slough.[151] The heavily traveled north-south trail between Switzler's ferry landing and East Portland eventually became Vancouver Road (present-day North Vancouver Avenue), and the east-west trail along the bluff became known as Columbia Slough Road, which was often shortened to Slough Road (present-day NE Columbia Boulevard) (Figure 16).[152]

On December 22, 1854, the Oregon territorial legislature subdivided Clackamas County and established Multnomah County. The new county was created in response to the growth of Portland and the surrounding area, which rapidly eclipsed that of Oregon City.[153] The first priorities of the county commissioners included land and water transportation improvements, and in April 1855 the commissioners established Sandy Road (present-day NE Sandy Boulevard) as an official county road. Later that same year the commissioners established Powell Valley Road (present-day SE Powell Boulevard) along a former Native trail. The commissioners divided the county into eleven road districts to allow for better supervision of county road improvements.[154]

[150] "Moore, "Early Portland."
[151] "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian."
[152] "City News in Brief," *Oregonian* (Portland, OR), October 31, 1894, 5; "To Improve Boulevards," *Oregonian* (Portland, OR), April 15, 1903, 16. Note: An 1889 map of Multnomah County refers to Columbia Slough Road as the Lower Sandy Road. However, extensive research has not uncovered usage of this name on any other document other than this particular map.
[153] Jewel Lansing and Fred Leeson, *Multnomah: The Tumultuous Story of Oregon's Most Populous County*, (Corvallis, Oregon: Oregon State University Press, 2012), 11–13.
[154] Lansing and Leeson, *Multnomah*, 17.

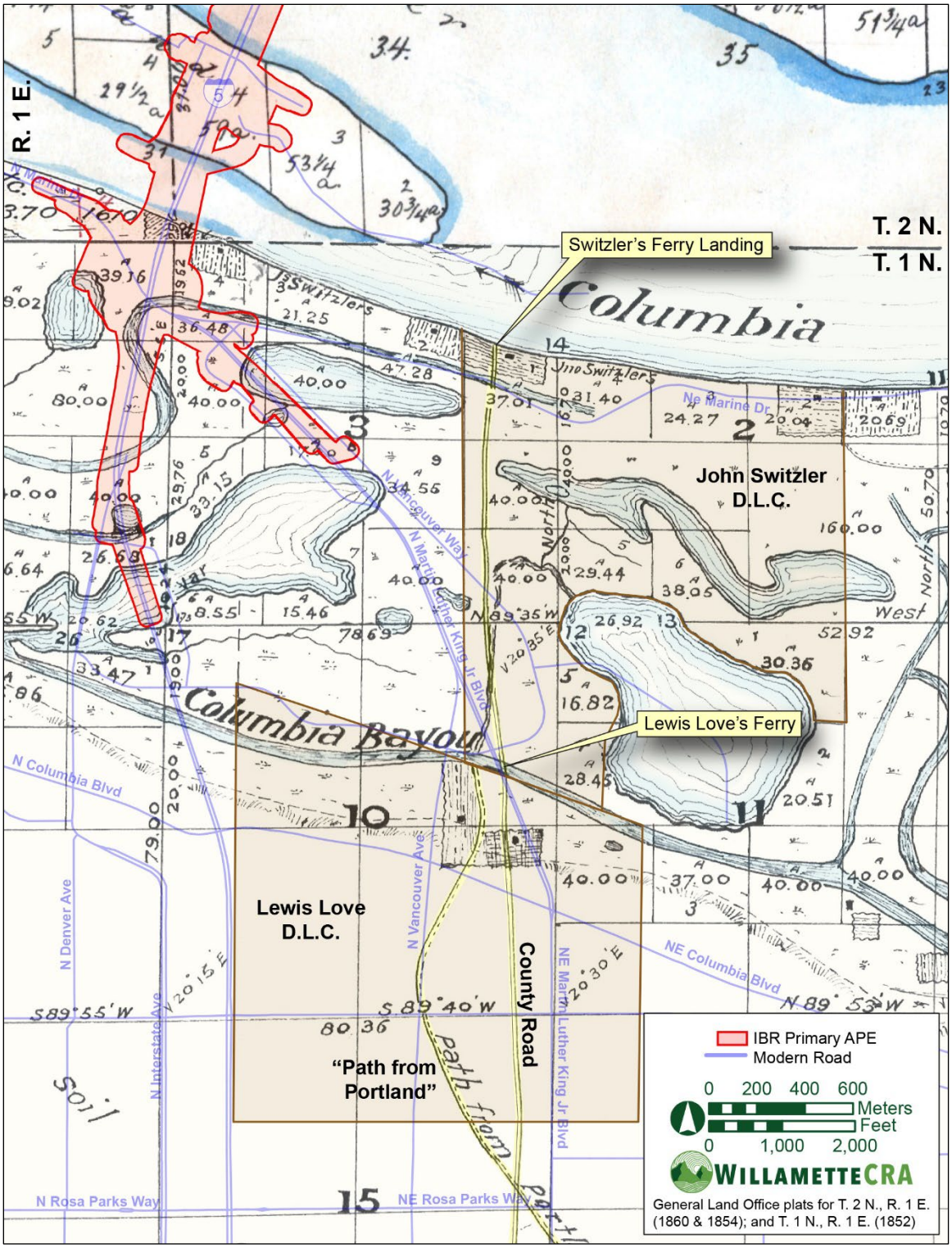

Figure 15. 1854 and 1860 GLO plats for Township 2 North, Range 1 East and 1852 GLO plat for Township 1 North, Range 1 East, Willamette Meridian. The Switzler and Love DLCs are indicated on the map, along with the ferry landing on the Columbia River and early roads on the Oregon side of the river. Modern streets, roads, and highways highlighted in blue.

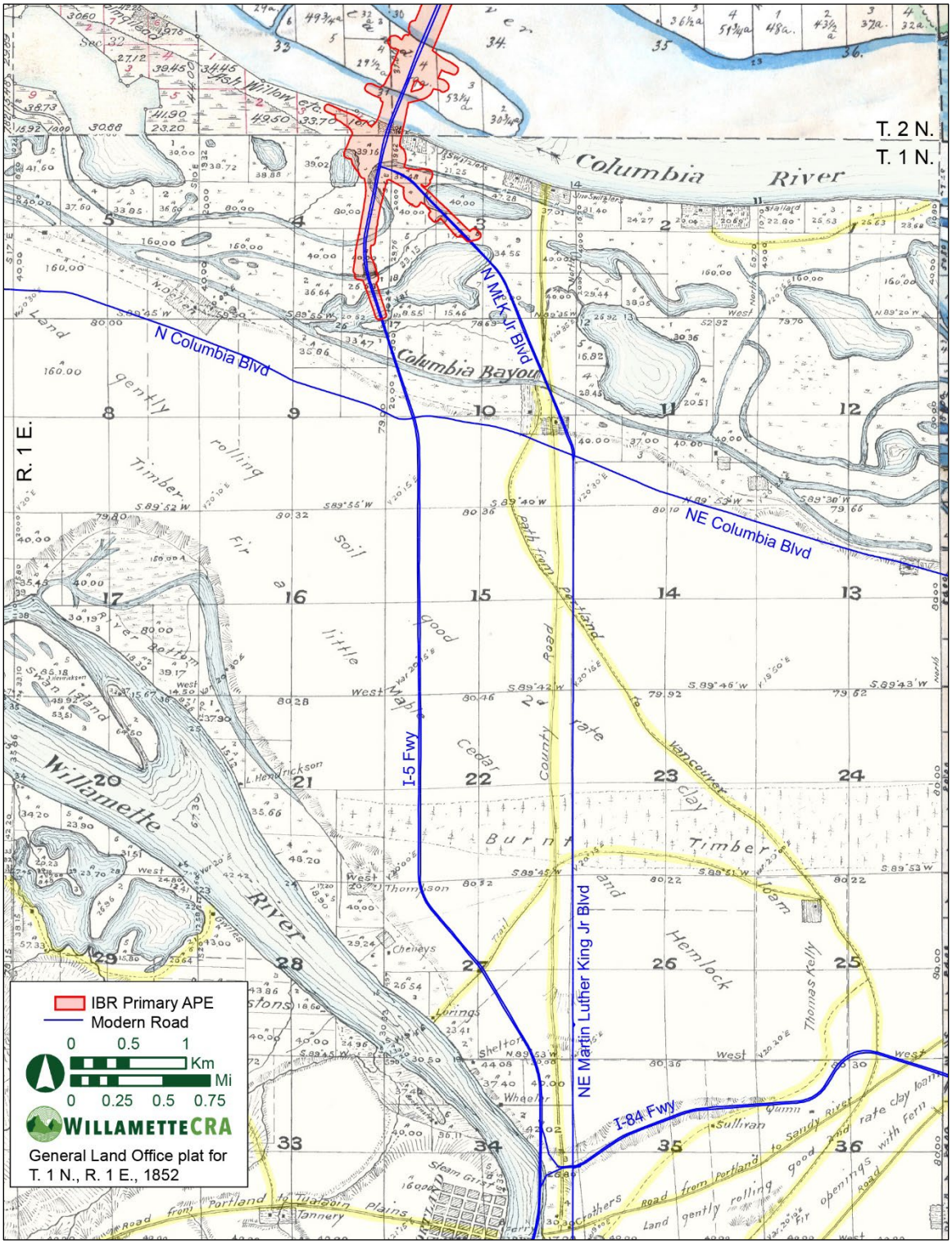

Figure 16. 1852 GLO map of Township 1 North, Range 1 East, Willamette Meridian. Top of map is north. Early roads highlighted in yellow. Modern streets, roads, and highways highlighted in blue.

In 1855, petitioners for new county roads in Multnomah County were required to post a one-hundred dollars bond to cover costs in the event the road was not completed. Adjacent property owners were responsible for the road improvement costs, which delayed road development in remote areas of Multnomah County. In 1889 a state road tax was enacted and replaced the failed county road bond system. This law stipulated that every male between the ages of twenty-one and fifty had to work two days per year on county road construction or pay two dollars for every two-thousand dollars of taxable property. Individuals without property who wished to avoid the physical labor could pay two dollars for each day of required labor. In 1899, state law allowed counties to use the forced labor of able-bodied county prisoners for road construction; those prisoners refusing to work were put on a bread and water diet.[155] By 1904, there were approximately one-thousand miles of county roads in Multnomah County, including approximately 200 miles of improved graveled roads.[156]

An Overview of Significant Roads in North Portland

Columbia Slough Road (NE Columbia Boulevard)

Columbia Slough Road, also known simply as Slough Road, was first renamed Columbia Boulevard in 1894, but the old names persisted until 1903, when the new name was revived under the City of Portland's boulevard improvement plan. Portland's northern city limit was located on the north side of Columbia Boulevard, and the City of Portland, not Multnomah County, was therefore responsible for its improvements.[157] Columbia Boulevard remained the northern border of Portland until the 1970s, when the North Portland neighborhoods of Bridgton and East Columbia were annexed by the City of Portland.[158]

Vancouver Road (North Vancouver Avenue)

Vancouver Road, now known as North Vancouver Avenue, generally runs north-south and originally connected Switzler's ferry landing with East Portland. In contrast with Columbia Slough Road, which was the responsibility of the City of Portland, maintenance of Vancouver Road north of the city limits was the responsibility of Multnomah County. The low-lying, flood-prone terrain made this road difficult to permanently improve. In 1868, residents along Vancouver Road and users of the road submitted a petition to the county commissioners asking for the road to be graded and planked, though it is unclear if these improvements were ever

[155] Lansing and Leeson, *Multnomah*, 16; Gohs, "Following the long yellow line."
[156] "Multnomah Sets Pace," *Oregonian* (Portland, OR), January 1, 1904, 27.
[157] "City News in Brief," *Oregonian* (Portland, OR), October 31, 1894, 5; "To Improve Boulevards," *Oregonian* (Portland, OR), April 15, 1903, 16.
[158] "Neighborhood History," East Columbia Neighborhood Association, accessed November 18, 2022, https://ecnapdx.com/2012/02/01/neighborhood-history/.

carried out.[159] In 1879, Foster and Willis, operators of the ferry across the Columbia River, raised money to build a plank road alongside the Vancouver Road, but it appears that this improvement attempt was also unsuccessful.[160] A bridge carrying the road over the Columbia Slough was constructed by 1880, though it was damaged by floodwaters and had to be replaced that year.[161]

In 1885, Multnomah County paid to have Vancouver Road graveled between the Columbia Slough and Columbia Slough Road.[162] An elevated trestle roadway was constructed over the lowlands in 1894, and this trestle was further improved and strengthened in 1901.[163] By 1912, maps show that the Vancouver Road ended at the Portland Railway Light and Power Company's trestle, which had been constructed in 1904.[164] In 1931 the 0.56-mile section of North Vancouver Avenue was designated as Secondary State Highway Number 122. A new bridge carrying the road over the Columbia Slough was completed in 1935; however, this bridge is no longer extant (Figure 17).[165]

[159] "City: The Portland and Vancouver Road Scheme," *Oregonian* (Portland, OR), February 13, 1868,3.
[160] "City: Viewing the Road," *Oregonian* (Portland, OR), August 15, 1879, 3; "The Vancouver Road," *Willamette Farmer* (Salem, OR), October 31, 1879, 5.
[161] "Local News," *New Northwest* (Portland, OR), July 15, 1880, 3.
[162] "The East Side: Notes," *Oregonian* (Portland, OR), June 4, 1885, 6.
[163] "Columbia Slough Road," *Oregonian* (Portland, OR), September 20, 1894, 8; "Repairing Long Bridge," *Oregonian* (Portland, OR), October 10, 1901, 8.
[164] "To Rebuild Long Railway Trestle," *Vancouver Weekly Columbian* (Vancouver, WA), December 29, 1904, 4.
[165] Archaeological Investigations Northwest, Inc., *N Vancouver Avenue: Columbia Slough Bridge No. 001696, Level II Mitigation Documentation, Portland, Multnomah County, Oregon*, (Portland, Oregon: Archaeological Investigations Northwest, Inc., 2010), 4-5.

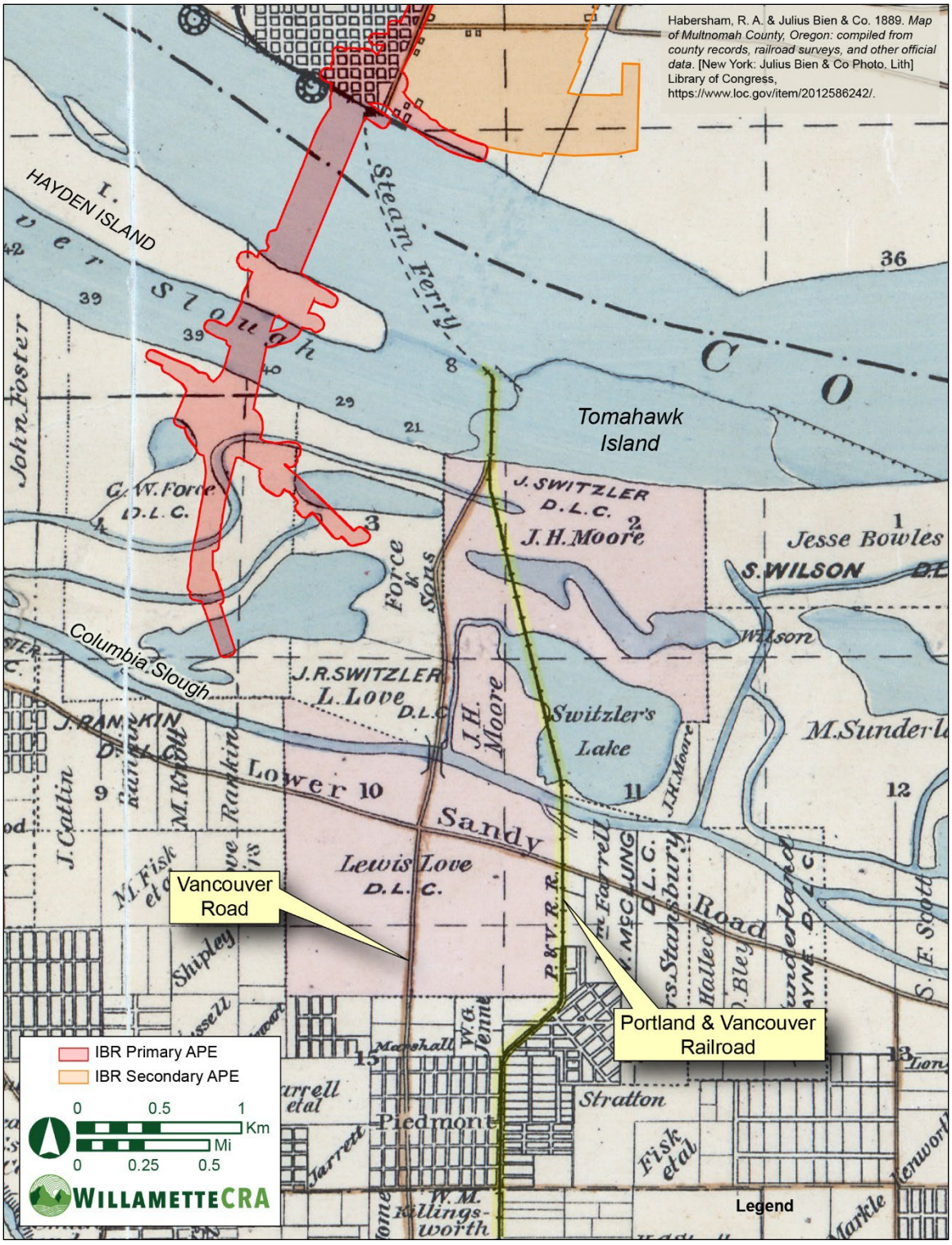

Figure 17. 1889 map of Portland, with the route of the Portland and Vancouver Railroad highlighted in yellow. Top of map is north. Vancouver Road is the meandering line to the west of the Portland and Vancouver Railroad line.

Union Avenue (NE Martin Luther King Jr Boulevard)

Union Avenue was established along the north-south section lines between Sections 14 and 15, Sections 22 and 23, Sections 26 and 27, and Sections 34 and 35 in Township 1 North, Range 1 East, Willamette Meridian.[166] By 1889 Union Avenue extended from East Portland to Portland Boulevard (present-day NE Rosa Parks Way), where the road terminated.[167] The tracks of the PVRR line ran along Union Avenue to Portland Boulevard, where they turned northeast to skirt the eastern boundary of the Lewis Love DLC (Figure 17).[168] It was not until after Love died in July 1903 that his heirs granted permission for the City of Portland and the Portland Railway Light and Power Company to cross the property.[169] In 1904 the Portland Railway Light and Power Company straightened out the former PVRR right-of-way and shifted their tracks west to the centerline of the Union Avenue extension to Columbia Slough Road, which was not fully completed until 1914.[170] Beyond Columbia Boulevard, the Portland Railway Light and Power Company constructed a new trestle to a new ferry landing on the north shore of Hayden Island. The new interurban electric railway trestle opened in July 1906 (Figure 18).[171]

Construction of the Interstate Bridge across the Columbia River began in March 1915.[172] A few months before it began, the City of Portland proposed to extend Union Avenue from Bryant Street over an existing rail line to the southern approach of the new bridge. Planning of the Union Avenue extension continued throughout the remainder of 1915 and began in January of 1916.[173] In addition to an earthen embankment built along much of the route, the Union Avenue extension also included construction of a viaduct to cross the tracks of the Oregon and Washington Railway and Navigation Company.

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[166] "sail.multco.us," Multnomah County SAIL – Survey and Assessor Image Locator, accessed October 31, 2022, https://www3.multco.us/H5V/?viewer=surveysail.
[167] *Bicycle Road Map: Portland District*, (Portland, Oregon: Cunningham & Banks, 1896).
[168] John Labbe, *Fares, Please! Those Portland Trolley Years* (Caldwell, ID: The Caxton Printers, Ltd., 1980), 45.
[169] "Extension of Union Avenue," *Oregonian* (Portland, OR), February 4, 1898, 5; Snyder, *We Claimed This Land*), 161.
[170] "City News in Brief: Extending Union Avenue," *Oregonian* (Portland, OR), February 15, 9; "City News in Brief: Union Avenue Extension Provided," *Oregonian* (Portland, OR), May 19, 1914, 9; "Street Extension is Up," *Oregonian* (Portland, OR), August 11, 1914, 9.
[171] "New Trestle Open," *Vancouver Weekly Columbian* (Vancouver, WA), July 5, 1906, 1.
[172] John Lyle Harrington and Ernest E. Howard, *Final Report: The Columbia River Interstate Bridge, Vancouver, Washington to Portland, Oregon, for Multnomah County, Oregon, Clarke County, Washington*. (United States: A. W. Hirsch Ptg. Company, 1918), 9.
[173] "Avenue May Join Span," *Oregonian* (Portland, OR), January 14, 1915, 12; "Road Plans Made," *Oregonian* (Portland, OR), June 20, 1915, 12; "Street Plans Ready," *Oregonian* (Portland, OR), September 19, 1915, 15; "Approach Work Due," *Oregonian* (Portland, OR), November 21, 1915, 19; "Work On Tomorrow," *Oregonian* (Portland, OR), January 23, 1916, 14.

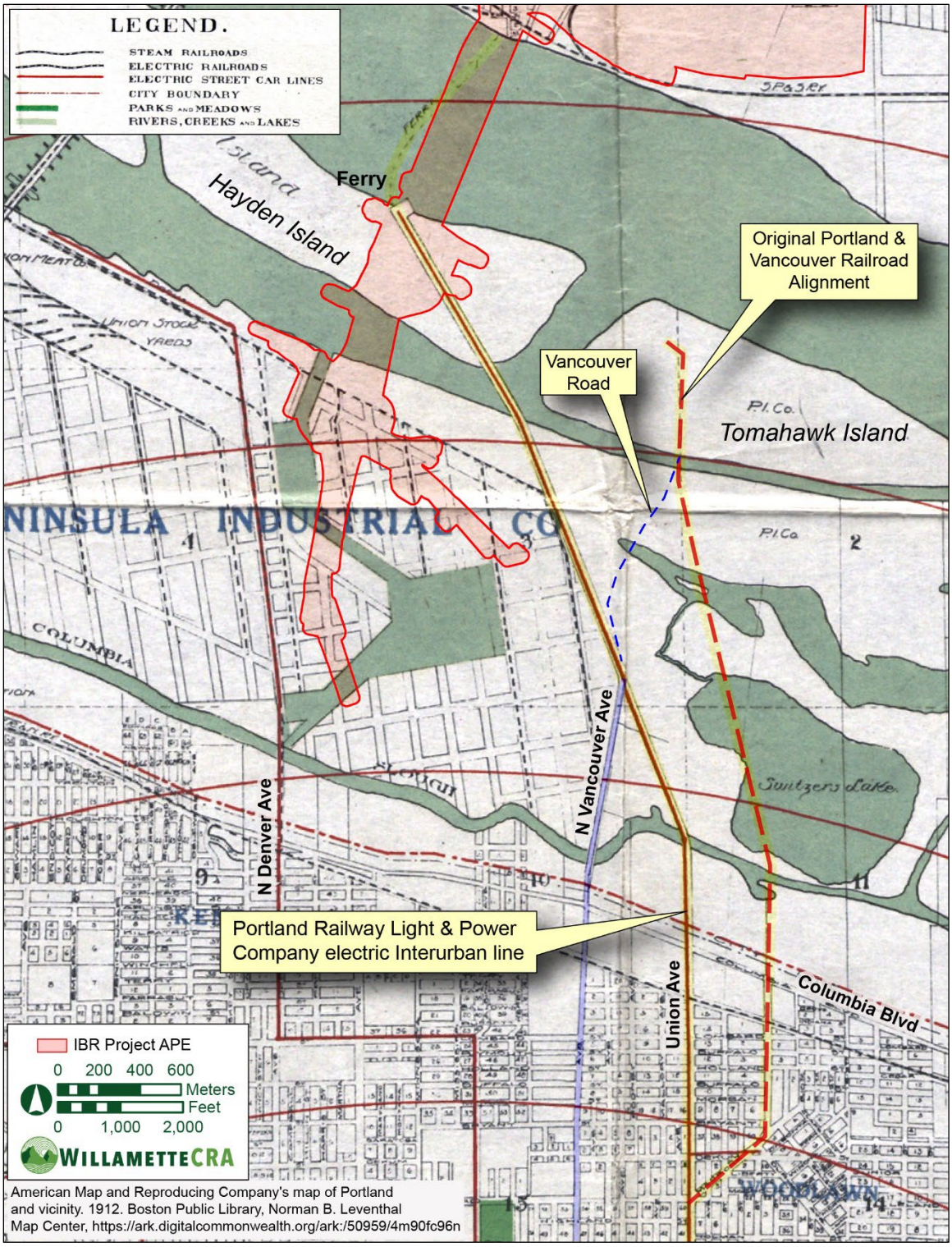

Figure 18. American Map and Reproducing Company's Map of Portland and Vicinity, 1912. Top of map is north. The diagonal red line to the west of Switzler's Lake is the Portland Railway Light and Power Company electric interurban line. Vancouver Road can barely be seen to the west of the interurban line.

Figure 19. Union Avenue (present-day NE Martin Luther King Boulevard) under construction in 1916. View looking north-northwest. The partially constructed viaduct over the Oregon and Washington Navigation Company tracks is in the foreground while the line's shoefly is seen on the left (City of Portland Archives, A2001-008.144).

Construction of the viaduct was underway by May 1916 and completed by October 1916 (Figure 19).[174] In addition to the Union Avenue extension, the City of Portland also paved Union Avenue between present-day North Bryant Street and NE Columbia Boulevard.[175]

The Interstate Bridge opened for vehicular traffic on February 14, 1917; Union Avenue served as the main approach to the bridge on the Oregon side of the Columbia River.[176] After the opening of the Interstate Bridge, the approximately five miles of Union Avenue became the

[174] "Viaduct Takes Form," *Oregonian* (Portland, OR), May 14, 1916, 12; "Views of Work On the Big Viaduct and Fill Extending Union Avenue to Connect With the Interstate Bridge," *Oregonian* (Portland, OR), August 6, 1916, 7; "New Viaduct Completed by City On Union Avenue at Cost of $50,000," *Oregonian* (Portland, OR), October 8, 1916, 16.
[175] "City News in Brief," *Oregonian* (Portland, OR), November 24, 1915, 11.
[176] Harrington and Howard, *Final Report*, 9.

official route of the Pacific Highway through Portland.[177] Following passage of the Federal Highway Act of 1921, the Pacific Highway was officially designated as U.S. Highway 99 in 1926 (also referred to as U.S. Route 99 or U.S. 99 and, later, U.S. 99E).[178] In 1952, NE Union Avenue between NE Columbia Boulevard and North Denver Avenue was reconstructed at a reported cost of one million dollars.[179] The NE Union Avenue interchange with North Denver Avenue/North Interstate Avenue was reconfigured as part of the construction of the Minnesota Freeway (part of I-5) between 1962 and 1964.[180] NE Union Avenue was renamed NE Martin Luther King Jr. Boulevard in 1989 and is also designated as Oregon Route (OR) 99E.[181]

Interstate Avenue (North Interstate Avenue)

In December 1916, Maryland and Patton Avenues were officially renamed Interstate Avenue by the Portland City Council. The name change was in response to requests by residents of the area who wanted the thoroughfare to become an alternative approach to the Interstate Bridge.[182] The 1921 City of Portland plan for major streets and boulevards depicted Interstate Avenue crossing over the Oregon and Washington Railway and Navigation Company's tracks and intersecting with Columbia Boulevard before turning to the northwest and intersecting with Denver Avenue north of Columbia Slough (Figure 20).[183]

In 1929, Multnomah County completed a viaduct to carry Denver Avenue over the Oregon and Washington Railway and Navigation Company's tracks and Columbia Slough.[184]

[177] *The Official Automobile Blue Book, Volume 9: Oregon, Washington, British Columbia, Idaho and Western Montana, with extension routes into Wyoming, Utah and Northern California*, (New York, Chicago, and San Francisco: The Automobile Blue Book Publishing Company, 1919), 91.
[178] United States System of Highways Adopted for Uniform Marking by the American Association of State Highway Officials, (Washington, DC: American Association of State Highway Officials, November 11, 1926).
[179] "Million Dollar Union Avenue Improvement Lessens Danger at City Entry," *Oregonian* (Portland, OR), November 9, 1952, 34.
[180] "Kiewit Wins Bid on Grading," *Oregonian* (Portland, OR), August 9, 1962, 1; "Highway Commission Approves Funds for McKenzie Route," *Oregonian* (Portland, OR), April 26, 1963, 24; "State Opens Bids On Two Freeway Jobs," *Oregonian* (Portland, OR), January 30, 1964, 14; "State Okays Road Section," *Oregonian* (Portland, OR), March 13, 1964, 16; "Minnesota Freeway to Open Next Week, Commission Says," *Oregonian* (Portland, OR), November 25, 1964, 7.
[181] Casey Parks, "Twenty-five years after corridor's controversial renaming, Martin Luther King Jr Boulevard is a map mainstay," OregonLive, accessed November 18, 2022, https://www.oregonlive.com/portland/2014/04/twenty-five_years_after_corrid.html.
[182] "Street Name Changed," *Oregonian* (Portland, OR), December 7, 1916, 13; "Span Approach Aim," *Oregonian* (Portland, OR), December 10, 1916, 15.
[183] *Major Traffic Streets and Boulevard System of Portland, Oregon*, (Portland, Oregon: City Planning Commission, 1921).
[184] "Approach to Span Will Open June 22," *Oregonian* (Portland, OR), June 9, 1929, 16.

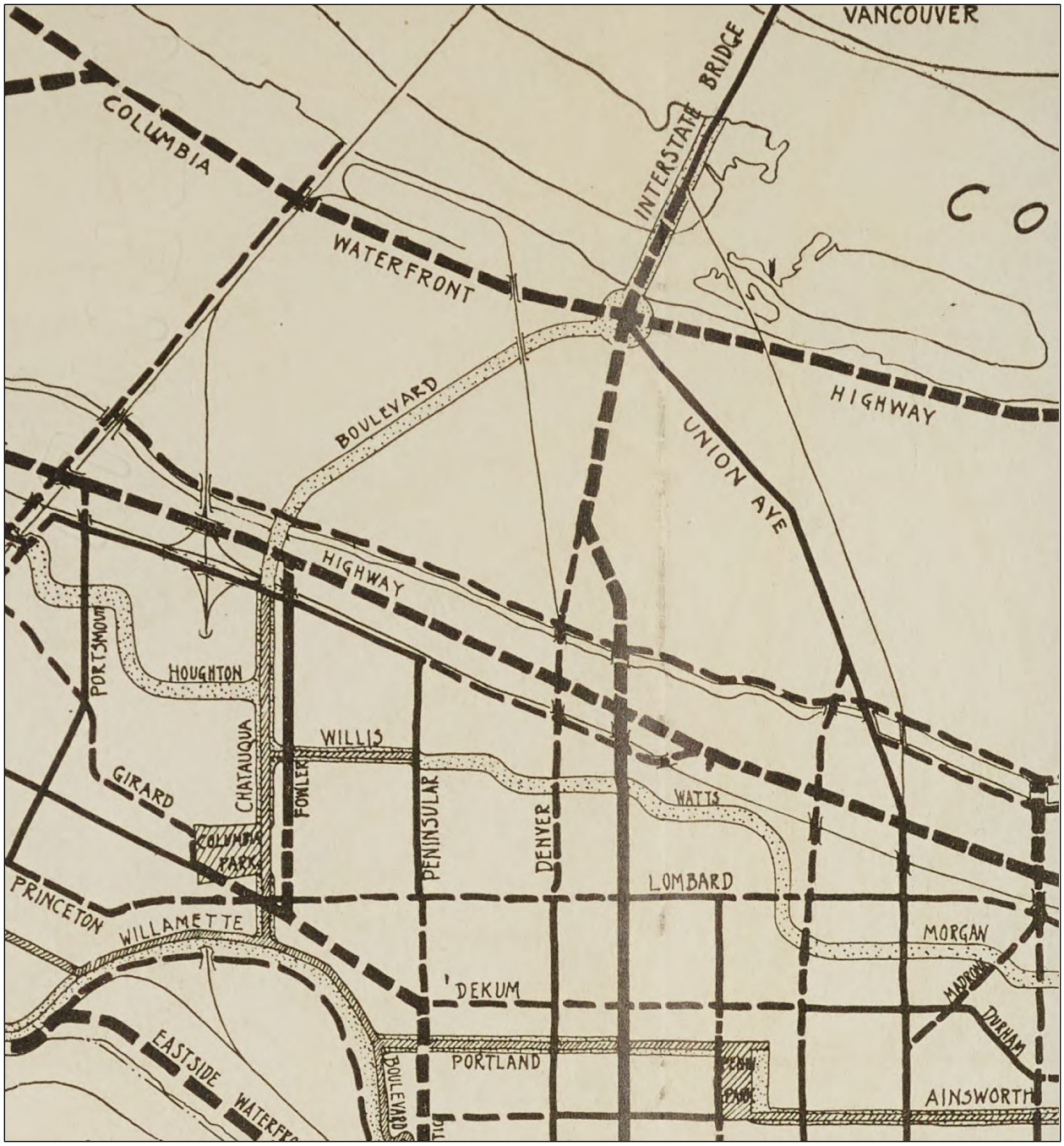

Figure 20. Major Traffic Streets and Boulevard System of Portland, Oregon, 1921. Top of map is north. Denver, Interstate, and Union Avenues are illustrated. Note the proposed connection between Interstate Avenue and Denver Avenue north of Columbia Slough.

Shortly thereafter, property owners in the surrounding area asked the city to build a diagonal connection between the north end of Interstate Avenue and Denver Avenue.[185] However, it appears that the onset of the Great Depression delayed the completion of the link between Interstate Avenue and Denver Avenue. In 1933 the city requested Federal highway funds to finish the link between the two avenues, perhaps around 1947 (Figure 21).[186] The North Denver Avenue / North Interstate Avenue interchange with NE Union Avenue was reconfigured as part of the construction of the Minnesota Freeway between 1962 and 1964.[187]

Denver Avenue (North Denver Avenue)

When the Kenton neighborhood was platted in 1905, Derby Street was the main street. Derby Street was renamed Denver Avenue in August 1920.[188] Multnomah County completed a viaduct to carry Denver Avenue over the Oregon and Washington Railway and Navigation Company's tracks and Columbia Slough in 1929.[189] During the 1930s, Interstate Avenue was extended to connect with Denver Avenue, which created an alternative approach to the Interstate Bridge (Figure 21).[190] The North Denver Avenue/N Interstate Avenue interchange with NE Union Avenue was reconfigured as part of the construction of the Minnesota Freeway between 1962 and 1964.[191]

The Good Roads Movement

Early Organized Road Improvements

Before the invention and widespread adoption of the automobile, bicyclists were among the most vocal advocates for road improvements during the late nineteenth and early twentieth centuries. The League of American Wheelmen, now known as the League of American

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[185] "Bridge Cut-Off Wanted," *Oregonian* (Portland, OR), July 28, 1929, 9; "City News in Brief: Street Extension Sought," *Oregonian* (Portland, OR), September 17, 1929, 13.
[186] "Federal Aid Asked for City Projects," *Oregonian* (Portland, OR), July 2, 1933, 5; Public Works Administration, *A2005-005.1415.9: Aerial of Jantzen Beach and the Columbia River near the Interstate Bridge*, Photograph, 1935, Portland, OR: The City of Portland, Auditor's Office, record Number AP/48293. https://efiles.portlandoregon.gov/Record/5257955/.
[187] "Kiewit Wins Bid on Grading," *Oregonian* (Portland, OR), August 9, 1962, 1; "Highway Commission Approves Funds for McKenzie Route," *Oregonian* (Portland, OR), April 26, 1963, 24; "State Opens Bids On Two Freeway Jobs," *Oregonian* (Portland, OR), January 30, 1964, 14; "State Okays Road Section," *Oregonian* (Portland, OR), March 13, 1964, 16; "Minnesota Freeway to Open Next Week, Commission Says," *Oregonian* (Portland, OR), November 25, 1964, 7.
[188] "City News in Brief: Street Name, Decided," *Oregonian* (Portland, OR), August 11, 1920, 9.
[189] "Approach to Span Will Open June 22," *Oregonian* (Portland, OR), June 9, 1929, 16.
[190] "Federal Aid Asked for City Projects," *Oregonian* (Portland, OR), July 2, 1933, 5.
[191] "Kiewit Wins Bid on Grading," *Oregonian* (Portland, OR), August 9, 1962, 1; "Highway Commission Approves Funds for McKenzie Route," *Oregonian* (Portland, OR), April 26, 1963, 24; "State Opens Bids On Two Freeway Jobs," *Oregonian* (Portland, OR), January 30, 1964, 14; "State Okays Road Section," *Oregonian* (Portland, OR), March 13, 1964, 16; "Minnesota Freeway to Open Next Week, Commission Says," *Oregonian* (Portland, OR), November 25, 1964, 7.

Figure 21. North Denver Avenue and Interstate Avenue Approach to the Interstate Bridge, 1947. View looking northeast (City of Portland Archives, A2005-001.752, Record Number AP/5493).

Bicyclists, was organized in 1880 and evolved to advocate on behalf of good roads and the legal right of cyclists to use those roads. The introduction of the safety bicycle in the 1880s prompted a cycling craze, and by the early 1890s, it was estimated that there were over one million bicyclists in the United States.[192]

Daredevil bicycle racer and stunt performer Frederick T. Merrill (1858–1944) was the pioneer wheelman of Portland. In November 1882 Merrill arrived in Portland from San Francisco on the steamship *Columbia*. His first job in Portland was performing stunts on a high-wheeled "penny farthing" bicycle in Stockton's Humpty Dumpty Extravaganza variety show. After his stunt act, Merrill challenged world champion bicyclist Charles A. Booth to a race. Booth accepted Merrill's

[192] Margaret Guroff, "American Drivers Have Bicyclists to Thank for a Smooth Ride to Work," *Smithsonian Magazine*, September 12, 2016, https://www.smithsonianmag.com/travel/american-drivers-thank-bicyclists-180960399/.

challenge, though according to local lore, Booth allegedly checked out of his hotel and left town before he could race Merrill.[193]

Approximately one year after the variety show folded, Merrill became a partner in the Hollister and Merrill engraving company. However, he continued to encourage bicycle enthusiasm, and in 1885 he became the northwestern agent for Columbia Bicycles made by the Pope Manufacturing Company of Boston, Massachusetts. His first stock included about twenty to thirty Columbia "high-wheels," and years later, Merrill recalled that they ranged in cost from eighty-five dollars to 150 dollars. Though he sold his first bicycles out of a tent, he moved his business into a building at 148 5th Street by 1889.[194] In the early 1890s he sold safety bicycles instead of the old "high-wheelers." Merrill later declared that the peak of the bicycle craze occurred in 1898, when he sold 8,850 Rambler bicycles.[195] The Fred T. Merrill Cycle Company operated until 1905, and Merrill estimated he sold about 52,000 bicycles during the twenty years he was in business.[196]

By the mid-1890s, bicycling was a popular activity in Portland, despite the relatively high cost of the bicycles. Bicycle clubs in the city often went on cross-country "runs" over the roads between Portland and surrounding towns such as Gresham and Troutdale, though newspapers noted that stronger and more experienced riders sometimes rode west of the city to Hillsboro. Bicyclists heading to Gresham could choose from several routes along the Powell's Valley Road (present-day SE Powell Boulevard), Section Line Road (present-day SE Division Street), and Base Line Road (present-day SE Stark Street), though riders were warned to avoid the poorly maintained and treacherous Foster Road (present-day SE Foster Road). One notable "wheeling run" took place in the summer of 1895, when fifty riders of the Zig-Zag Cycle Club made a fifty-mile-long round trip from Portland to Troutdale and back. Other adventurous bicyclists rode north out of the city to the PVRR trestle over the lowlands south of the Columbia River and took the ferry to Vancouver, where they enjoyed rides over paths improved by the bicycle clubs in Clark County.[197]

In May 1896, Portland mapmaker Cunningham and Banks published a map of bicycle roads in Portland and the surrounding areas. This rather novel map was created specifically for leisure

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[193] "The Life and Times of Fred T. Merrill," *Oregonian* (Portland, OR), March 8, 1936, 51.
[194] "Advertisement: Fred T. Merrill," *Oregonian* (Portland, OR), February 13, 1889, 4; "The Life and Times of Fred T. Merrill," *Oregonian* (Portland, OR), March 8, 1936, 51. Note: According to Merrill's recollection to *Oregonian* in 1936, the tent was made by Ernest Henry Wemme of the Willamette Tent and Awning Company.
[195] "The Life and Times of Fred Merrill," *Oregonian*, 52.
[196] "The Life and Times of Fred T. Merrill," *Oregonian*, 51, 60. Note: In 1906, Fred T. Merrill purchased Miller's Twelve-Mile House on the Base Line Road (present-day SE Stark Street) and opened a tavern that was a popular stop for early autoists. It later evolved into a notorious roadhouse and the building eventually burned to the ground in 1939.
[197] "Fine Trips Awheel," *Oregonian* (Portland, OR), October 14, 1895, 3.

travel by bicycle and may be one of the first road maps intended for use by the public. Roads on the map were more detailed than those shown on topographical maps, and each road was coded to indicate the condition of the route. The map also offered helpful tips for bicyclists and advised the best routes to take for excursions into the countryside. While the map demonstrates the popularity of bicycling in Portland during the 1890s, it also illustrates that the hobby was generally for the wealthy. Along the sidebar of the map is an advertisement for the Cleveland Bicycle, available at G. G. Wickson and Company for one-hundred dollars. For the same amount of money, aspiring wheelmen could purchase the Sterling Bicycle at A. B. Mitchell and Company.[198]

While the 1896 Cunningham and Banks map shows there were well-maintained roads throughout Multnomah County, Portland bicycle clubs often took matters into their own hands and improved paths for their use along the less well-traveled routes. By May 1897, the United Wheeling Association of Portland created a pathway along the PVRR trestle for bicyclists to use.[199] Bicycling excursions between Portland and Vancouver became popular, and in April 1898, ferry operators noted that 1,700 bicyclists crossed the Columbia River on one Sunday to enjoy rides in Clark County.[200]

By 1901, the Portland bicycle clubs successfully lobbied Multnomah County to build over five miles of improved paths along Columbia Slough Road (present-day NE Columbia Boulevard).[201] In January 1904, *The Oregonian* praised Multnomah County for its efforts to improve about 200 miles of the approximately 1,000 miles of county roads. The county employed six rock crushers and one steam roller to compact the crushed rock and gravel and create a crown in the center of the road. Drainage ditches were constructed along each side of the road and graveled bicycle paths were laid down beside the ditches. Multnomah County used prisoner labor to construct these roads, though the use of unpaid prison labor later became a controversial issue among "good roads" advocates.[202]

Portland Automobile Club

On November 7, 1899, Portland businessman Ernest Henry Wemme (1861–1914) bought a steam-powered Locomobile, which was the first automobile in Portland and Oregon. His Locomobile reportedly cost just over one-thousand dollars.[203] In 1901, Fred T. Merrill started selling automobiles at his bicycle business, and that same year, Merrill led the first cross-

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[198] *Bicycle Road Map: Portland District*, (Portland, Oregon: Cunningham & Banks, 1896).
[199] "New Cycle Paths," *Oregonian* (Portland, OR), May 16, 1897, 20; "Good Work on Woodlawn Path," *Oregonian* (Portland, OR), June 9, 1897, 8.
[200] "_," *Vancouver Weekly Columbian* (Vancouver, WA), April 22, 1898, 3.
[201] "Paths For Bicyclists," *Oregonian* (Portland, OR), May 23, 1901, 7.
[202] "Multnomah Sets Pace," *Oregonian* (Portland, OR), January 1, 1904, 27.
[203] "City News in Brief: First Automobile Here," *Oregonian* (Portland, OR), November 8, 1899, 5.

country automobile “run” in Oregon, which included Wemme among the drivers.[204] By 1903, Merrill was offering Oldsmobile automobiles for $675 and Rambler “hydro-carbon runabouts” for $750 to $850.[205] Prior to mass production, automobiles were typically hand-built, costly machines intended for the wealthy. The typically rich and politically well-connected early adopters of automobiles, who often referred to themselves as “automobilists” or “autoists” formed clubs with other individuals who shared their interests. Like the bicycle clubs before them, the automobile clubs wanted improved roads that could be used in all-weather conditions.

The Portland Automobile Club (PAC) was one of the earliest automobile clubs in the Pacific Northwest. Founded in April 1905, the PAC was the leading advocate for good roads in Oregon during the first two decades of the twentieth century.[206] The first board of directors of the PAC included pioneering Portland autoists Arthur K. Bentley, president of the Bentley Realty Company; Sol Blumauer, partner in the wholesale liquor distribution company Blumauer and Hoch; Dr. Charles B. Brown, dentist; David T. Honeyman, treasurer, Honeyman Hardware Company; Robert D. Inman, president, Inman, Poulsen and Company, lumber manufacturers; William F. Lipman, buyer for the Lipman, Wolfe and Company department store; Dr. Albert E. Mackay, physician and surgeon; Phillip S. Malcolm, agent for the P.S. Malcolm and Company, insurance brokers; and Drake C. O’Reilly, president of the Oregon Round Lumber Company.[207]

The primary stated goal of the PAC was “to promote and maintain a social and protective organization of all persons owning or interested in motor vehicles,” and efforts of the club included the development of motor vehicle rules, speed limits, and the licensing of chauffeurs.[208] The PAC initially had about thirty members, but membership in the club grew to 113 in 1909 and rose to 380 by 1910.[209] The wealth and social prominence of early autoists in the PAC helped produce rapid and tangible improvements in early road conditions, first around Portland and then elsewhere throughout the state. These improvements occurred because the members of the PAC were not content to just lobby local government officials and publish good roads testimonials in the newspapers. In fact, many of the early club members paid for road improvements out of their own pockets. In July 1905, only a few months after the PAC was

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[204] “Bicycles and Automobiles,” *Oregonian* (Portland, OR), January 1, 1902, 47; “Auto Cross-Country Run,” *Oregonian* (Portland, OR), August 26, 1901, 6.
[205] “Advertisement: Have You Seen the New Arrivals?” *Oregonian* (Portland, OR), April 26, 1903, 14; “Advertisement: The Oldsmobile,” *Oregonian* (Portland, OR), July 23, 1903, 11.
[206] “Automobile Club Organized,” *Oregonian* (Portland, OR), April 28, 1905, 14.
[207] “Automobile Club Organized,” *Oregonian*; *Portland City Directory* (Portland, Oregon: R.L. Polk and Company, Publishers, 1905), 210, 225, 247, 550, 571, 671, 713, 718, 822.
[208] “Automobile Club Organized,” *Oregonian* (Portland, OR), April 28, 1905, 14; “Auto Club Meets,” *Oregonian* (Portland, OR), April 26, 1906, 11; “Auto Club Wins Its Point,” *Oregonian* (Portland, OR), May 3, 1906, 7; “City Has Effective Law,” *Oregonian* (Portland, OR), January 23, 1910, 10.
[209] “Affairs of the Club Men: Salmons Form Club,” *Motor Age* (Chicago, IL), May 11, 1905, 12; “Owners Have Strong Club,” *Oregonian* (Portland, OR), March 7, 1909, 2; “Auto Club Plans Big,” *Oregonian* (Portland, OR), April 6, 1910, 7.

founded, members of the club paid $2,630 to oil several miles of the Linnton Road (present-day U.S. 30) in order to keep the dust down and provide a better driving surface.[210]

Public interest in automobiles increased following the founding of the PAC. The Lewis and Clark Centennial Exposition of 1905 featured one of the first public exhibitions of automobiles in Portland, with several Oldsmobile models on display in the Exposition's Transportation Building.[211] The Centennial site also served as finish-line to a transcontinental automobile race, which was won by a driver piloting an Oldsmobile. In addition to the exhibits and the race, the annual convention of the National Good Roads Association was held at the exposition. National press accounts reported strong interest in automobiles in Portland and identified the PAC as the group most responsible for creating that curiosity on the part of the public.[212]

Of the powerful and influential industrial magnates and white-collar professionals in the PAC, Robert D. Inman, the first vice-president of the club and former Oregon state legislator and state senator, was perhaps one of the most well-connected and influential members of the organization. Sol Blumauer, who bought the second automobile in Portland, was also among the more vocal advocates for road improvements in Oregon.[213] However, it was Ernest Henry Wemme who became the most visible and influential "good roads" advocate in Oregon.[214] Both Wemme and Blumauer were involved in the oiling of Linnton Road, and in October 1905, the PAC appointed them to lobby the Multnomah County commissioners to improve roads throughout the county.[215] Besides asking for general improvements to roads in Multnomah County, the PAC also asked the Multnomah County commissioners to support the broader statewide effort to create a north-south road between Portland and Ashland, Oregon, and an east-west road from Portland to eastern Oregon along the south bank of the Columbia River. In addition to the two main roads, the PAC also advocated the creation of a road from Portland to Astoria and Seaside.[216]

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[210] "Minutes of the Club," *Motor Way* (Chicago, IL), August 10, 1905, 10; "Clubs and Contests," *Motor Way* (Chicago, IL), September 28, 1905, 23; "When Oregon Motoring Wasn't a Pleasure," *Oregonian* (Portland, OR), November 22, 1936, 80.
[211] Waldon Fawcett, "Automobiles at Lewis and Clark Exposition," *Automobile* (Chicago, IL), July 27, 1905, 119.
[212] James W. Abbott, "Concerning the Recent Transcontinental Race from New York to Portland, Oregon," *Automobile* (Chicago, IL), August 10, 1905, 150.
[213] J.D. Chandler, "Car Show." Weird Portland, accessed November 15, 2022, http://weirdportland.blogspot.com/2016/05/car-show.html. Note: Sol Blumauer's company owned the Claremont Tavern on the Linnton Road, which served as an early clubhouse for PAC members and other automobile enthusiasts.
[214] William Lang, "E. Henry Wemme (1861-1914)." Oregon Encyclopedia, accessed November 15, 2022, https://www.oregonencyclopedia.org/articles/wemme_henry/.
[215] "Build Good Roads," *Oregonian* (Portland, OR), October 30, 1905, 7.
[216] "Build Good Roads," *Oregonian*; "Gigantic Plan for Good Roads," *Oregonian* (Portland, OR) May 20, 1906, 17; "Wagon Road To Sea," *Oregonian* (Portland, OR), May 9, 1907, 16.

At the local level, the PAC members worked to improve driving conditions in Portland and the surrounding countryside. By September of 1905, members of the Portland Automobile Club were putting up "road-guide boards" (directional signs) around Portland to provide autoists with a way to navigate the local roads.[217] In 1907 the PAC asked the City of Portland to sprinkle the dirt and gravel city streets with oil instead of water, mostly to keep the dust down, but also to prevent individuals from picking up rocks out of the street and throwing them at passing autoists.[218] In that same year, the PAC began a comprehensive effort to put up directional signs at all major road intersections throughout Portland and Multnomah County.[219] In 1909, at the urging of the PAC, the City of Portland put up the first stop sign in the city at present-day SE Morrison Street and SE 20th Avenue.[220] Later in 1909, the PAC ordered 450 road signs, and in 1910 the club paid $2,500 for an additional thousand directional signs.[221] In addition to road and signage improvements, the PAC also paid for a road engineer to create a tour book of sixty maps illustrating various road routes across the entire state of Oregon, which was published in late 1910.[222]

With Henry Ford's introduction of the Model T automobile in 1908, more and more people could afford automobiles. As automobile ownership gradually became more popular across the United States, increasing numbers of autoists joined national automobile clubs, such as the American Automobile Association (AAA), which emerged as a powerful advocate for road improvements nationwide. Farmers in rural areas of the United States also became vocal "good roads" advocates after home mail delivery was introduced by the U.S. Post Office Department's Rural Free Delivery system.[223] Oregon reflected the national trend toward wider automobile ownership and more egalitarian automobile club membership, and by 1910 there were automobile clubs in Astoria, Corvallis, The Dalles, Grants Pass, Hood River, La Grande, McMinnville, Medford, Pendleton, Salem, Tillamook, and Wasco. As automobiles were adopted more widely across the entire state of Oregon, the PAC launched the Oregon State Automobile Association in 1910 to unite all the individual local clubs and represent the needs of all automobile owners in the state.[224]

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[217] "The Minutes of the Club," *Motor Way* (Chicago, IL), July 27, 1905, 15; "Good Road News," *Cycle and Automobile Trade Journal* (Philadelphia and New York), September 1, 1905, 54.
[218] "To Sprinkle City Streets With Oil," *Oregonian* (Portland, OR), May 26, 1907, 41.
[219] "State Motor Association to Get Back Old Signal," *Oregonian* (Portland, OR), March 16, 1958, 14.
[220] "Automotive Notes," *Oregonian* (Portland, OR), May 26, 1957, 32.
[221] "Order 450 Road Signs," *Oregonian* (Portland, OR), September 5, 1909, 5; "Signs Will Go Up," *Oregonian* (Portland, OR), May 1, 1910, 10.
[222] "Professional To Aid Oregon Roads," *Oregonian* (Portland, OR), February 13, 1910, 5; "Booklet With Maps of Roads In State Is Now Ready For Autoists," *Oregonian* (Portland, OR), September 18, 1910, 5.
[223] Richard Weingroff, "Federal Aid Road Act of 1916: Building the Foundation," U.S. Department of Transportation, Federal Highway Administration, accessed November 10, 2022, https://highways.dot.gov/public-roads/summer-1996/federal-aid-road-act-1916-building-foundation.
[224] "Autoists To Join Forces," *Oregonian* (Portland, OR), January 23, 1910, 3.

The Pacific Highway Association

At the regional level, by 1910, the PAC and Washington State automobile clubs regularly communicated with other similar clubs along the West Coast of the United States and British Columbia, and the concept of a larger club of "Pacific Coast autoists" gradually emerged. In September 1910 delegates from automobile clubs in California, Oregon, Washington, and British Columbia met in Seattle to form the Western Automobile Association. Originally slated for September 4th, hazardous forest fire conditions delayed the meeting until September 18th and 19th.[225] The Vancouver [Washington] Automobile Club was apparently not represented, but several delegates from the PAC took their automobiles by steamboat and landed in the vicinity of Kalama on the Columbia River to avoid poor road conditions in Clark County along their route to Seattle.[226] Once the delegates converged in Seattle, they met at the Hotel Washington Annex on Sunday, September 18, and created a temporary organization dubbed the Western Automobile Association. During a banquet at the Arctic Club the following day, the delegates adopted the Pacific Highway Association name instead.[227]

The primary goal of the Pacific Highway Association was the construction of a continuous highway route along the Pacific Coast. To achieve this goal, the Pacific Highway Association planned to create automobile clubs or good roads clubs in every city along the proposed route of the highway. Judge J. R. Ronald of the Automobile Club of Seattle was elected president of the new Pacific Highway Association and Charles A. Ross of the Vancouver [British Columbia] Automobile Club was elected treasurer. Initial financial support for the new organization was provided by the clubs in Victoria and Vancouver, British Columbia, Portland, and Seattle.[228] The first major project undertaken by the Pacific Highway Association was the placement of uniform signs along the designated route of the Pacific Highway. The organization also distributed information about road grading equipment.[229]

In Oregon, the route of the Pacific Highway originated at the Hayden Island ferry landing on the Columbia River and ran southward through Portland, Salem, Albany, Roseburg, Grants Pass, Medford, and Ashland before ending at the Oregon-California state line.[230] The first construction of the Pacific Highway in Oregon began in Jackson County in 1913, but the project was not

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[225] "Auto Meet Is Postponed," *Oregonian* (Portland, OR), August 31, 1910, 7; "Seattle Trip Is Delayed 2 Weeks," *Oregonian* (Portland, OR), September 4, 1910, 3.
[226] "Autoists To Take Trip," *Oregonian* (Portland, OR), September 13, 1910, 7; "Seattle Is Destination," *Oregonian* (Portland, OR), September 16, 1910, 8.
[227] "Autoists Will Perfect Organization Tonight," *Seattle Daily* Times, September 19, 1910, 3; "Autoists Organize Highway Association," *The Seattle Daily* Times, September 20, 1910, 9.
[228] "Plan Trunk Line Canada to Mexico," *Columbian* (Vancouver, WA), September 24, 1910, 4.
[229] "Plan Trunk Line Canada to Mexico," *Columbian*.
[230] *Map of the Pacific Highway, Showing Every City, Town, Village and Hamlet Throughout Its Entire Length Proposed by the Pacific Highway Association and Also Advocated by the National Highways Association*, (Washington, DC: National Highways Association, 1915).

completed until 1914 due to contracting problems.[231] An important link along the Pacific Highway was the Interstate Bridge across the Columbia River between Portland and Vancouver. Construction began in 1915, and on February 14, 1917, the Interstate Bridge officially opened to all traffic, including automobiles, bicycles, horse-drawn wagons, interurban streetcars, livestock, pedestrians, and trucks crossing the Columbia. Basic tolls for self-propelled vehicles generally ranged from five to fifty cents.[232]

Drivers headed to Vancouver, Washington, from downtown Portland would generally follow the official route of the Pacific Highway. Starting at the intersection of SW Broadway and SW Washington Street, drivers would travel north on Broadway and cross the Willamette River on the Broadway Bridge. After crossing the bridge, drivers would then continue east to Union Avenue (present-day NE Martin Luther King Jr. Boulevard), where they would turn north and follow Union Avenue for just over five miles before reaching the Interstate Bridge across the Columbia River.[233]

In October 1923 the entire 1,687-mile-long Pacific Highway between Blaine, Washington, and the California-Mexico border was officially declared completed and opened to vehicular traffic; practically the entire Pacific Highway in Washington and Oregon was paved by this date.[234] In November 1926, the Pacific Highway through Oregon was officially designated as U.S. Highway 99 (also referred to as U.S. Route 99 or U.S. 99).[235]

Early History of the Oregon State Highway Department (1913–1920)

In 1905, the Oregon state legislature enacted the first vehicle registration law. In order to legally drive on county roads, vehicle owners paid a one-time registration fee of three dollars, which was dedicated to road construction. A total of 218 vehicles were registered in 1905.[236] Owners made their own license plates of leather or metal or painted their registration numbers on the rear bumper of their automobiles.[237] Annual vehicle registration renewal started in 1911, and by that time, 6,428 vehicles were registered in Oregon.[238] Fees were assessed on a sliding scale and based on horsepower; the revenue was earmarked for road construction and maintenance.[239]

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[231] *A Chronological History of the Oregon Department of Transportation: 1899 to August 1993*, 2.
[232] Harrington and Howard, *Final Report*, 9, 60.
[233] *The Official Automobile Blue Book*, 81–82.
[234] "Pacific Highway Open Today for Entire Distance," *Columbian*, October 19, 1923, 1.
[235] *United States System of Highways Adopted for Uniform Marking by the American Association of State Highway Officials*, (Washington, DC: American Association of State Highway Officials, 1926);
[236] *Oregon on the Move: A History of Oregon's Transportation Systems* (Salem, Oregon: ODOT History Committee, 2009), 10.
[237] *A Chronological History*, 1.
[238] *Oregon on the Move*, 11.
[239] *A Chronological History*, 1.

In 1913, there were 13,957 registered motor vehicles in Oregon. That same year, the Oregon state legislature created the Oregon State Highway Commission (OSHC), made up of the governor, the secretary of state, and the state treasurer, and the Oregon State Highway Department (OSHD). The OSHC and the OSHD supervised all aspects of state road construction including selecting materials and letting contracts. Though each county was responsible for improvements on main highways within their borders, the OSHC and the OSHD supervised the surveying and engineering of the road. Motor vehicle registration fees were allocated to each county based on the percentage of fees the state collected from each county. At the time the OSHC and the OSHD were created in 1913, only twenty-five miles of paved roads and streets existed in Oregon.[240]

In September 1914, the OSHC approved the first state highway plan for Oregon. It designated 1,070 miles of primary routes and 1,830 miles of secondary routes. One of the primary routes was the Pacific Highway between Portland and the Oregon-California state line. Also in 1914, construction of the Columbia River Highway, another primary route, began in Columbia, Clatsop, Hood River, and Multnomah Counties. An unpaved section of the Columbia River Highway between Portland and Hood River opened in July 1915. In that same year, 26,740 motor vehicles were registered in Oregon.[241]

A number of notable “firsts” occurred in 1916. In that year, the Columbia River Highway between Portland and the Multnomah County/Hood River County line was paved and dedicated, becoming the first major paved road in the Pacific Northwest. Also in 1916, the first painted centerline traffic stripes in Oregon were painted on curved sections of the Columbia River Highway just east of Crown Point, and the first Oregon state highway map was published. In another important first, in 1916 Oregon received its first federal grant under the Federal-Aid Highway Act of 1916.[242]

It was evident that the OSHC made up of top elected state officials was well intentioned, but the members had much to do in their regular jobs. They had little time to devote to setting the agenda for statewide road matters and no bonding authority to build roads. By 1917, lawmakers created a governor-appointed three-person citizen commission to manage the highway department and prioritize its construction program. With the citizen commission’s leadership and the injections of state and federal money, Oregon’s road and bridge building program blossomed.

By 1917, there were 48,632 registered motor vehicles in Oregon, an increase of over 48,000 vehicles since registration began in 1905, and nearly double the number of registrations the

[240] *A Chronological History*, 2.
[241] *A Chronological History*, 3–5.
[242] *A Chronological History*, 3–5.

previous year. In 1917, voters approved a referendum for the OSHC to sell general obligation bonds for road construction in 1917 (initially worth $6 million), and motor vehicle registration fees were directed to the State Highway Fund and dedicated to paying down the bonded debt. Also in 1917, the state legislature shifted the responsibility of road construction from the counties to the OSHC and the OSHD, and the State Highway system was enlarged to a total of 4,317 miles of primary and secondary routes, of which approximately twenty miles were paved.[243]

There were 166 miles of state roads constructed in Oregon in 1918, and 66,826 registered motor vehicles in the state. The following year, an additional 428 miles of state roads were constructed, and the OSHD established a laboratory at Salem to test road-building materials. Also in 1919, Oregon enacted the first motor vehicle fuel tax in the U.S. and collected $342,000 in the first year. Registration fees were also increased in 1919, and the first driving under the influence of intoxicants (DUII) laws were passed that same year. The DUII laws were followed by the first driver license law in 1920, which set sixteen as the minimum age to obtain a license.[244]

By 1920, there were 107,307 motor vehicles registered in Oregon, or about 500 times the number of vehicles that were registered in 1905. Most sections of the Columbia River Highway between Astoria and Pendleton were paved by 1920, and the OSHD began placing informational and directional signage on primary state highways that same year.[245]

In 1969, state lawmakers created the Oregon Department of Transportation to group together the former state highway department with state agencies that managed other transportation modes. They also provided for a director of transportation and a transportation commission to guide the larger, combined agency.[246] In that same year, there were 7,534 total miles of primary and secondary state roads in Oregon. In 1969, there were 1,176,000 licensed drivers among the total state population of 2,032,000. There were 1,335,000 registered motor vehicles in Oregon in 1969, which consumed over one billion gallons of fuel during that year alone.[247]

Federal-Aid Highway Act and U.S. Highways

During the early 1900s, the work of private individuals and state highway departments across the U.S. drove many advances in road construction technology. However, the federal government also emerged as a technical leader during this period. In 1905, the U.S.

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[243] *A Chronological History*, 5–6.
[244] *A Chronological History*, 7–8.
[245] *A Chronological History*, 8–9.
[246] *Oregon on the Move*, 62.
[247] U.S. Department of Transportation, Federal Highway Administration, *Highway Statistics, 1969* (Washington, DC: U.S. Department of Transportation, Federal Highway Administration, 1969), https://rosap.ntl.bts.gov/view/dot/8326.

Department of Agriculture Office of Public Road Inquiries and Division of Tests of the Bureau of Chemistry were merged into the new federal Office of Public Roads (OPR). That same year, geologist Logan Waller Page became director of the OPR. Page believed that scientists and engineers, not politicians, were best equipped to solve road construction problems across the U.S. In his role as director of OPR, Page conducted extensive studies of road-building materials and established a reputation of high standards.[248]

As the automobile gradually became cheaper and more popular, national automobile clubs like the American Automobile Association (AAA), regional road organizations like the Pacific Highway Association, and other "good roads" advocates lobbied for federal funding for road improvements. Federal funding for state road projects was a controversial issue. In 1912, the U.S. House of Representatives passed a bill proposing a federal rental payment to counties for the use of their roads to carry mail. The bill, named for Missouri Representative Dorsey W. Shackleford, died in the U.S. Senate. Debate over the Shackleford Bill illustrated the ideological divide between the farmers, who dreamed of all-weather roads to carry their crops to market, and the autoists and lobbyists, who wanted hard-surfaced, interstate highways.[249]

Following the failure of the Shackleford Bill, an experimental funding program for the improvement of post roads (roads used by the U.S. Post Office Department to carry mail) went into effect in 1913. Oversight of state and local road improvement projects were administered by the OPR. However, this program ultimately failed due to numerous challenges, including state and county officials who resented the OPR supervision of their projects and confusion arising over onerous federal contracting and labor requirements imposed upon the projects, such as an eight-hour workday and prohibition against the use of convict labor. Only about 457 miles of post roads were constructed in twenty-eight counties in seventeen states. One important lesson learned was that OPR was too small of a government agency to work with the approximately 3,000 counties across the US. This led to the subsequent decision that federal road aid should go directly to states and not counties.[250]

At the state level, the American Association of State Highway Officials (AASHO) was founded in December 1914, and the founding of AASHO marks a shift from ad hoc road construction practices to road engineering as a professional field.[251] Over the following two decades, road and bridge engineering at the state level became increasingly standardized, and state highway departments evolved into complex government agencies. One of the primary goals of AASHO

[248] "History," U.S. Department of Transportation, Federal Highway Administration online, accessed October 5, 2022, https://highways.dot.gov/federal-lands/about/history.
[249] "History," U.S. Department of Transportation, Federal Highway Administration online.
[250] Richard Weingroff, "Federal Aid Road Act of 1916: Building the Foundation." U.S. Department of Transportation, Federal Highway Administration online, accessed October 5, 2022, https://highways.dot.gov/public-roads/summer-1996/federal-aid-road-act-1916-building-foundation.
[251] Weingroff, "Federal Aid Road Act of 1916."

was to pass a federal-aid road bill in Congress. At the Pan-American Road Congress in September 1915, several AASHO members, led by Thomas H. MacDonald, chief engineer of the Iowa State Highway Commission, drafted legislation to satisfy the disparate interests between states with existing road networks and states that had not yet developed highway systems. MacDonald was associated with Page of the OPR, who also played an advisory role in crafting the bill.[252]

Representative Shackleford of Missouri introduced a new federal-aid road bill to the U.S. House of Representatives in 1916. In general, Shackleford's bill included funding for the improvement of rural post roads and outlined how the states would plan and execute road improvement projects under state control. Support of the bill was mixed, with some praising its straightforward and clear prescriptions for federal aid, while others decried the bill as an opportunity for politicians to distribute "pork barrel" projects to favored constituents. Debate over the contents of the bill continued after it was sent to U.S. Senate Committee on Post Offices and Post Roads, headed by the powerful Senator John H. Bankhead of Alabama. Senator Bankhead was a vocal supporter of federal aid for road improvements and was closely associated with Page of the OPR. Senator Bankhead amended Representative Shackleford's bill by deleting the entire text after the enacting clause and inserting the language of the AASHO model legislation formulated at the 1915 Pan-American Road Congress.[253]

In general, Senator Bankhead's bill called for $75 million of federal road aid given over a five-year period. The funds would be 50-50 matching grants, with the 50 percent federal share calculated using a formula incorporating the existing road network, geographic area, and population of each state. After extensive debate and several amendments, the U.S. Senate passed the Bankhead bill on May 8, 1916. The bill passed out of conference committee on June 27, and both the U.S. House of Representatives and U.S. Senate approved the bill that same day. President Woodrow Wilson signed the Federal Aid Road Act on July 11, 1916.[254] In 1916, Oregon received its first grant under the Federal Aid Road Act of 1916. This grant totaled $206,481, though use of these funds were restricted to rural roads.[255]

US Highway 99 in Oregon

During the early years of interstate highway travel, automobile trail associations like the Pacific Highway Association identified and named interstate routes across the U.S. By the mid-1920s, there were over 250 named highway routes in the U.S., including routes such as the Columbia River Highway, Pacific Highway, and Roosevelt Coast Highway in Oregon. This large number of names led to widespread confusion on the part of travelers, so AASHO began looking for a

[252] Weingroff, "Federal Aid Road Act of 1916."
[253] Weingroff, "Federal Aid Road Act of 1916."
[254] Weingroff, "Federal Aid Road Act of 1916."
[255] *A Chronological History of the Oregon Department of Transportation: 1899 to August 1993*, 5.

solution to the problem of road designations across the U.S. Following passage of the Federal Highway Act of 1925, AASHO adopted the U.S. Numbered Highway System on November 11, 1926.[256]

There was only one route of the Pacific Highway between Portland and the Interstate Bridge over the Columbia River, through downtown and east Portland.[257] But by 1925, a separate branch of the Pacific Highway had been added. For drivers headed south from downtown Portland, the eastern branch of the Pacific Highway originated at the intersection of present-day SW Broadway and SW Washington Streets, ran east to SW 5th Street, south to SW Caruthers Street, then east to SW 1st Avenue, south to SW Porter Street, south on SW Corbett Street, and then south to Oregon City along the west bank of the Willamette River. The western route of the Pacific Highway, also known as the West Side Pacific Highway, also originated at the intersection of present-day SW Broadway and SW Washington Streets, ran east to SW 6th Street, then south on SW 6th Street to SW Terwilliger Boulevard, and continued on to McMinnville.[258]

The OSHD began issuing official state road maps to the general public in 1919, and the 1927 *State Highway Department's Map of the State of Oregon Showing Main Traveled Automobile Roads* was the first Oregon state road map to show the new U.S. numbered highway designations. The maps issued between 1927 and 1930 showed the main U.S. 99 trunk line on the present-day alignment of OR 43 along the west bank of the Willamette River. These maps also showed the "West Side Pacific Highway" discussed in the previous paragraph.

Although indicative of long-range plans rather than existing conditions, a 1931 edition of the official Oregon state road map was the first to show the designations for U.S. Highway 99 East (U.S. 99E) and U.S. Highway 99 West (U.S. 99W), which indicated the two alternate routes of U.S. 99 in Oregon between Portland and Junction City. U.S. 99E followed the east branch of the Pacific Highway between Portland and Oregon City, and U.S. 99W followed the West Side Pacific Highway between Portland and McMinnville.[259] In addition to U.S. 99E and U.S. 99W, present-day OR 43 along the west bank of the Willamette River was designated as the "Pacific Highway" on the 1931 official Oregon state road map. These road designations were indicated

[256] Richard Weingroff, "From Names to Numbers: The Origins of the U.S. Numbered Highway System." U.S. Department of Transportation, Federal Highway Administration online, accessed November 21, 2022, https://www.fhwa.dot.gov/infrastructure/numbers.cfm; United States System of Highways Adopted for Uniform Marking by the American Association of State Highway Officials, (Washington, DC: American Association of State Highway Officials, November 11, 1926).
[257] *The Official Automobile Blue Book*, 91.
[258] *Official Automobile Blue Book, Volume 4 (Western and Transcontinental)*, (New York and Chicago: Automobile Blue Books, Inc., 1925), 287.
[259] *Map Showing Most Direct Highway Connections through the City of Portland, State Highway Department's Map of the State of Oregon Showing Main Traveled Automobile Roads*, (Salem, Oregon: Oregon State Highway Commission, 1931).

on the official Oregon state road maps issued between 1931 and 1937.[260] The 1938 edition of the map was the first to show only the routes of U.S. 99E and U.S. 99W and was also the first to show OR 43 along the west bank of the Willamette River.[261] The U.S. 99E and U.S. 99W designations were included on the official Oregon state road maps until 1971. The 1972 edition of the official Oregon state road map is the first that shows the two road alignments as OR 99E and OR 99W. Both 99E and 99W were shown until the 1977 edition of the map, which showed only the 99E road alignment.[262]

Within the current project area, Union Avenue was designated as U.S. 99E until 1971, and the 1972 edition of the official Oregon state road map was the first to show this road as OR 99E. NE Martin Luther King Jr. Boulevard, renamed from Union Avenue in 1989, is currently designated as Oregon State Route 99E. The Interstate Avenue / Denver Avenue approach to the Interstate Bridge was officially designated as U.S. 99W until 1971, when it became OR 99W. The 99W designation was dropped in 1977, and North Interstate Avenue is not currently designated as a state highway.[263]

Automobile and Traveler Services in North Portland†

Auto Camps and Tourist Courts

In the 1919 edition of the *Automobile Blue Book*, there were advertisements for eight major hotels in downtown Portland, including the Benson, Multnomah, and Portland.[264] However, there were no advertisements for Portland hotels in the 1925 edition of the *Automobile Blue Book*. In fact, no overnight traveler accommodations of any kind were noted in that publication.[265] This is curious, considering that a municipal campground for automobile tourists existed in Portland between 1921 and 1927. On May 15, 1921, the Portland Municipal Automobile Camp opened to tourists (Figure 22). Located on a 25-acre parcel bounded by present-day NE Rosa Parks Way to the north, North Albina Avenue / Peninsula Park to the east, North Ainsworth Street to the south, and North Minnesota Avenue (I-5) to the west, the City of Portland leased the property from the Ukase Land Company. The park offered bathrooms, a car wash, laundry and kitchen

[260] *State Highway Department's Map of the State of Oregon Showing Main Traveled Automobile Roads,* 1931, 1932, 1933, 1934, 1935, 1936, and 1937. Courtesy Oregon Department of Transportation.
[261] *State Highway Department's Map of the State of Oregon Showing Main Traveled Automobile Roads,* 1938. Courtesy Oregon Department of Transportation.
[262] *Official Highway Map of Oregon*, 1971, 1972, 1973, 1974, 1975, 1976, and 1977. Courtesy Oregon Department of Transportation.
[263] *Official Highway Map of Oregon*, 1971, 1972, 1974, 1975, 1976, 1977, and 1982. Courtesy Oregon Department of Transportation.
† Note: The history of automobile and traveler services on Hayden Island is located in a separate context statement.
[264] *The Official Automobile Blue Book,* 47-50, 55, 58-60, 82.
[265] *Official Automobile Blue Book, Volume 4*, 63.

facilities, and showers. In 1926, the city opted to not renew its lease, and the municipal automobile campground closed late that year.[266]

Figure 22. Municipal Auto Camp: North Albina Avenue and Portland Boulevard, 1921 (City of Portland Archives, A2001-045.16, Record Number AP/35825).

The closure of the municipal automobile campground was due partly to a developer wanting to build on the property and partly owing to competition from private automobile campgrounds.[267] One example of emerging competition in the automobile campground market was the planned construction of a large tourist facility to the northeast of the former Portland Municipal Automobile Camp. In January 1925, the Tourist Service Corporation of Portland purchased a 37-acre parcel at the northeast corner of present-day NE Columbia Boulevard and NE Martin

[266] Jan de Leeuw, "The Municipal Automobile Camp 1921-1926," Piedmont Neighborhood Association, accessed November 23, 2022, https://piedmontneighborhood.com/2017/09/29/the-municipal-automobile-camp-1921-1926/.
[267] de Leeuw, "The Municipal Automobile Camp."

Luther King Jr. Boulevard. The company announced plans to spend $100,000 to build a campground that could accommodate 5,000 automobiles. Construction of the campground reportedly started in February 1925; however, the Tourist Service Corporation of Portland went bankrupt in December of the same year, and it is unclear whether the campground ever opened for business.[268]

In February 1925, the Portland Auto Camp Company, Incorporated announced plans to build an automobile campground on a 35-acre site between NE Union Avenue (present-day NE Martin Luther King Jr. Boulevard) and the Portland Electric Power Company's (PEPCO) interurban streetcar trestle.[269] This automobile campground opened in April 1925.[270] In December 1925, the owners of the Portland Auto Camp, H. M. Stivert and A. A. Stivert, announced that their finances were sound and that they were not associated with the campground to the south of theirs operated by the bankrupt Tourist Service Corporation of Portland.[271]

The Portland Auto Camp generally maintained a "respectable" reputation during the latter half of the 1920s, despite the arrest at the camp of three young men in December 1926 on human trafficking and sexual exploitation charges.[272] A newspaper report in August 1927 bemoaned the bad manners and slovenly behavior of some of the campground guests, though this article appears to be a casually classist diatribe against the tourist patrons of the facility.[273] In contrast to the bad publicity, other reports of the camp were positive, such as the article in *The Oregonian* about theater owner Mrs. E. S. Sweeney and her Dodge Brothers "motorhome," which featured closets, an ice box, and a Pullman bed, along with a radio, range, and running water. Mrs. Sweeney told the newspaper that so many curious people stopped to look at her motorhome that she had to cover it with canvas for privacy.[274] Another notable temporary resident of the Portland Auto Camp was the folk singer-songwriter Woody Guthrie (1912–1967) and his family, who briefly stayed at the camp when Guthrie was hired to work for the Bonneville Power Administration in 1941.[275]

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[268] "Tract for Camp Bought," *Oregonian* (Portland, OR), January 26, 1925, 20; "Building Activity and Demand for Homes Continue to Be Outstanding Factors in Real Estate World With Prospects for Big Year Ahead," *Oregonian* (Portland, OR), February 1, 1925, 25; "Tourist Park is Begun," *Oregonian* (Portland, OR), February 1, 1925, 24; "Savant Goes Bankrupt," *Oregonian* (Portland, OR), December 30, 1925, 9.
[269] "Company Files Papers," *Oregonian* (Portland, OR), February 11, 1925, 10; "Auto Camp is Progressing," *Oregonian* (Portland, OR), February 15, 1925, 24.
[270] "New Auto Park is to Open April 1," *Oregonian* (Portland, OR), March 8, 1925, 97.
[271] "Savant Goes Bankrupt," *Oregonian* (Portland, OR), December 30, 1925, 9; "City News in Brief: Finances Declared Sound," *Oregonian* (Portland, OR), December 31, 1925, 9.
[272] "Gypsying [sic] Youth Taken," *Oregonian* (Portland, OR), December 5, 1926, 35.
[273] "Queer [sic] Habits Prevalent at Portland Auto Camp," *Oregonian* (Portland, OR), August 28, 1927, 8.
[274] "Motorhome Lures Many," *Oregonian* (Portland, OR), June 2, 1929, 62.
[275] unknown, "Portland Auto Camp," Roll On, Columbia: Woody Guthrie in the Pacific Northwest Archives, accessed November 23, 2022, https://woodyguthrieinthepacificnw.omeka.net/items/show/25.

One reference source indicates that by 1937 the Portland Auto Camp had become known as the Portland Auto and Trailer Camp at 9000 NE Union Avenue.[276] The campground facilities were documented on the 1950 Sanborn fire insurance map, which showed several buildings and structures along the east side of NE Union Avenue, including a one-story combination retail store and office, a one-story carpenter shop, a one-story laundry and washroom, a one-story shower building, and a one-and-one-half-story dwelling. The map also showed a trailer camp area along the PEPCO interurban streetcar trestle to the east of the Portland Auto Camp property. A platform on the PEPCO trestle allowed campground patrons to use the interurban streetcar to travel to either downtown Portland to the south or Vancouver to the north.[277]

In 1941, the Union Avenue Auto Court was constructed at 59 NE Gertz Road, immediately to the north of the Portland Auto and Trailer Camp. This lodging establishment became known as the Union Avenue Motel by 1950 and by 1972,[278] the Portland Mobile Home Park.[279] It is currently known as the Fox Run RV Park, and the 18.05-acre parcel is home to a manufactured housing community.[280]

Around 1957–1958, the Kernan Village Trailer Court was established at the intersection of NE Union Avenue / U.S. 99E and the Minnesota Freeway/I-5.[281] Relatively little is currently known about this modest manufactured housing community, and it was removed between 1971 and 1981 to make way for highway interchange construction.[282]

Automobile Service Stations

In November 1935, the noted Alaskan architect Linn Argyle Forrest designed an automobile service station for Mr. and Mrs. Leonard F. Wilmot. Site plan drawings show the proposed service station located on the east side of the intersection of North Union Avenue and North Denver Avenue; it is unclear if this structure was actually built at this location.[283] Fire insurance

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[276] Official Trailer Traveler's Service Guide for Highways U.S. 99 and U.S. 101 (Eugene, Oregon: National Trailer Traveler's Association, May 1937).
[277] Portland, Oregon, Volume 4, (Sanborn Map Company, 1924-July 1950), 499c. Note: PEPCO discontinued interurban streetcar service to Vancouver in 1958.
[278] Shell Directory of Auto Courts, Hotels, Resorts, National Forest, and State Park Camp Sites: Oregon, Washington, British Columbia, and Alberta (Shell Oil Company, Inc., 1950), 19; "Portland Maps," PortlandOregon.gov, accessed November 23, 2022, https://www.portlandmaps.com/.
[279] "NE Union Avenue, 1926," Vintage Portland, accessed November 23, 2022, https://vintageportland.wordpress.com/2018/08/28/ne-union-avenue-1926/.
[280] "Portland Maps," PortlandOregon.gov, accessed November 23, 2022, https://www.portlandmaps.com/.
[281] "New Overpass to Speed North Portland-Union Traffic," *Oregonian* (Portland, OR), March 28, 1954, 36; "Trailer, Space Rental," *Oregonian* (Portland, OR), October 3, 1957, 16; "Trailer Space for Rent," *Oregonian* (Portland, OR), April 27, 1958, 51.
[282] "Miscellaneous For Sale," *Oregonian* (Portland, OR), October 25, 1971, 56.
[283] *Service Station for Mr. and Mrs. Leonard F. Wilmot, Portland, Oregon, Sheet #2* (Linn A. Forrest, architect, November 4, 1935). Courtesy Oregon Department of Transportation; *Sketch Showing Proposed Right of Way Northeast of Denver Ave.-Union Ave. Junction* (Oregon State Highway Department, August 1942). Courtesy Oregon Department of Transportation.

maps indicate that a service station was constructed by 1950 at the south side of the intersection between NE Union Avenue and North Vancouver Avenue across NE Union Avenue from the Portland Auto Camp.[284]

By 1943, there were three service stations at the intersection of N Union Avenue and North Denver Avenue: a General station on the north side, a Standard Oil station on the south side, and a Texaco station on the west side.[285] All three of these service stations were demolished to make way for the highway interchange : the General station and Standard Oil station were removed by 1952, and the Texaco station was removed between 1952 and 1964.[286]

Restaurants

In October 1937, Frank Kernan opened "The Jug" restaurant on the west side of the intersection of North Union Avenue and North Denver Avenue. The building was constructed in the literal shape of a jug, complete with a drinking mug at one side, and made of terra cotta and gallon glass jugs.[287] Kernan expanded "The Jug" in 1944.[288] "The Jug" was demolished between 1952 and 1964 to make way for highway interchange construction.[289]

The Alamo Restaurant was located at 11803 Union Avenue, southeast of "The Jug" across the intersection of North Union Avenue and North Denver Avenue.[290] This short-order dining establishment was on the Harry Mercer property adjacent to the Standard Oil service station. Very little is presently known about this short-lived restaurant, and it was removed by 1952 to make way for highway interchange construction.[291]

Another North Portland dining and drinking establishment was the Sunset Inn at 9019 NE Union Avenue, across from the Portland Auto Camp.[292] Reportedly built on the site of an automobile

[284] Portland, Oregon, Volume 4, (Sanborn Map Company, 1924-July 1950), 499c.
[285] Unnamed and undated right-of-way map of the Harry Mercer property (Oregon State Highway Department, ca. 1943). Courtesy Oregon Department of Transportation; Portland, Oregon, Volume 4, (Sanborn Map Company, 1924-July 1950), 499b.
[286] "Million Dollar Union Avenue Improvement Lessens Danger at City Entry," *Oregonian* (Portland, OR), November 9, 1952, 34; "Highway Construction Through Heart of City Continues," *Oregonian* (Portland, OR), October 29, 1964, 45.
[287] "Advertisement: Unique! Presenting Portland's Newest and Most Novel Restaurant," *Oregonian* (Portland, OR), October 2, 1937, 2; "New Eating Place To Open Today," *Oregonian* (Portland, OR), October 3, 1937, 26.
[288] "Advertisement: The Jug Annex," *Oregonian* (Portland, OR), October 27, 1944, 14.
[289] "Million Dollar Union Avenue Improvement," *Oregonian*; "Highway Construction Through Heart of City Continues," *Oregonian* (Portland, OR), October 29, 1964, 45.
[290] "Help Wanted-Women," *Oregonian* (Portland, OR), August 1, 1943, 32.
[291] "Million Dollar Union Avenue Improvement," *Oregonian*.
[292] Portland, Oregon, Volume 4, (Sanborn Map Company, 1924-July 1950), 499c.

wrecking yard, the Sunset Inn was in operation by 1944, but due to frequent burglaries, robberies, and vice raids, it was demolished in 1973.[293]

Interstate Highways in Oregon

The Origins of the Interstate System

In 1919, to test the military's ability to travel by road during wartime, the U.S. Army conducted a transcontinental motor vehicle convoy from Washington, DC to San Francisco, California. The convoy traveled over the Lincoln Highway and took sixty-two days to cover a distance of 3,251 miles. Lieutenant Colonel Dwight D. Eisenhower (1890–1969) accompanied the convoy as an official observer of the U.S. War Department (predecessor of the present-day U.S. Department of Defense). When Eisenhower became President of the U.S. in 1953, his experiences during the 1919 convoy strongly influenced his support of an interstate highway system in the U.S.[294]

The initial concept of an interstate highway system in the U.S. originated more than three decades prior to the formal creation of the National System of Interstate and Defense Highways in 1956. In 1921, long before Eisenhower became president, Thomas H. MacDonald (1881–1957), who succeeded Logan Page (1870–1918) as chief of the renamed Bureau of Public Roads (BPR) in 1919, requested the War Plans Division of the U.S. Army General Staff to select roads vital to the national defense. This request led to the creation of the "Pershing Map" of 1922, which designated three priority levels of roads to be used by the U.S. military during wartime. In general, the U.S. War Department believed that a highway system sufficient for national industrial and commercial demands would also be adequate for military purposes.[295]

Further efforts to develop an interstate highway system in the U.S. continued during the depths of the Great Depression. On December 9, 1934, President Franklin D. Roosevelt drafted a memorandum that outlined a national network of transcontinental toll superhighways. A few days later, the president met with Secretary of the Interior Harold L. Ickes and BPR Chief MacDonald to discuss his ideas for the highway network. Due to other pressing demands of the ongoing national economic crisis, no immediate action was taken on the president's idea.[296]

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[293] "Thieves Loot Inn," *Oregonian* (Portland, OR), January 23, 1944, 26; "Inn Robbed," *Oregonian* (Portland, OR), August 29, 1950, 15; "Sheriff's Deputies Nab Six On Pinball Charges," *Oregonian* (Portland, OR), September 1, 1964, 8; "Man held in robberies," *Oregonian* (Portland, OR), July 7, 1972, 13; "Tipsy tavern on wrecker's list," *Oregonian* (Portland, OR), June 29, 1973, 50.
[294] "1919 Transcontinental Motor Convoy," Dwight D. Eisenhower Presidential Library, Museum & Boyhood Home, accessed November 10, 2022, https://www.eisenhowerlibrary.gov/research/online-documents/1919-transcontinental-motor-convoy.
[295] *America's Highways, 1776-1976: A History of the Federal-Aid Program* (Washington, DC: U.S. Government Printing Office), 142, Google Books.
[296] "A Moment in Time: February 2, 1938," U.S. Department of Transportation, Federal Highway Administration, accessed November 10, 2022, https://www.fhwa.dot.gov/highwayhistory/moment/roosevelt.cfm.

However, even though President Roosevelt's dreams of a national highway network did not immediately materialize, highway planning efforts at the state level were already well underway by the mid-1930s. On June 18, 1934, President Roosevelt signed the Hayden-Cartwright Act, which allowed states to use federal-aid funds for planning, surveying, and engineering investigations for future road construction projects. The act also authorized $200 million in direct federal grants for highway construction and an additional $250 million in federal-aid funds on a 50-50 match basis.[297]

Importantly, the planning efforts under the Hayden-Cartwright Act of 1934 provided the first reliable statistics on traffic patterns and also compiled statistics on highway expenditures in each state across the nation. The state-level planning efforts also coincided with other federal highway planning and coordination efforts. For example, in 1935, the U.S. War Department and the BPR studied the military's road transportation needs and updated the Pershing Map of 1922, which established routes of strategic importance to the national defense. The BPR sent the revised map of strategic military highways to the states for use in their planning efforts. Also in 1935, the U.S. Army required military equipment to not exceed the standard bridge loading ratings established by AASHO for all roads on the federal-aid system.[298]

Following President Roosevelt's December 1934 memorandum, other proposals for a national network of superhighways were made over the next several years, but the plan introduced by Ohio Senator Robert J. Bulkley in 1938 was the most notable of these proposals. Senator Bulkley proposed a United States Highway Corporation to build ten superhighways: three east-west transcontinental routes and seven north-south routes. These highways would be tolled and constructed on 600-foot-wide rights-of-way. Senator Bulkley met with President Roosevelt at the White House on February 2, 1938, where they discussed the senator's plan. Later that same day, President Roosevelt met with BPR Chief MacDonald and presented him with a map, on which the president had drawn blue lines indicating eight superhighways: three east-west transcontinental routes and five north-south routes. The president asked MacDonald to study the feasibility of constructing the highways indicated on the map (Figure 23).[299]

[297] *America's Highways*, 125.
[298] *America's Highways,* 142.
[299] "A Moment in Time: February 2, 1938," U.S. Department of Transportation, Federal Highway Administration, accessed November 10, 2022, https://www.fhwa.dot.gov/highwayhistory/moment/roosevelt.cfm.

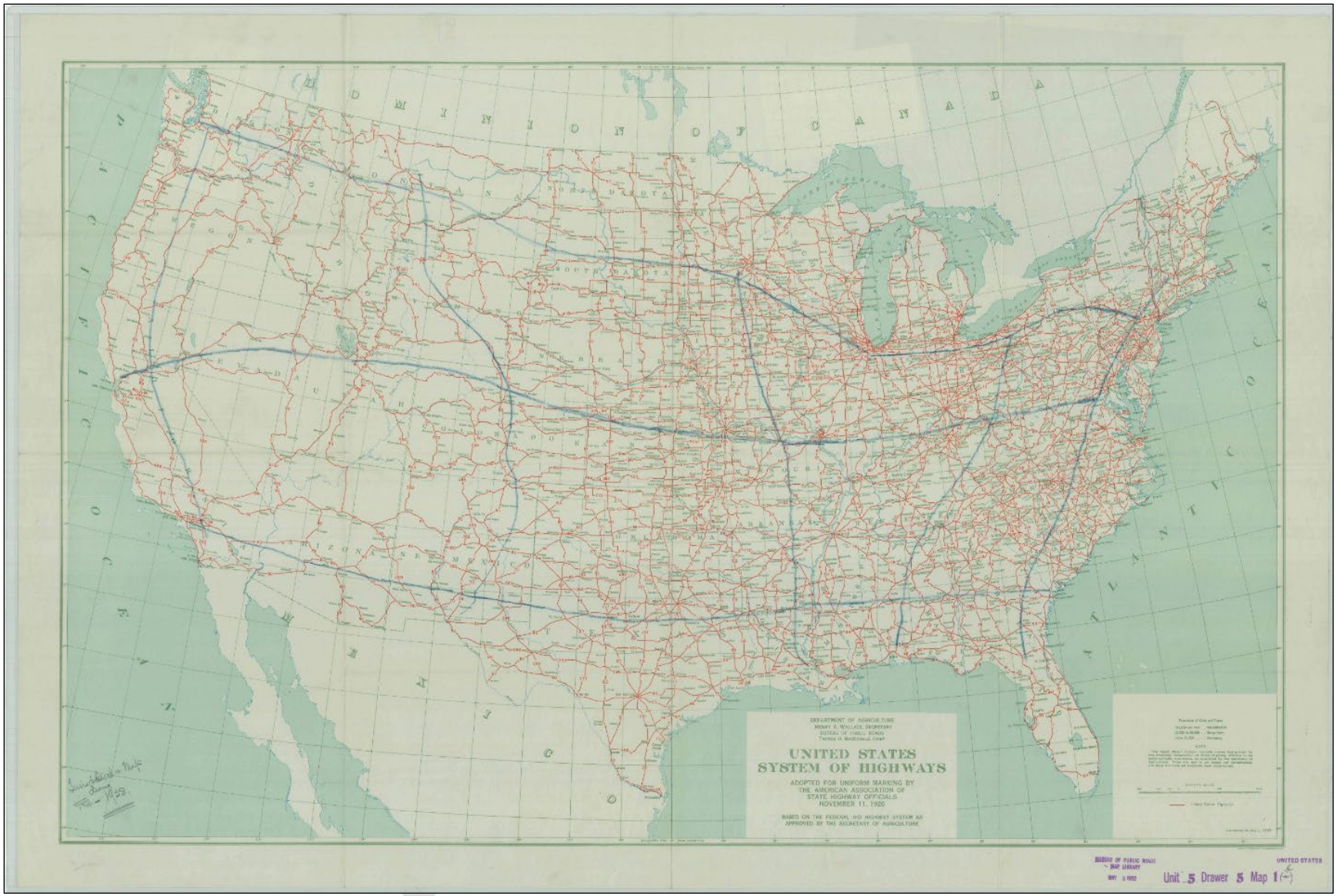

Figure 23. President Franklin D. Roosevelt's sketch map of a proposed system of interstate highways, dated February 2, 1938 (National Archives and Records Administration).

On April 17, 1938, MacDonald sent the BPR report *Proposed Direct Route Highways* to the White House. The rapidity with which the BPR was able to compile the report was due in large part to data and statistics compiled by state-level highway planning programs created under the Hayden-Cartwright Act of 1934. In its April 1938 report to the White House, the BPR made three primary conclusions: the anticipated traffic volumes would not generate sufficient toll revenue, the national highway system should either modernize existing rural highways or build new highways to relieve traffic congestion in urban areas, and that federal authority would be necessary to acquire rights-of-way. Members of Congress learned of the BPR report, even though it was not released to the public. In the Federal-Aid Highway Act of 1938, Congress commissioned a BPR report on the feasibility of constructing a limited network of tolled superhighways. The report, entitled *Toll Roads and Free Roads*, was issued in April 1939. The report concluded that the U.S. needed a toll-free network of highways since the anticipated traffic volumes could not finance tolled highways.[300]

Highways for Defense

By fall of 1939, the escalating military conflicts in Europe and Asia made the development of a national highway network a more urgent priority. Congress appropriated $2 billion for defense in August 1939, and following Germany's invasion of Poland on September 1, 1939, President Roosevelt declared a "limited national emergency" on September 8, 1939.[301] In late 1939, the U.S. War Department revisited the 1935 military highway map and issued a revised map that included approximately 74,600 miles of roads, including 29,000 miles considered vitally important for defense transportation needs. Following a reorganization of the federal government in 1939, the BPR became the United States Public Roads Administration (PRA). After the revision of the 1935 military highway map, the PRA and state highway officials inventoried the roads of strategic defense importance and discovered thousands of miles of road inadequate for either civilian or military use. The PRA also found approximately 2,400 bridges that did not meet AASHO loading standards in place for federal-aid roads.[302] The findings of the PRA were presented in the report *Highways for the National Defense*, which was issued on February 1, 1941, and initially identified 74,600 miles of strategic highways, though this number grew to 78,000 miles by May 1941. This report estimated that it would cost approximately $458 million to upgrade 14,000 miles of road and 2,436 substandard bridges and proposed an initial federal appropriation of $250 million to address the most critical deficiencies.

[300] "A Moment in Time: February 2, 1938," U.S. Department of Transportation, Federal Highway Administration.
[301] "Roosevelt Declares Limited National Emergency," The Daily Chronicles of World War II, accessed November 10, 2022, https://ww2days.com/roosevelt-declares-limited-national-emergency.html.
[302] *America's Highways,* 142.

Following several months of political wrangling between the White House and Congress, the Defense Highway Act was signed into law on November 19, 1941.[303]

Even while the federal government was urgently addressing the immediate needs of defense highways, President Roosevelt was looking ahead to the eventual conclusion of hostilities. He remained concerned about the return of an economic depression after the war ended, and to address this concern he proposed a limited system of national highways that could be constructed following the war using military veterans and surplus industrial capacity. On April 14, 1941, President Roosevelt appointed a National Interregional Highway Committee to study his proposal for a postwar highway system. In January 1944, the committee issued its *Interregional Highways* report, which recommended an interstate highway system of 33,900 miles with an additional 5,000 miles of auxiliary urban routes. Following the recommendations of the National Interregional Highway Committee, the Federal-Aid Highway Act of 1944 was signed into law on December 20, 1944. This legislation established the National System of Interstate Highways and required the PRA to formulate construction and operation standards for the Interstate Highway System. Federal funding for highway construction was provided to the states on a fifty-fifty match basis, though the act only authorized the funding and did not provide funds for the construction of the highway network.[304]

Postwar Interstate Planning

Following the conclusion of World War II, the volume of motor vehicle traffic on U.S. highways jumped dramatically. At first, the postwar traffic quickly rebounded to prewar levels but began to increase due to the increased production of new motor vehicles, the end of gasoline rationing, and the growth of suburban development. However, highways across the U.S. were in no shape to accommodate the influx of additional traffic. In general, the physical condition of U.S. highways had deteriorated in the wartime years; resource rationing excused the lack of maintenance, which was compounded by damage from overloaded trucks. This combination of increased traffic and substandard highways was especially felt in and around urban areas.[305] Prior to the enactment of the Federal-Aid Highway Act of 1944, federal funds for highway construction had been applied solely to rural roads. The 1944 legislation earmarked $125 million per year for the first three postwar years for road construction in urban areas. This shift in priorities placed the PRA in the position to dramatically influence transportation planning at the local and regional levels.[306]

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[303] *America's Highways,* 144.
[304] "'Clearly Vicious as a Matter of Policy': The Fight Against Federal Aid, Part Three: To Control the Levers (Page 6 of 6)," U.S. Department of Transportation, Federal Highway Administration, accessed November 10, 2022, https://www.fhwa.dot.gov/infrastructure/hwyhist06f.cfm.
[305] *America's Highways*, 154,.
[306] *America's Highways*, 156.

The Federal-Aid Highway Act of 1944 limited the proposed National System of Interstate Highways to 40,000 miles and stipulated that the interstate routes be established jointly by each state highway department and its counterpart in each adjoining state. The PRA requested input on interstate routes from each state in February 1945, and the state route recommendations totaled 45,070 miles. The PRA selectively adjusted the requested routes to get the total under the legislated maximum mileage, and in March 1946 the agency sent a map to each state highway department that depicted a 37,324-mile network of main interstate highways. It took over one year for the PRA and the states to settle disagreements over interstate routes, but by August 1947, a 37,681-mile-long National System of Interstate Highways was approved (Figure 24. National System of Interstate Highways, August 2, 1947).[307]

In 1948, Congress asked the PRA to study the condition of the existing interstate highway routes and evaluate the suitability of the system for national defense purposes. The PRA worked with the individual state highway departments to prepare the study, and in 1949 the report *Highway Needs of the National Defense* was issued to Congress. The PRA estimated that approximately $11.3 billion in improvements were required on interstate routes, with 47 percent of the recommended improvements situated in urban areas.[308] Several additional studies of the interstate highway system were issued to Congress over the next several years. These reports included the *National Highway Study* of 1953, the *Needs of the Highway Systems, 1955-84* report of March 1955, and the April 1955 document *Progress and Feasibility of Toll Roads and Their Relation to the Federal-Aid Program*. Notably, the latter report reiterated the commitment to the principle established by the Federal-Aid Road Act of 1916, that highways built with Federal-Aid funds should not be toll roads.[309]

However, even with motor vehicle traffic continually increasing in the postwar period, Congress did not earmark funds specifically for interstate highways between fiscal years 1946 and 1953, despite the large amount of Federal-Aid highway construction funding that had been authorized during the same period. The first federal funding dedicated specifically for interstate highways was included in the Federal-Aid Highway Act of 1952, which authorized $25 million for interstate highways in fiscal years 1954 and 1955 on a fifty-fifty match basis. In July 1954, amidst the numerous Congressional studies and hearings over the intricacies of interstate highways, President Dwight D. Eisenhower proposed “a grand plan for a properly articulated highway system” in a message to the Governors Conference.[310] This organization of state governors

[307] *America’s Highways,* 469.
[308] *America’s Highways,* 157-158.
[309] *America’s Highways,* 469.
[310] George Kramer, *The Interstate Highway System in Oregon: A Historic Overview* (Eugene, Oregon: Heritage Research Associates, Inc.), 20.

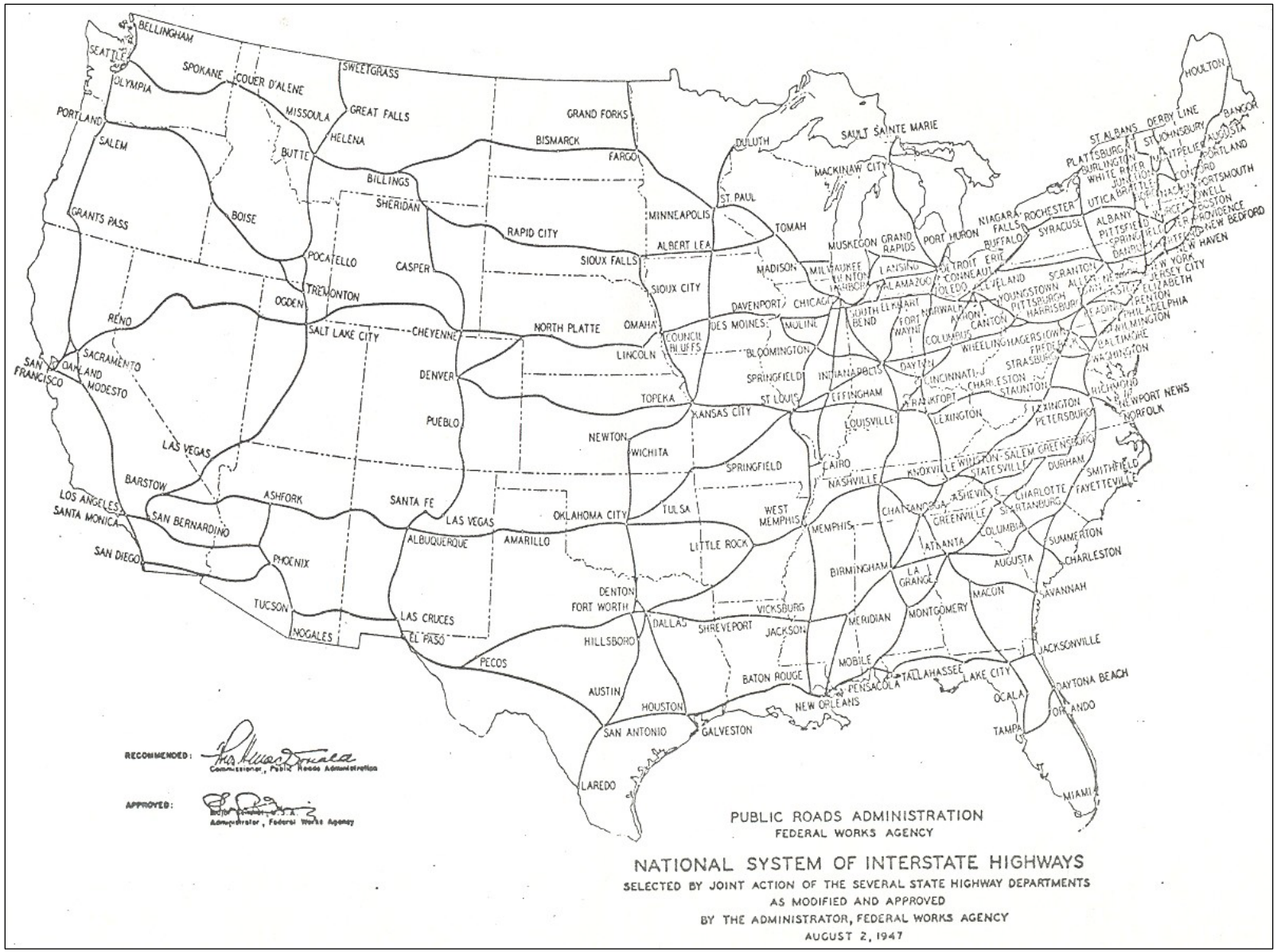

Figure 24. National System of Interstate Highways, August 2, 1947 (FHWA).

replied to President Eisenhower's message with a statement that the federal government should bear the primary responsibility for funding the interstate highway system. Subsequently, significantly more interstate funding was authorized in the Federal-Aid Highway Act of 1954, which provided $175 million in interstate funding for fiscal years 1956 and 1957, though this act raised the federal share to 60 percent and lowered the state share to 40 percent.[311]

Federal-Aid Highway Act of 1956

On June 29, 1956, President Eisenhower signed the Federal-Aid Highway Act and Highway Revenue Act into law. These laws created a 41,000-mile "National System of Interstate and Defense Highways" to connect major points of commerce, population, and trade and serve national defense transportation needs. Most importantly, these two acts created the Federal Highway Trust Fund, which is supported by taxes and fees, including highway use taxes, motor vehicle excise and use taxes, and excise taxes on fuel, lubricating oil, motor vehicle parts and accessories, tires, tread rubber, and tubes. The Federal Highway Trust Fund pays for improvements on primary, secondary, interstate, and urban highway systems. The two 1954 acts authorized $24 billion of financing over thirteen years and adjusted the Federal-State matching ratio from a sixty-forty basis to a 90 percent Federal, 10 percent state basis (Figure 25).[312]

Interstate Highways in Oregon

The Federal-Aid Highway Act of 1956 created two interstate highway routes in Oregon: one is I-5, which runs north-south between Oregon's borders with California and Washington; the other is Interstate 84, which runs east-west along the Columbia River.[313] On September 27, 1956, the OSHD awarded the first contract under the Federal-Aid Highway Act of 1956 for the Fords Bridge Unit of the Myrtle Creek-Canyonville Section of Interstate.[314] In Oregon, the federal-to-state matching ratio for interstate highway construction in Oregon is 92 to 8 percent, due to the large amount of federal land in the state.[315] In addition to the two primary interstate highways, there were also several connector and spur routes planned for major metropolitan areas such as Eugene, Portland, and Salem. In total, approximately 700 miles of interstate highways were planned for Oregon under the Federal-Aid Highway Act of 1956.[316] At the time the act was signed into law, Oregon already had several sections of interstate highway either under

[311] *America's Highways,* 469.
[312] *A Chronological History*, 38-39.
[313] Kramer, *The Interstate Highway System in Oregon*, 1. Note: the route of Interstate 84 was originally designated as Interstate 80 North (Interstate 80N) in 1957. Directional designations were eventually abolished nationwide, and Interstate 80N became Interstate 84 in 1981.
[314] *A Chronological History*, 37.
[315] *A Chronological History*, 39.
[316] Kramer, *The Interstate Highway System in Oregon,* 22.

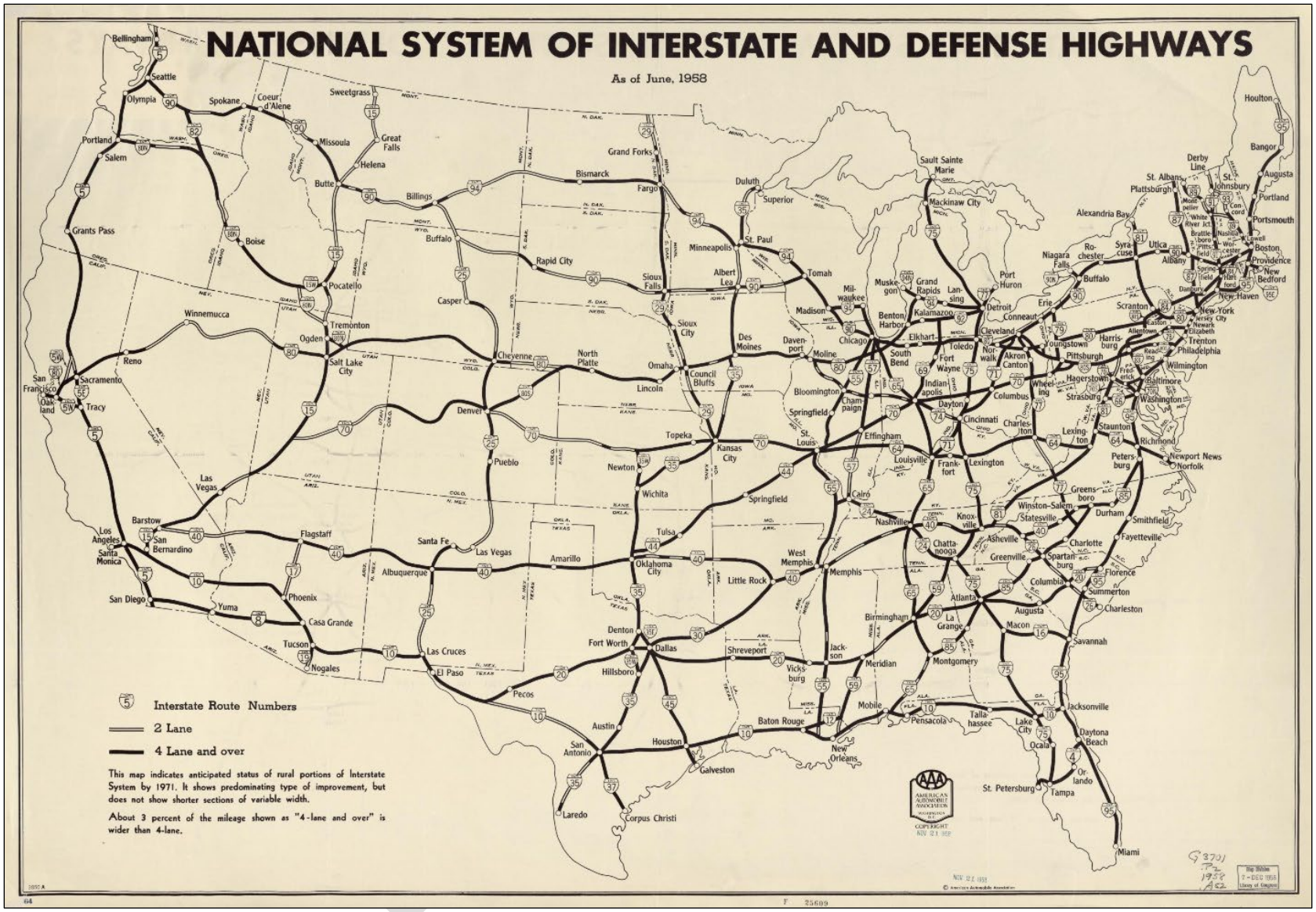

Figure 25. National System of Interstate and Defense Highways as of June 1958 (Library of Congress).

construction or already completed. These sections included the Banfield Expressway through Sullivan's Gulch (present-day section of Interstate 84 between Interstates 5 and 205) and the Portland-Salem Expressway (Figure 26).[317]

The Minnesota Freeway

During the early days of the interstate highway system, the OSHD often referred to portions of interstate routes by names rather than by their numerical designations. One example of this convention is the section of I-5 between the Interstate North Fremont Street and the Columbia River, which was formerly known as the Minnesota Freeway after the street alignment its construction erased.[318] The general concept of the Minnesota Freeway originated in November 1943, when New York urban planner Robert Moses (1888–1981) issued his *Portland Improvement* report to the Portland Area Postwar Development Committee. Due primarily to a rapid influx of people working in war industries, the population of Portland grew from 305,394 in

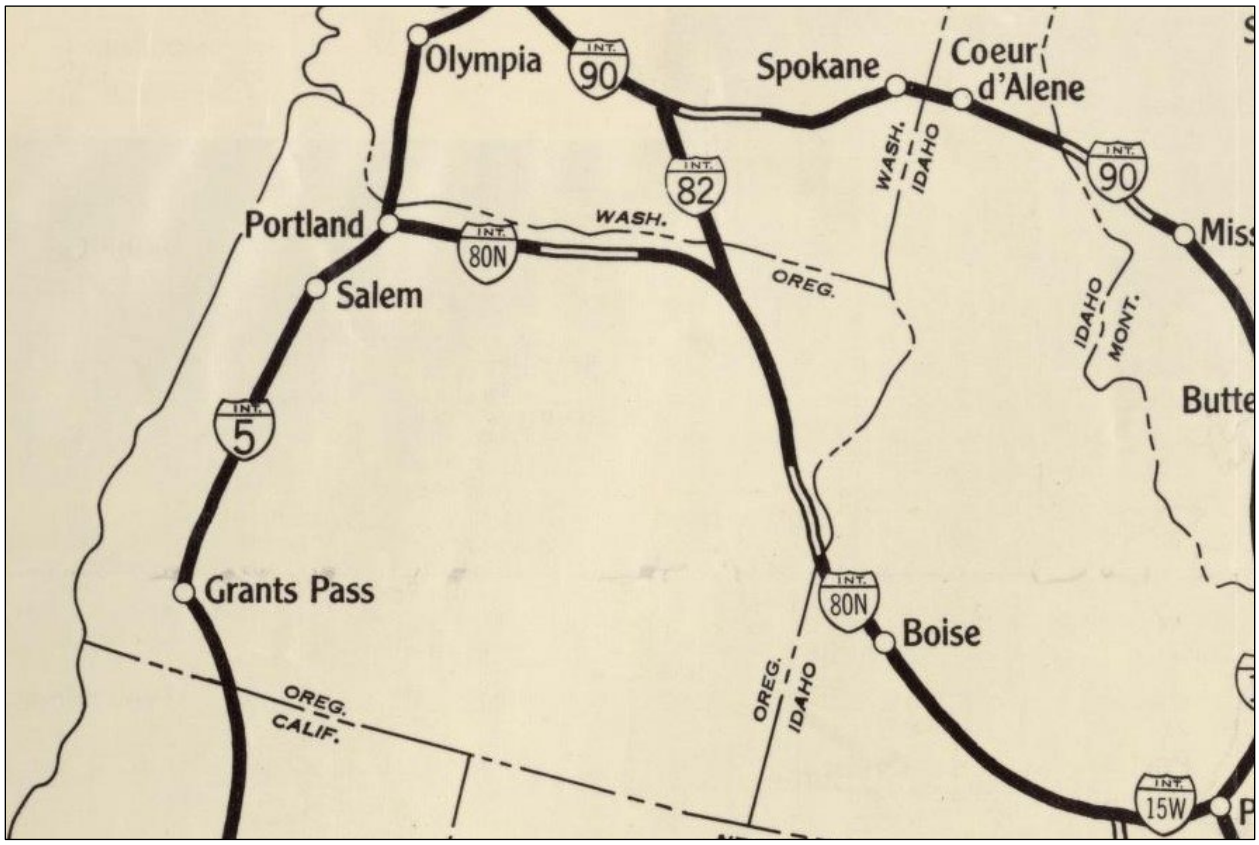

Figure 26. Interstate highway routes in Oregon as of June 1958. Note the Interstate 80N designation for present-day Interstate 84 (Library of Congress).

[317] Kramer, *The Interstate Highway System in Oregon*, 22, 52.
[318] Kramer, *The Interstate Highway System in Oregon*, 27.

1940 to over 359,000 in 1944. During the same time period, the population of the Portland metropolitan area increased 32 percent from 501,000 to 661,000.[319] The dramatic increase in population strained the existing infrastructure, which had suffered from previous underinvestment. The effect of the population increase on roads and highways was especially acute, and traffic congestion emerged as a major issue in Portland during World War II. Of the many capital projects Moses recommended for the city in his November 1943 report, his proposed network of arterial roads and limited-access freeways, including a downtown freeway loop, shaped local and state highway planning efforts until the 1970s.[320]

Planning for the Minnesota Freeway began prior to the enactment of the Federal-Aid Highway Act of 1956. In June 1955, Chief Engineer R. H. Baldock of the OSHD presented a report to the OSHC that outlined a comprehensive twenty-year highway plan for Portland. The Baldock report recommended a staggering amount of road construction: fourteen expressways totaling seventy-four miles (estimated cost of $53 million); fourteen freeways totaling ninth-six miles (estimated cost of $275 million); and twenty-four major streets totaling 121 miles (estimated cost of $43 million). The 1955 Baldock report clearly embodied the planning principles of the 1943 Moses report, though the sheer enormity of the plan far exceeded what Moses envisioned.[321] However, the one consistency between the two reports is that both Moses and Baldock proposed highway alignments with little to no input from the people whose neighborhoods would be affected by these massive undertakings.[322]

The 1955 Baldock plan included a north-south route named the Delaware Freeway, which would have connected the north end of the East Bank Freeway to the Interstate Bridge across the Columbia River. In general, the proposed route of the Delaware Freeway was west of North Interstate Avenue and would have been placed in a depressed grade along North Greeley and North Delaware Avenues.[323] In addition to the proposed alignment of the Delaware Freeway, an alignment along North Minnesota Avenue was studied by the OSHD. On March 24, 1959, the OSHC held a public hearing in the council chambers of Portland City Hall to present the Delaware and Minnesota Freeway options. The OSHC favored the North Minnesota Avenue alignment since it was shorter and would be less costly to acquire right-of-way and build the freeway. At the beginning of the hearing, City Commissioner William A. Bowes announced that the City Planning Commission agreed with the OSHC and supported the North Minnesota Avenue alignment. About 20 of the estimated 300 people in attendance spoke during the 45-

[319] Carl Abbott, “Portland in the Pacific War: Planning from 1940 to 1945,” *Urbanism Past & Present* 6, no. 1 (1980): 12.
[320] Carl Abbott, “Robert Moses in Portland,” The Urban West: Official Site of Professor Carl Abbott, accessed November 10, 2022, http://theurbanwest.com/portland/robert-moses-in-portland.
[321] “Plan Given for Traffic Of Future,” *Oregonian* (Portland, OR), June 29, 1955, 1.
[322] Carl Abbott, “Robert Moses in Portland,” The Urban West: Official Site of Professor Carl Abbott, accessed November 10, 2022, http://theurbanwest.com/portland/robert-moses-in-portland.
[323] “Big Changes Hinge on Routing of East Bank Freeway,” *Oregonian* (Portland, OR), March 9, 1958, 31.

minute-long hearing to voice their support or opposition to the proposals. Some members of the public floated alternatives to both the proposed alignments. These alternatives included a route along the Willamette River, an elevated route constructed above North Interstate Avenue, and a tunnel.[324] There was little public support for the North Delaware Avenue alignment, and the public was evenly divided for and against the North Interstate Avenue route.[325]

Ultimately, the OSHD abandoned the North Delaware Avenue option and selected the North Minnesota Avenue corridor as the I-5 route between the north end of the East Bank Freeway and the existing North Denver Avenue alignment at Oregon Slough. Right-of-way acquisition began in early July 1959, but a Congressional delay in granting the interstate funds stopped the property purchases. Right-of-way acquisition began again in October 1959, but the entire Minnesota Freeway right-of-way was not fully secured until March 1962.[326] In total, approximately 180 dwellings were demolished to make way for the Minnesota Freeway, and about 400 residents were displaced from their homes, with a residential community now divided by an expansive highway.[327] Grading of the alignment began in late summer 1962.[328] Construction of a bridge over the Columbia Slough started in mid-1963 and paving of the Minnesota Freeway started in 1964, which opened to motor vehicle traffic late the same year.[329].

Construction of the Interstate Bridge

Throughout the nineteenth century, the cities of Vancouver and Portland were made distant to each by the width of the Columbia, connected only by the inconsistent and irregular services of ferries or other vessels. While these connections continuously improved —faster boat service or streetcars built to the ferry landings—the service itself was consistently slow, inconvenient, and often unreliable.

While ferries had been suitable and often faster than land-based transportation in the pre-railroad era, the region's ballooning population and thriving industrial sector made permanent and reliable bridges increasingly necessary.[330] As early as the 1840s, bridges were built across

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[324] Kramer, *The Interstate Highway System in Oregon*, 35.
[325] "Portland Citizens Divided on Minnesota, Delaware Avenue Freeway Routes," *Oregonian* (Portland, OR), March 25, 1959, 7.
[326] "State Selects North Portland Freeway Route," *Oregonian* (Portland, OR), April 17, 1959, 17; "North Portland Freeway Land Purchase Reset," *Oregonian* (Portland, OR), September 25, 1959, 1; "ROW Nears for Freeway,"
[327] Kramer, *The Interstate Highway System in Oregon,* 36.
[328] "Kiewit Wins Bid on Grading," *Oregonian* (Portland, OR), August 9, 1962, 1.
[329] "Highway Commission Approves Funds for McKenzie Route," *Oregonian* (Portland, OR), April 26, 1963, 24; "State Opens Bids On Two Freeway Jobs," *Oregonian* (Portland, OR), January 30, 1964, 14; "State Okays Road Section," *Oregonian* (Portland, OR), March 13, 1964, 16; "Minnesota Freeway to Open Next Week, Commission Says," *Oregonian* (Portland, OR), November 25, 1964, 7.
[330] Dwight A. Smith, James B. Norman, Pieter T. Dykman, *Historic Highway Bridges of Oregon* (Salem: Oregon Department of Transportation, 1986), 28-29.

smaller waterways in the area; in subsequent decades, more substantial bridges spanned larger channels.[331] The region's largest rivers—most prominently the Columbia—remained an impasse in interstate travel into the twentieth century.

South of the Canadian border, the first bridges to span the Columbia were largely funded by railroad magnate James J. Hill whose financing helped construct the Old Wenatchee Bridge (1908) and the Columbia bridge of the Seattle, Portland & Spokane Railway (SP&S).[332] Designed by famed civil engineer Ralph Modjeski (1861–1940), the latter bridge also opened in 1908 and was a contemporary marvel: the longest doubletrack railroad bridge in the country.[333]

Hill's bridge proved the viability of spanning the Columbia, and citizens of both Clark and Multnomah County began the slow process of advocating, campaigning, and agitating for the construction of a bi-state or interstate bridge. The bridge was needed to supplement the existing railroad span and serve the needs of pedestrian, automotive, and rapid transit.[334]

As early as 1908, local promoters and politicians began to press for the construction of a bridge by encouraging a feasibility study to understand potential costs. After years of delay, the study was funded through public subscription and Modjeski was hired as the project consultant.[335] He delivered his report in September 1912, estimating the total cost of the bridge would fall between $1.7 and $2 million, plus more for the necessary approaches.[336]

With Modjeski's study in hand, proponents for the bridge petitioned for support from their respective local state governments. Detailed engineering drawings were compiled by the engineering firm of Harrington, Howard and Ash, and construction bids were finally solicited in January 1915.[337] In February, bids were opened and a vertical lift system was chosen for the bridge's movable span.[338]

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[331] Smith et al., *Historic Highway Bridges*, 29-32.
[332] Don Seabrook, "Looking Back: Columbia River bridge construction," *Wenatchee World*, December 1, 2022. https://www.wenatcheeworld.com/wvbusiness/looking-back-columbia-river-bridge-construction/article_72a8ccba-1766-11ed-8508-b313400419dc.html.
[333] John Caldbick, "James J. Hill and associates cross Columbia River on first railroad bridge linking Washington and Oregon, whose opening has just completed Hill's Spokane, Portland & Seattle Railway, on November 5, 1908," HistoryLink.org Online Encyclopedia of Washington State History, posted January 13, 2016. https://www.historylink.org/File/8740.
[334] Jonathan Clarke, "Vancouver-Portland Interstate Bridge," Historic American Engineering Record Written Historical and Descriptive Data (Washington, DC: U.S. Department of the Interior, Historic American Engineering Record, 1993) 2.
[335] Clarke, Vancouver-Portland Interstate Bridge, 2.
[336] Ralph Modjeski, *To The Joint Pacific Highway-Columbia Bridge Committee of Portland and Vancouver Commercial Clubs* (Chicago: Ralph Modjeski, 1912), 5-6.
[337] Clarke, Vancouver-Portland Interstate Bridge, 5
[338] Clarke, Vancouver-Portland Interstate Bridge, 5.

In all, the planned costs for the bridge were lower than anticipated and its construction was divided into twelve separate units undertaken by twenty-four contractors, many of whom were local.[339] Construction began on March 6, 1915, and continued throughout the following year, still unfinished at the initial completion deadline of October 31, 1916.[340] While work continued mostly without incident, the project dragged into 1917; in early February finishing touches, including the deck paving and streetcar tracks, were finally installed.[341] With great crowds in attendance, the new bridge officially opened on February 14—Valentine's Day and Oregon Statehood Day—1917.[342] Editors at Portland's *Oregonian* wrote that "[w]ith brilliant formality, the Interstate bridge yesterday swung into its niche in the great scheme of commercial and industrial development of the Northwest."[343] To all, the event seemed momentous.

The 1910s was a period of rapid technological and economic growth in the region, which the bridge both symbolized and further augmented. During its first year of operation, the lift span was opened 1,000 times for river-borne water traffic and almost immediately, officials noticed a rapid increase in "motor-truck traffic" as the use of horse-powered transportation was eclipsed.[344] To pay for the structure, all users who crossed the bridge paid a toll roughly approximate to the cost of the former ferry fare, but the crossing was substantially faster.[345] Within only twelve years of opening, the bridge had paid for itself.[346]

To remove further barriers to interstate travel, in 1927 the state of Washington began investigating the purchase of local toll bridges.[347] After the passage of multiple legislative laws, Washington and Oregon jointly purchased the Interstate Bridge from Clark and Multnomah Counties in 1929.[348] The bridge's tolls were abolished and its operation and maintenance were folded into the state's roads department.

By the 1940s, automotive traffic usage had grown so widespread that the 1917 structure was becoming a bottleneck for drivers along the Pacific Highway.[349] From 13,100 daily vehicular crossings in 1936, the bridge handled 30,747 by 1950. Boat traffic had also increased: bridge openings had doubled to 2,000 per year by 1948.[350] Various solutions were proposed, including a plan to modify the existing bridge to give water traffic more clearance and to add a second,

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[339] Clarke, Vancouver-Portland Interstate Bridge, 6.
[340] Clarke, Vancouver-Portland Interstate Bridge, 6-7
[341] Clarke, Vancouver-Portland Interstate Bridge, 7.
[342] Clarke, Vancouver-Portland Interstate Bridge, 7.
[343] "Columbia Span is Formally Opened," *The Oregonian* (Portland, OR), 15 February 1917, 1.
[344] "Motor Truck Plays Large Part in Growth of Bridge Traffic," *Engineering News-Record* (New York), 16 May 1918, 965; Clarke, Vancouver-Portland Interstate Bridge, 8.
[345] "Motor Truck Plays Large Part in Growth of Bridge Traffic," 965.
[346] Clarke, Vancouver-Portland Interstate Bridge, 8.
[347] Clarke, Vancouver-Portland Interstate Bridge, 8.
[348] Clarke, Vancouver-Portland Interstate Bridge, 8-9.
[349] Clarke, Vancouver-Portland Interstate Bridge, 9.
[350] Clarke, Vancouver-Portland Interstate Bridge, 9.

parallel bridge alongside the first.[351] This plan was ultimately adopted; when completed, the bridge would have a new total capacity for 75,000 to 80,000 vehicles per day, as well as substantial additional clearance without requiring the operation of the lift span.[352]

Portions of the funding were secured from both Washington and Oregon state governments, as well as from the U.S. Army Corps of Engineers.[353] A bond issue supplied the remainder, to be paid back through bridge tolls.[354] In April 1956, the contract for the construction of the new bridge was awarded to the Guy F. Atkinson Co., of San Francisco.[355] Work continued through 1957 and the new span was opened to traffic on July 1, 1958.[356] A second contract for the modification of the original span was awarded in March 1958 to the General Construction Co., of Portland, which successfully re-opened the modified structure two years later in 1960.[357]

After the opening of the new bridge, tolling continued for six years until the cost of both spans was paid off. The last toll was collected on November 1, 1966, after which point the toll booths were removed and the toll plaza on Hayden Island reconfigured. Since that time, the bridge has undergone other, small-to moderate-scale changes including alterations to the operator's control booth, decking, and traffic control devices. The Interstate Bridge is otherwise little changed from its 1966 reconstruction and remains one of the most critical pieces of roadway infrastructure on the West Coast.

Hayden Island

By the second half of the nineteenth century, Hayden Island was under the ownership of New York-born settler Gay Hayden, who had arrived in Oregon in 1850 and settled on the island in 1852.[358] Hayden lived and farmed on the island for nearly five years before relocating to Vancouver in 1856.[359] In 1863, Hayden sold the island to the Switzler Bros.—sons of ferryman John Switzler (1789–1855)—who were quickly becoming prosperous horse ranchers throughout Oregon and Washington.[360] The Switzlers continued agricultural activities on the island before Jehu Switzler (1831–1908) sold the property for $5000 to Colonel Benjamin F. Shaw (1829–1908) in 1877.[361]

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[351] Clarke, Vancouver-Portland Interstate Bridge, 9.
[352] Clarke, Vancouver-Portland Interstate Bridge, 9.
[353] Clarke, Vancouver-Portland Interstate Bridge, 9.
[354] Clarke, Vancouver-Portland Interstate Bridge, 9-10.
[355] Clarke, Vancouver-Portland Interstate Bridge, 10.
[356] Clarke, Vancouver-Portland Interstate Bridge, 10.
[357] Clarke, Vancouver-Portland Interstate Bridge, 10.
[358] "Was Pioneer of 1850," *Oregonian* (Portland, OR), May 16, 1902, 4.
[359] "Was Pioneer of 1850," *Oregonian*.
[360] "Hayden Island is Sold by Railroad," *Oregonian* (Portland, OR), December 23, 1910, 15; H.M. Travis, "Horse Heaven," *Spokesman-Review* (Spokane), April 22, 1956, 3.
[361] "Brevities," *The Vancouver Independent*, June 7. 1877, Vancouver, Washington, 8.

Under Shaw's ownership, the island was variously referred to by either Hayden's or Shaw's surname (Shaw Island), and activities upon it remain sparsely documented.[362] After seventeen years, Shaw and his wife sold the land in 1904 to Ossian Franklin ("O.F.") Paxton (1858–1906), a corporate lawyer closely associated with the development of Portland's rail and streetcar networks.[363] For the land, Paxton paid a substantial $16,000 and coupled the purchase with the acquisition of another 352 acres of land along the Columbia Slough for an additional $15,500.[364]

Contemporary newspaper reports differ over the logic of the purchase: the *Oregon Journal* maintained "that the property was bought for the Portland Railway company [sic] as an investment of its surplus funds"; the *Oregonian* explained that "the recent purchase was for the Northern Pacific Railway Company, with the ultimate intention of bridging the Columbia River."[365] Later observers believed the parcels were bought strategically to prevent the creation of new ferry lines that might compete with Paxton's associates as well as for the land's development potential as Portland continued to grow northwards.[366] Ultimately, all may have been correct and, in 1908, James J. Hill's (1838–1916) Spokane, Portland & Seattle Railway completed a new bridge across the Columbia River via Hayden Island.[367] Designed by famed bridge engineer Ralph Modjeski (1861–1940), the bridge was celebrated as the longest double-track railroad bridge in the country and at long last provided a passable transportation route between Portland and Vancouver.[368]

Development of a Destination

From Paxton, ownership of Hayden Island was transferred to Portland's traction conglomerate alternatively named the Portland Railway (1900–1904), the Portland Consolidated Railway (1904–1905), again the Portland Railway (1905–1906), and later the Portland Railway Light & Power (1906–1924).[369] By 1910 the conglomerate had once again sold the island, this time to Washington businessmen Chauncy Albert Doty (1859–1950) and W.D. Coffman (dates

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[362] Shawn Daley, "Hayden Island," *Oregon Encyclopedia* ed. by Ulrich Hardt, Jeff LaLande, and Linda Tamura, (Portland: Portland State University and the Oregon Historical Society, 2021), https://www.oregonencyclopedia.org/articles/jantzen/#.YhjzI5aIZhE; Arlen Sheldrake, Richard Thompson, Bob Weaver, Trent Stetz, and Steve Hauff, *Steel Over The Willamette* (Portland: Pacific Northwest Chapter, National Railway Historical Society, 2012), 30.
[363] "Shaw Island Sold," *Oregonian* (Portland, OR), October 16, 1904, 16; David Warren Freece, "A History of the Street Railway Systems of Vancouver, Washington, 1889-1926" (master's thesis, Portland State University, 1985), PDXScholar (10.15760/etd.5322), https://pdxscholar.library.pdx.edu/open_access_etds/3439/, 36, 42.
[364] "Shaw Island Sold," *Oregonian* (Portland, OR), October 16, 1904, 16; "Streetcar Man Purchase," *Oregon Journal* (Portland, OR), October 16, 1904, 20.
[365] "Streetcar Man Purchases," *Oregon Journal*; "Shaw Island Sold," *Oregonian.*"
[366] David Kern, "Island Hopping," *Columbian* (Vancouver, WA), April 15, 1977, 3.
[367] Caldbick, "James J. Hill."
[368] Caldbick, "James J. Hill."
[369] Local scholars note that this chain of names was "complex and confusing." Sheldrake et al., *Steel Over The Willamette*, 30.

unknown) under the auspices of the Hayden Land Company.[370] Portland Railway Light & Power retained some forty acres on the island's east end to maintain their streetcar and ferry service providing access to Vancouver.[371] Doty and Coffman, meanwhile, hoped to capitalize on the island's rapid transit, heavy rail, and water access to create a new subdivision "available to mills and manufacturing establishments."[372] The partnership's efforts mirrored contemporaneous developments occurring along the south shore of the Columbia Slough where additional business interests—principally meat packers Swift and Company—were developing their own "North Portland Industrial District."[373]

Unfortunately, while the North Portland Industrial District experienced modest success, Doty and Coffman's Hayden Island district failed to materialize. Instead, in 1915, "more than a mile" of the island's north shore was developed into a public bathing area named "Columbia Beach."[374] Whether the beach was formally planned by property owners, or developed organically and later turned into a for-profit venture remains unclear. In either event, by 1918, the "resort" was under professional management and included an outdoor dance pavilion, a bathhouse, and a promenade, and could reportedly host thousands of visitors during busy organized events.[375]

Despite the best efforts of its proprietors during this period, ownership of the island appears to have reverted to Portland Railway Light & Power, which was reorganized in 1924 into separate divisions for its traction and electrical services.[376] The modernized company was renamed the Portland Electric Power Company (1924–1930) and retained ownership of the island until at least the late 1920s.[377] During this decade, still without major development, the area began to attract the attention of local boosters who considered it a prime location for a 1925 world's fair.[378]

Planning began in 1921 and promoter's began using the catchy title; "Atlantic & Pacific Highways and electrical Exposition."[379] Portland businessman Loren Mont ("Monte") Lepper (1870–1949) strongly advocated for Hayden Island as the site, stating "[t]he world does not yet

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[370] "Hayden Island Changes Hands," *Columbian* (Vancouver, WA), December 23, 1910, 10.
[371] "Hayden Island Changes Hands," *Columbian*.
[372] "Hayden Island Changes Hands," *Columbian*.
[373] Ellen Stroud, "Troubled Waters in Ecotopia: Environmental Racism in Portland, Oregon, *Radical History Review* 74 (1999): 70.
[374] "Columbia Beach to be Improved," *Oregonian* (Portland, OR), February 27, 1916, 21; "City is to Have Beach," *Oregonian* (Portland, OR), April 9, 1916, 7.
[375] "Columbia Beach," *Oregon Daily Journal* (Portland, OR), July 15, 1918, 8.
[376] George Kramer, "Portland Railway Light and Power," in Oregon Encyclopedia ed. Jeff LaLande, and Linda Tamura, (Portland: Portland State University and the Oregon Historical Society, 2022), https://www.oregonencyclopedia.org/articles/portland_railway_light_and_power/#.Y4gwdn3MJhE.
[377] Sheldrake et al., *Steel Over The Willamette*, 30.
[378] "Hayden Island Boosters' Club," *Columbian* (Vancouver, WA), 27 May 1921, 10; MacColl, *The Growth of a City: Power and Politics in Portland, Oregon, 1915-1950* (Georgian Press, 1979), 386.
[379] MacColl, *The Growth of a City*, 386.

know that Portland is situated on the Columbia River. Let us put the fair on Hayden Island and put Portland on the map world wide [sic] as a world port located on the greatest waterway in the world."[380] Significant work was required on the still undeveloped island to prevent flooding, but its proximity to the Pacific International (sometimes "PI") Livestock exposition building was among the cited benefits.[381]

While the exposition never materialized, the idea of a fairground remained, and the operators of Columbia Beach—William A. Logus (1892–1974) and Leo F. Smith (dates unknown)—believed they could make it viable.[382] Far from innovatory, Logus and Smith's plan kept with contemporary trends where, across the country, developers and investors built then-novel amusement parks at the end of streetcar lines to encourage ridership and promote development.[383] While it remains unclear if PEPCO provided financial or other means of support to Logus and Smith, the pair formed the Hayden Island Amusement Company in 1927 and purchased forty (sometimes forty-two) acres of PEPCO's land for some $40,000.[384] The planned amusement park would replace Columbia Beach but would, reportedly, preserve and develop beaches on both the north and south shores of the island.[385]

Construction for the $500,000 park was underwritten by the Portland-based apparel company, Jantzen Knitting Mills, who had recently developed a highly successful line of swimsuits.[386] The planned park would not only provide recreational opportunities for residents on both sides of the Columbia but, for the Jantzen Knitting Mills, provide valuable marketing and additional local demand for their products.[387] Accepting the funds, the Hayden Island Amusement Company named the new development the "Jantzen Beach Amusement Park" and designed a series of swimming pools, rides, and a promenade lined with game stalls within its landscaped grounds.[388] A unique wooden roller coaster named "the Big Dipper" was constructed based on

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[380] "10 Orators Uphold Sites For Big Fair," *Oregonian* (Portland, OR), 19 May 1921, 10.
[381] "10 Orators Uphold Sites For Big Fair," *Oregonian* (Portland, OR), 19 May 1921, 10; MacColl386
[382] "Island Land Purchased," *Oregonian* (Portland, OR), 6 February 1928, 10; "Stock Offered Today," *Oregonian* (Portland, OR), 13 June, 1927, 20; "Hayden Island Park Planned," *Columbian* (Vancouver, WA), 25 July, 1927, 1.
[383] Carroll Pursell, "Fun Factories: Inventing American Amusement Parks," *Icon* 19 (2013)
[384] "Island Land Purchased," *Oregonian*; "Hayden Island Park Planned," *Columbian*.
[385] "Hayden Island Park Planned," *Columbian*.
[386] Adrienne Denaro, "Jantzen," in *Oregon Encyclopedia* ed. Jeff LaLande, and Linda Tamura, (Portland: Portland State University and the Oregon Historical Society, 2019), https://www.oregonencyclopedia.org/articles/jantzen/#.YhjzI5aIZhE; Bonnie Tsui, "Following the Lead of the Diving Girl," *The New York Times*, September 5, 2019, https://www.nytimes.com/2019/09/05/travel/portland-oregon-swim-jantzen.html?smid=nytcore-ios-share.
[387] "Jantzen Beach Opens Tomorrow," *The Oregon Journal*, 25 May, 11; Kim Buergel, "What a Ride: From Personal Treasure to Museum Collection," *Dear Oregon: Dispatches from Professional Time Travelers* (blog), https://www.ohs.org/blog/what-a-ride-from-personal-treasure-to-museum-collection.cfm; Bonnie Tsui, "Following the Lead of the Diving Girl," *The New York Times*, September 5, 2019, https://www.nytimes.com/2019/09/05/travel/portland-oregon-swim-jantzen.html?smid=nytcore-ios-share.
[388] "What Portland Has Been Waiting For: Jantzen Beach," *Oregonian* (Portland, OR), 26 May 1928, 5.

plans by noted designer Carl E. Phare (1885–1962) and was advertised to the public as the largest in the northwest.[389]

As hoped, the amusement park proved immediately popular and the company, looking toward expansion, began to acquire more land on the island for the park and other planned investments.[390] Ultimately, at over 123 acres, the Jantzen Beach Amusement Park was for a time the largest in the country and was touted as the "Coney Island of the West."[391]

Before Midcentury

The Jantzen Beach Amusement Park continued to act as Hayden Island's principal occupant and attraction into the early 1930s. In 1934, however, the Hayden Island Amusement Company allowed a small grocer named Anthony Marcianelli (1903–1972) to construct and operate a shop named Tony's on rented land alongside the main Vancouver-Portland roadway.[392] In 1942, Tony's was joined by small housing development for wartime laborers named "Jantzen Village."[393] The development consisted of twenty-four duplexes arranged around three courts all designed by architect William G. Holford (1878–1970).[394] The Village was attractively landscaped by Moreland Gardens; later articles described postwar plans to re-use the buildings as a motel when the housing need subsided.[395]

With the evident success of these improvements, the company courted other businesses to augment a small commercial strip alongside the roadway. In 1945, Gene (1907–1994) and Natha Waddle (1907–1975) opened one of Portland's earliest drive-in diners, "Waddles," in a new, purpose-built building (OR 53), designed by local Italian-American architect Pietro Belluschi (1899–1994).[396] Adjacent to the restaurant, a drugstore named Kirkhart's was also constructed around 1945 but was renamed Whitaker's two years later.[397]

In subsequent years, small-scale changes occurred along the commercial strip including the reconstruction of Tony's after a 1953 fire, the reconfiguration of Waddles, and various changes

[389] "What Portland Has Been Waiting For: Jantzen Beach," *Oregonian.*
[390] William Lambert, "Shifting Sand of Hayden Island Tip Generate Fine Legal Controversy Over Ownership," *Oregonian* (Portland, OR), April 27, 1959, Section 3 Page 8.
[391] Daley, "Hayden Island."
[392] "If the Cupboard is Bare," *Columbian* (Vancouver, WA), June 27, 1934, 2.
[393] New Housing Units Planned," *Oregonian* (Portland, OR), 30 August 1942, Section 2 Page 3.
[394] "New Housing Units Planned," *Oregonian*; "Jantzen Village Division Nearly Ready for Opening," *Oregonian* (Portland, OR), 1 November, 1942, Section 5 Page 8.
[395] "Jantzen Opener Sets Mark for Sunday Play, *The Billboard*, April 22, 1944, 44.
[396] "Waddles Coffee Shop, Jantzen Beach, Portland, OR," Pacific Coast Architecture Database, accessed November 17, https://pcad.lib.washington.edu/building/12639/.
[397] [Job advertisement for drug and display clerk] *Oregonian* (Portland, OR), April 22, 1948, Section 2 Page 8.

in ownership of several businesses.[398] Plans for more substantial changes under the island's development company were halted in 1959 when it emerged that the company's title to the land was contested along the island's eastern tip.[399] Investigations by both the state land board appraiser and the Hayden Island Amusement Company determined that the tip was, in fact, state property; the company finally purchased it outright in September 1959 for $11,700.[400] Later, in 1962, the Columbia Market was demolished and replaced by a new Safeway supermarket, which provided a wide variety of goods to island residents and travelers.[401]

After Midcentury

In the second half of the twentieth century, the Jantzen Beach Amusement Park no longer met its owners' expectations. The park's novelty had long since worn off and visitor numbers were both stagnant and weather dependent, an unfortunate contingency in the Pacific Northwest.[402] A string of bad luck, including a visitor death in 1959 (determined not to be the park's fault) and a serious fire the following year, accelerated its decline.[403] In a 1964 interview, company management explained that new recreation options—Rooster Rock State Park and Blue Lake Park—were now competing for visitors and that backyard swimming pools and indoor televisions were rendering the park increasingly obsolete.[404]

In 1963, the Hayden Island Amusement Company redirected its focus, and rebranded under the name "Hayden Island Development Company." Rather than a recreation provider, the company concentrated on residential and commercial development as the future of its island-based operations. Already in 1955, the company had begun to host floating homes at a moorage along the island's south shore and, in 1964, a seventy-five-unit manufactured-home community was completed northwest of the amusement park. In the same year, the company's manager, Leslie "Les" W. Buell (1919–2013), noted that their revenue was already split with approximately half coming from the amusement park and half from rentals.[405]

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[398] "Early Morning Fire Guts Tony's Market Across River," *Columbian (Vancouver, WA)*, July 2, 1952, 1.; "Under Roof Again," *Oregon Journal* (Portland, OR), March 15, 1953, B7; "Chain Buys Tony's Mart,' *Oregonian* (Portland, OR), April 24, 1955, 45.; "Columbia Adds Store," *Columbian* (Vancouver, WA), December 4, 1955.
[399] "County Planners Study Hayden Island Tip Uses," *Oregonian* (Portland, OR), 22 April, 1959, 19; William Lambert, "Shifting Sand of Hayden Island Tip Generate Fine Legal Controversy Over Ownership," *Oregonian* (Portland, OR), April 27, 1959, Section 3 Page 8; "Island Area Turned Down," *Oregonian* (Portland, OR), 22 May, 1959, 19.
[400] "$11,700 Bid For Island," *Oregonian* (Portland, OR), 1 September 1959, 9.
[401] "Safeway Stores Opening Novel Shopping Center," *Oregonian* (Portland, OR), 29 March, 1962, 19.
[402] Gerry Pratt, "Rain Drops Crowd at Jantzen Beach," *Oregonian* (Portland, OR), August 27, 1964, 22.
[403] Don Horine, "Amusement Parks Faltering Along Pathway to Oblivion," *Oregon Journal* (Portland, OR), August 9, 1959, 3; "Jantzen Beach Funhouse Burns," *The Oregon Statesman* (Salem, OR), March 30, 1960, 1.
[404] Pratt, "Rain Drops Crowd" *Oregonian*.
[405] Pratt, "Rain Drops Crowd" *Oregonian*.

Buell, promoted to president of the company in 1966, was its public face during this new period of expansion and often gave interviews to promote the island's ongoing development. [406] He was referred to in a later profile as "a mixture of mayor, city manager and benevolent, low-key dictator" and, in 1967, he renamed the company once again to "Hayden Island, Inc."[407]

From 1964 onward, Buell and the company began a series of ambitious expansion plans bent on replacing the aging amusement park with a series of modern real estate investments that would capitalize on the island's roadside location and exceptional scenic qualities. Initially, plans were made to build a family-style resort motel, a $6 million waterfront apartment complex, and to enlarge the manufactured home park to 200 units.[408] Later, in March 1967, the scope had grown and Hayden Island, Inc., announced a new twelve-year plan including a regional shopping center, a 200-unit motel, and 1,400 units of housing.[409] The company conservatively estimated the cost of this growth at $25 million but updated its estimate to $50 million only a year later (Figure 27).[410]

While Buell and others initially expressed hope to save portions of the amusement park, the construction of I-5 ultimately pronounced its end. Newspaper advertisements declared July 4, 1970, to be the "last chance" to ride the Big Dipper, which was demolished shortly after the holiday.[411] The entire park was closed soon after and by the winter had been fully demolished.[412]

As the amusement park was coming down, the new shopping center was rising. In November 1969, Hayden Island, Inc., announced three anchor tenants—Montgomery Ward and Company, Newberry's, and Payless Drugs—In the new mall, and a projected groundbreaking in 1971.[413] The center's design was prepared by the noted Seattle firm of John Graham, Jr. (1908–1991); John F. Jensen and Associates were hired to design the new Montgomery Ward store. [414]

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[406] "Realty Parade," *Oregon Journal* (Portland, OR), 15 July, 1966, Business Section Page 6.
[407] B.J. Noles, "NYC's Loss Was Portland's Gain," *Oregonian* (Portland, OR), December 5, 1977, B5; "Realty Parade," *Oregon Journal* (Portland, OR), 15 July, 1966, Business Section Page 6.
[408] Pratt, "Rain Drops Crowd" *Oregonian*.
[409] Phil Hunt, "Hayden Island Ready For Development Go-Ahead," *Oregon Journal* (Portland, OR), March 27, 1967, 5.
[410] Phil Hunt, "Hayden Island Ready For Development Go-Ahead," *Oregon Journal* (Portland, OR), March 27, 1967, 5; "Hayden Island to Grow," *Oregon Journal* (Portland, OR), 8 April, 1968, 23; Robert Landauer, "$50 Million Hayden Island Development Planned," *Oregon Journal* (Portland, OR), April 7. 1968.
[411] "State Celebration of Nation's Birthday Ranges From Fireworks to Rodeos," *Oregonian* (Portland, OR), 3 July, 1970, Portland, Oregon, 12.
[412] "Shop Area Plan Aired," *Oregonian* (Portland, OR), 7 January, 1971, Section 3 Page 7.
[413] Jack Hopkins, "3 Firms May Sign On Island," *Columbian* (Vancouver, WA), 5 November, 1969, 1.
[414] Ken Bradley, "Ward Signs Lease for Jantzen Center," *Oregon Journal* (Portland, OR), 15 June, 1971:1.

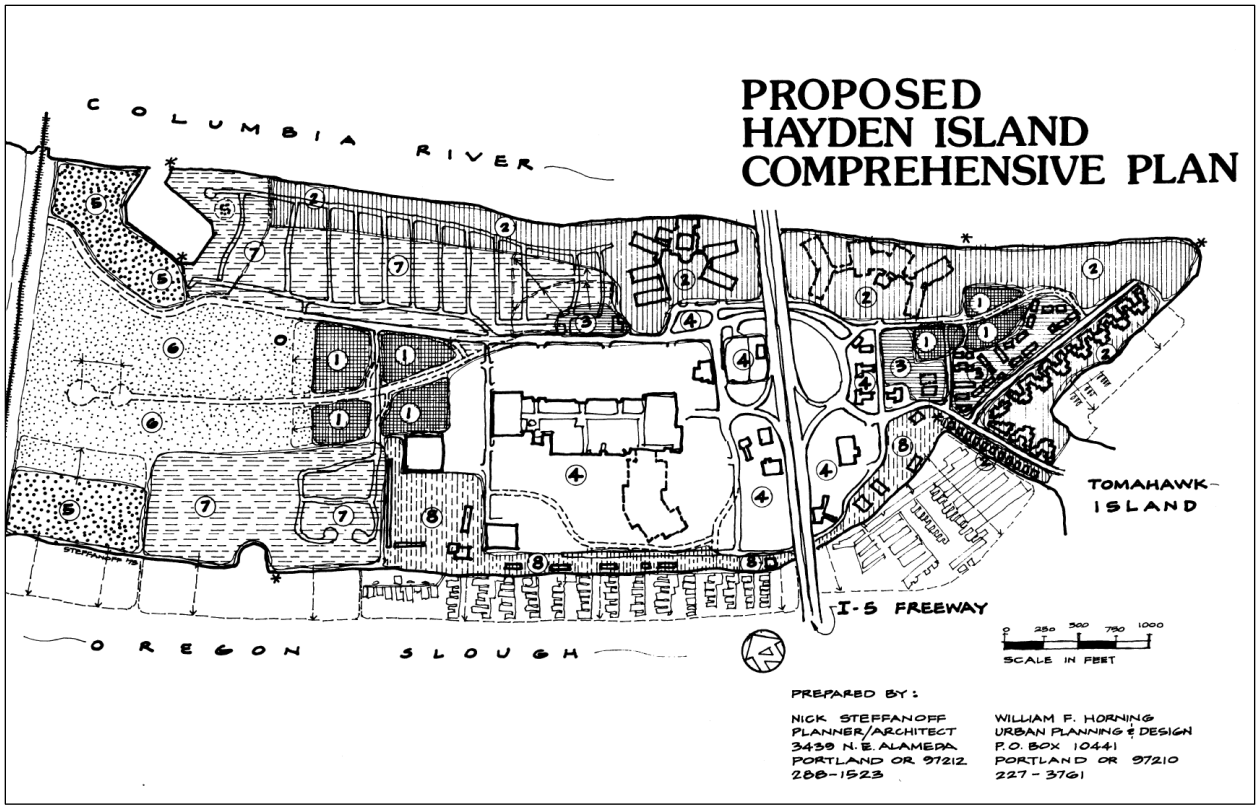

Figure 27. Proposed Hayden Island Comprehensive Plan showing existing elements of the area's urban fabric, 1975 (City of Portland (OR) Archives, AF/171455).

The design of the shopping center, according to Buell, was to feature "the Northwest look with warm-toned masonry and considerable piling and stained rough textured woods."[415] In an additional link to the site's past, the amusement park's famed Parker carousel was preserved and restored as a centerpiece of the center.[416] At last, on September 28, 1972, the new Jantzen Beach Center held its grand opening (Figures 28–31).[417] *The Oregonian* reported that the final price tag for the development had surpassed $8 million.[418]

While planning the mall, Hayden Island, Inc., had been working to find a partner to operate the planned resort hotels on the island's north shore. Plans for the development had been in the works since early 1959; however, ten years passed before the company established a workable relationship with the Thunderbird hotel chain.[419] Thunderbird was already a well-known regional

[415] Jack Hopkins, "Year of the Shopping Center," *Columbian* (Vancouver, WA), January 28, 1972, Section 2 Page 19.
[416] "Jantzen Beach Carousel," Restore Oregon, accessed November 14, 2022, https://restoreoregon.org/most-endangered-places-2018/jantzen-beach-carousel/.
[417] [Advertisement for Jantzen Center], *Columbian* (Vancouver, WA*)*, 26 September, 25.
[418] "$8 Million Jantzen Beach Center Opens Doors," *Oregonian* (Portland, OR), 28 September, 80.
[419] "Thunderbird Motor Hotel," *Oregonian* (Portland, OR), June 27, 1969, 31; "Owners Reveal Plans For Luxury Motel, Other Developments on Hayden Island," *Oregonian* (Portland,OR), 25 April 1959, 4.

name and developer Edward Pietz had constructed a motel for the chain in Portland in 1959. [420] The Portland hotel was designed by local architect Ralph C. Bonadurer (1923–2001) who continued to collaborate with Pietz on designs for the chain over the coming decades.

The Hayden Island Thunderbird location was another of Bonadurer's concepts (Figure 32) and was constructed from 1969 to 1971.[421] The design bore strong similarities to a 150-room complex designed by Bonadurer in SeaTac in 1970.[422] After the Hayden Island project, Thunderbird and Hayden Island, Inc., developed two more properties in the late 1960s and early 1970s including the Thunderbird at the Quay (later Inn at the Quay) in Vancouver, and an additional Jantzen Beach hotel, the Red Lion.[423]

The Red Lion, or the "Red Lion Motor Inn," was the second major resort development on Hayden Island constructed east of the interstate parallel to the Thunderbird.[424] The designs for the resort were prepared by the Vancouver firm Nelson, Walla, and Dolle (NWD) and were expected to create the largest convention center space north of San Francisco.[425] Work began in 1977, and construction was undertaken by Portland contractor H.A. Anderson (1925–2008).[426] After a year of work, the hotel's first guests arrived in June 1978.[427]

[420] "$1,250,000 Motel Posed for Tract Near E-R Hub," *Oregonian* (Portland, OR), July 18, 1959, 1.
[421] "Thunderbird Motor Hotel," *Oregonian* (Portland, OR), June 27, 1969, 31; Jantzen Thunderbird Motel Center Enters Second Phase of Construction," *Oregonian* (Portland, OR), March 7, 1971, 28.
[422] "Jantzen Thunderbird Motel Center Enters Second Phase" *Oregonian*.
[423] Larry Shaw, "Thunderlion Story: From Can't Find It To Can't Miss It," *Oregonian,* (Portland, OR), November 12, 1978, C7.
[424] "Jantzen Beach Complex Due, *Oregonian* (Portland, OR), April 23, 1977, D3
[425] "Hayden Is. Bill Seen About Dead," *Columbian* (Vancouver, WA*)*, 17 May, 3.
[426] [Advertisement for Jantzen Center], *Columbian* (Vancouver, WA), 26 September, 25.
[427] Leonard Bacon, "Guests 'Rough It' In Uncompleted Motel," *Oregonian* (Portland, OR), June 18, 1978, C11.

Figure 28.1974 aerial view of the completed Jantzen Beach Center. View to northeast (City of Portland, Auditor's Office).

Figure 29. Aerial image of the Jantzen Center in 1996 (Portland Maps).

Figure 30. Aerial image of the Jantzen Center in 2012 (Portland Maps).

Figure 31. Aerial image of the Jantzen Center in 2013 (Portland Maps).

Figure 32. “SWIMMING POOL OF THUNDERBIRD MOTEL ON THE COLUMBIA RIVER WITHIN YARDS OF THE INTERSTATE BRIDGE CONNECTING WASHINGTON.” David Falconer, Photographer (NARA record: 548083) – (U.S. National Archives and Records Administration).

Late Twentieth Century Changes

By the late 1970s, Hayden Island had approximately 2,200 residents and all municipal services except for a fire department were operated locally by Hayden Island, Inc.[428] (Figure 33) Annexation to Portland was proposed at least twice via Oregon House bills in 1977 and 1979.[429] While both measures were strongly opposed by the company, the island was finally annexed into the city on September 10, 1986.[430] Ordinance 34164 defined it as the land bound by the Oregon state line to the north and the Portland city boundary and Oregon Slough to the south.[431]

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[428] “Hayden Is. Bill Seen About Dead,” *Columbian* (Vancouver, WA), 17 May, 3.
[429] Hayden Is. Bill Seen About Dead,” *Columbian* (Vancouver, WA), 17 May, 3;
Stan Federman, “Annexation Bill Causes Split; County Fears Loss of $500,000,” *Oregonian* (Portland, OR), April 12, 1979, B1.
[430] “Hayden Is. Bill Seen About Dead,” *Columbian* (Vancouver, WA), 17 May, 3.
[431] “34164 - A-37-86 - Approving annexation to the City of Portland of a tract of land located on Hayden Island, bounded on the north by the Oregon State Line, and o the south by the Portland City

Figure 33. Bird's-eye view of Hayden Island and the Interstate Bridge in June 1973. David Falconer, Photographer (NARA record: 1427627) — (U.S. National Archives and Records Administration).

In 1995, Birtcher Northwest purchased the shopping center and completed extensive renovations, moving generally away from smaller, local retail shops toward a fewer number of larger, national retailers.[432] These renovations to the Jantzen Center mirrored similar redesigns of other high-traffic shopping centers and malls in the region.[433] The $60 million renovation demolished approximately two thirds of the existing complex and, in August 1996, the development reopened as the Jantzen Beach SuperCenter (Figures 28-31).[434]

Boundary and the Oregon Slough," September 10, 1986, D/55807, City of Portland Auditor's Office, https://efiles.portlandoregon.gov/Record/2847695/.

[432] Steve Mayes, "Mall Make-Over," *Oregonian* (Portland, OR), July 23, 1995, E01.

[433] Jim Hill, "Buying Into The Big Box," *Oregonian* (Portland, OR), June 9, 1966, D01.

[434] Jim Hill, "A Jazzed Up Jantzen," *Oregonian* (Portland, OR), August 17, 1966, B07

Architects

John Storrs (1920–2003)

Connecticut-born, John Storrs moved to Oregon in 1950, inspired by Portland architect Pietro Belluschi (1899–1994). Storrs' reputation in the region was solidified when, just four years later, he was hired by the Portland Garden Club to design their new facilities. Storrs had been recommended by landscape architect and club member Florence H. Gerke; his selection was somewhat surprising as the more locally known John Yeon (1910–1994) was also considered. Storrs' design for the Portland Garden Club included many of the elements that would come to define his mature style, including a focus on wood and other locally available materials and the use of low, hipped roofs.

Among Storrs' best-known work is the 1965 Salishan Lodge, a resort on the Oregon Coast whose design exemplifies key elements of the Northwest Regional style. Storrs worked with landscape architect Barbara Fealty (1903–2000) to create a resort that blended into the environment, a key tenet of the style. They positioned the structures intentionally around the 750-acre property, along the existing topography, complementing the existing dunes and trees.[435] Executive manager Alex Murphy, who had worked closely with Storrs, reflected on the lodge's construction in 1979: "We decided early on not to use gimmicks, to use straightforward architecture, fine woods speaking for themselves…that we would drop it into the woods as if it belonged there."[436]

John Gray (1919–2012), the developer responsible for the Salishan Lodge, continued to work with the architect in the following years. In the early 1970s, Gray hired Storrs for the development of John's Landing, the extensive residential and commercial development on Portland's southwest riverfront. Storrs' major contribution to the project was the conversion of an old mattress factory into the Water Tower shopping complex.[437]

John Storrs passed away in 2003 at the age of eighty-three.[438] Several of Storrs' buildings remain on and around Hayden Island: the seven pagoda-style structures that housed the Hayden Island Mobile Home Village's offices, laundry room, recreation room, as well as the River House, a condominium complex on Hayden Island operated by Hayden Island, Inc., and the Totem Pole Marina (OR 1) located just east of the Highway leading to Hayden Island.

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[435] John M. Tess, "Portland Garden Club." National Register of Historic Places Multiple Property Nomination Form, (Washington DC: Department of the Interior, National Park Service, 2005), Section 8, Page 2; Gragg, "Remembering John Storrs."; Katherine Wimble, Salishan Lodge and Resort," SAH Archipedia, https.//sah-archipedia.org/buildings/OR-01-041-8082.
[436] John Armstrong, "Storrs Leads His Own Parade," *Northwest Magazine* (Portland, OR), December 16, 1976, 4.
[437] Gragg, "Remembering John Storrs."
[438] Gragg, "Remembering John Storrs."

Additionally, Storrs designed the Forest Products Pavilion for the Oregon Centennial Exposition. While it was only a temporary construction, the structure featured a hyperbolic paraboloid roof, a key element Storrs later used in his design of the Totem Pole Marina.

Nelson, Walla, and Dolle

The Vancouver-based architecture firm of Nelson, Walla, and Dolle (NWD) operated from 1962 to 1983. Named for its principal architects Don Nelson (1927–2006), James Dolle (1931–unknown), and Harlow "Ed" Walla (1927–1983), the firms came to be known for its versatility, taking on a wide variety of projects throughout the west coast. During its approximately two decades in operation, NWD designed municipal buildings, hospitals, and schools, as well as shopping centers, residences, restaurants, and hotels.[439] Much of NWD's work is categorized by New Formalism, a style popular in the 1950s through the mid-1970s which embraced classical precedents.

Walla and Dolle first met in a design lab class at Washington State College (now Washington State University).[440] Prior to the formation of NWD, Walla spent eleven years working at the architectural firm of Day Walter Hilborn.[441] In 1956, Walla designed Vancouver's Immanuel Lutheran Church.[442] James Dolle worked for two years as an engineering officer with the U.S. Air Force, where he was responsible for the design, preparation, and supervision of air base projects.[443] Following his time in the Air Force, Dolle worked for Hilborn from 1956 to 1962, after being encouraged by Walla to apply.[444] During his time with Hilborn, Dolle served as a supervisor on the Portland Mayflower Milk Building.[445] For a period, Walla and Dolle worked evenings designing homes for the builder David H. Christensen, at one point working out of the basement of Dolle's home in Hazel Dell.[446]

Don Nelson was born in Portland in 1926. He attended Washington State College, where he met Walla and Dolle.[447] He worked as the draftsman for L.E. McCoy in Vancouver before moving to the firm Jones, Lovegren, Heims, and Jones in Seattle for eight years. During his time

[439] Jack Hopkins, "Progress Report," *Columbian* (Vancouver, WA), September 12, 1972, 20.
[440] James F. Fowler, "Designing Trio on Their Way," *Columbian* (Vancouver, WA), March 30, 1965, 15.
[441] "Fowler, "Designing Trio on Their Way."
[442] "Chapel Unit Slated." *Columbian* (Vancouver, WA), June 1, 1956, 6.
[443] "Fowler, "Designing Trio on Their Way."
[444] "Fowler, "Designing Trio on Their Way"; John F. Gane, ed., *American Architects Directory*, 3rd ed. (New York: R.R. Bowker Company, 1970), 229.
[445] Janet Cleavland, "Architect Hilborn Blended Function and Artistry," *Columbian* (Vancouver, WA), May 23, 1986, G1.
[446] Mike McCracken, "A Bare-Knuckles Guy," *Columbian* (Vancouver, WA), January 23, 1983, 29.
[447] Hopkins, "Progress Report," September 12, 1972.

in Seattle, Nelson participated in the design of numerous Trader Vic's restaurants and was a coordinator for the 1962 Seattle World's Fair.[448]

Nelson and Walla opened their firm in March 1962, with Dolle joining shortly after in May of that year.[449] The name was officially changed to Nelson, Walla, and Dolle in April 1963.[450] One of the firm's first jobs was the design of the U.S. Forest Service seed extractor in Wind River.[451]

In 1963, NWD hired Larry J. Swatosh (1937–2018), a 1961 graduate of the University of Washington School of Architecture, as a draftsman. He became an associate for NWD in May 1967 and would eventually become a principal designer for the firm, specializing in working with clients during the programming phase of projects.[452]

In 1970, Dolle began working with the Vancouver Memorial Hospital and eventually garnered a reputation as a specialist in hospital design. Dolle was committed to fully understanding the day-to-day functions of medical facilities and took time to observe surgeries and speak with doctors and nurses.[453]

In August 1972, the firm announced the formation of NWD Interiors, a subsidiary company managed by Harry Scott Lovett. NWD Interiors, which planned to provide planning and design services for institutional and commercial buildings, operated as a separate entity from NWD.[454] In September of that year, it was announced that the firm had added two board members and changed its name to Nelson/Walla/Dolle & Company.[455] It operated under this name until its dissolution.

The firm's first offices were at 202 West 8th Street in Vancouver, a 1906 building thought to be the oldest concrete block structure in the city. Nelson and Walla completed a remodel, adding a cedar-lined entry and glass front.[456] NWD remained at that location until 1973 when they designed and moved to a new building at 500 West 8th Street in Vancouver. The firm and its subsidiary interior firm occupied all of the first floor and a portion of the ground level.[457]

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[448] "Fowler, "Designing Trio on Their Way."
[449] "Architectural Firm Adding Associate," *Columbian* (Vancouver, WA), May 17, 1962, 27.
[450] "Architects' Firm Name Is Changed," *Columbian* (Vancouver, WA), April 3, 1963, 20.
[451] "Fowler, "Designing Trio on Their Way."
[452] "People in Business," *Columbian* (Vancouver, WA), May 18, 1967, 26; "Pitfalls a-Plenty," *Columbian* (Vancouver, WA), January 29, 1982, A25.
[453] Bob Sisson, "Healthy Interest in Hospitals," *Columbian* (Vancouver, WA), February 24, 1991, 2.
[454] Jack Hopkins, "Progress Report," *Columbian* (Vancouver, WA), August 3, 1972, 31.
[455] Hopkins, "Progress Report," September 12, 1972.
[456] "Pioneer Concrete Block Structure for Vancouver Repaired and Remodeled for Modern Office." *Columbian* (Vancouver, WA), March 15, 1962, 24.
[457] Jack Hopkins, "Progress Report: Nelson-Walla-Dolle Office," *Columbian* (Vancouver, WA), July 29, 1973, 16.

The new office with stained cedar siding and a mansard roof was composed of copper-coated stainless steel. The mirror-glass windows were specifically chosen for their efficiency, and Nelson noted to *The Columbian* that they would lead to a reduction in "mechanical requirements for air conditioning."[458] In 1979 the office was expanded with an addition to the west, designed in the same style as the original.[459]

By 1982, NWD employed approximately eighteen to thirty architects and draftsmen.[460] Walla passed away in April 1983 at the age of fifty-five.[461] In November of that year, Nelson and Dolle announced that the partnership was ending. Nelson went on to form Don Nelson & Associates. He retired in 2003 and passed away in 2006.[462] Dolle formed an architectural planning firm with Swatosh, who was at that point the director of design at NWD.[463] The Dolle/Swatosh firm remained in the NWD-designed building at 500 West 8th Street.[464] NWD's original offices are extant as of October 2022.

Notable designs include:

- Vancouver Civic Center (1966)
  In 1966, NWD designed the new Vancouver Civic Center, which was comprised of two matching structures which housed city hall and a police station. The city hall was a new building; the police station was fitted into the redesigned carpenter's hall. The buildings' exteriors featured distinctive vertical precast concrete paneling. The architects noted that they prioritized long-lasting materials and hoped to avoid "built-in obsolescence."[465] City Hall is still standing, albeit altered; the police station was demolished between 2007 and 2012.
- Red Lion/Thunderbird projects (ca. 1970s)
  NWD worked extensively with the Red Lion Hotel Chain, which was at points referred to as the Thunderbird Corporation, Thunderbird–Red Lion Inns, and Thunderlion. Work began in 1969 on the NWD-designed Sea–Tac Motor Hotel, a development of the Thunderbird Corporation. It was at the time expected to be the largest hotel in the Pacific Northwest, comprised of nine buildings with sixty to one-hundred rooms each. A *Seattle Times* article on the development noted that it utilized a "Northwest contemporary architectural style," with a Mediterranean motif in the interior, and "massive Northwest

[458] Hopkins, "Progress Report," July 29, 1973.
[459] "Architects Plan Second Building," *Columbian* (Vancouver, WA), September 21, 1979, 27.
[460] "Pitfalls a-Plenty," *Columbian* (Vancouver, WA), January 29, 1982, A25.
[461] "Harlow 'Ed' Walla dies of leukemia," *Oregonian* (Portland, OR), March 1, 1983, 3MN.
[462] "Don E. Nelson Obituary," *Columbian* (Vancouver, WA), March 12, 2006, C4.
[463] "Architectural partnership breaks up." *Oregonian* (Portland, OR), November 21, 1983, C5.
[464] "Nelson/Walla/Dolle to Split Architecture Firm," *Columbian* (Vancouver, WA), November 18, 1983, 11.
[465] David Jewett, "Civic Center's Clean Lines All Impressive," *Columbian* (Vancouver, WA), June 24, 1966, 8.

Indian-patterned relief panels in each gable."[466] The lumber and plywood used in the construction of the hotel were almost entirely sourced from Oregon.[467]

By February 1970, work was underway on the NWD-designed Jantzen Beach Thunderbird, a hotel essentially identical to the Sea–Tac Motor Hotel and slightly smaller in scale.[468]

In 1974, plans were announced for a new hotel to be built in Spokane, Washington, in the style of the Jantzen Beach Thunderbird and the Sea–Tac Motor Inn. Robert J. Sinder, vice president of operations for Thunderlion stated that "The design will be along the lines of the Northwest Indian and Polynesian theme, with heavy wooden beams and pilings."[469] The hotel is extant as of 2022.

NWD designed the Thunderbird/Red Lion Motor Inn located east of the existing Thunderbird Motor Inn on Hayden Island. At the time, the complex was the largest convention center north of San Francisco.[470]

Following the dissolution of NWD in 1983, the Dolle/Swatosh firm continued a relationship with the Red Lion Inn, designing many sites for the hotel chain, including international sites.[471] A 1991 profile on Dolle noted that he had at that point been involved with thirty-three Red Lion projects.[472]

- United States National Bank of Oregon, Jantzen Beach Branch (1972)

  In 1972, NWD designed the Jantzen Beach Branch of the United States National Bank of Oregon, which was designed in a style similar to the Thunderbird.[473] The bank was located just southwest of the hotel. The building was demolished between the summer of 2014 and the summer of 2015.

Other known designs include:

- Vancouver, Washington
  - Fletcher-Daniels Title Company 100 East 13th Street (1965)
  - Pacific First Federal Building (ca.1974)
  - Fort Vancouver High School (date remains unknown)

[466] Polly Lane, "800-Unit Motor Hotel Under Construction," *Seattle Times,* January 5, 1969, C1.
[467] Doug Baker, "Baker's Dozen," *Oregon Journal* (Portland, OR)*,* February 24, 1970, 3.
[468] Hopkins, "Progress Report," September 12, 1972.; Baker, "Baker's Dozen."
[469] Frank Bartel, "River Bank Site of New Motel," *Spokane Chronicle*, May 29, 1974, 1.
[470] "Jantzen Beach Complex Due," *Oregonian* (Portland, OR)*,* April 28, 1977, D3.
[471] Julie Anderson, "Local Architects Scramble," *Columbian* (Vancouver, WA)*,* May 10, 1985, C1.
[472] Sisson, "A Healthy Interest in Hospitals."
[473] "Center to Have Bank," *Columbian* (Vancouver, WA)*,* September 27, 1972, 14.

- Gaiser Junior High School (pre-1974. Precise date remains unknown)
- Vancouver Mall (1977)
- Rudy Luepke Center (1979)

- Washington state (excluding Vancouver)
  - Pioneer National Title Insurance Company., Longview (1966)
  - Cowlitz County Department of Natural Resources, Castle Rock (1969)
- Oregon
  - Seafare Restaurant, Astoria (pre-1962. Precise date remains unknown)

Floating Homes

Introduction

The phrase “floating shelters” encompasses a vast category of water-based domiciles that may be found wherever human cultures interact with permanent waterbodies.[474] Unlike the comparatively rigid typologies found amongst maritime vessels, floating shelters are neither true boats nor buildings, instead occupying a nebular space between the two. Although they are a slender minority of the overall housing stock, floating shelters may be found across the globe and the variations amongst them are numerous.[475] In North America, their variations are today generally categorized into three groupings:

- **Houseboats** are purpose-built floating shelters with their own means of motorized propulsion. They are usually professionally manufactured by private industry and are characterized by a boxy appearance to maximize space and a shallow draft (the depth of water needed to float) for greater range. Because of these characteristics, houseboats perform poorly in rough waters and are therefore generally confined to sheltered inland areas such as slow rivers, lakes, and reservoirs.
- **Liveaboards** are seaworthy boats that are permanently occupied as residences. Although they may move under their own power and are widely mobile, they usually possess a semi-permanent moorage location that functions as their occupant’s permanent address. While a houseboat may be technically considered a liveaboard, a liveaboard is usually distinguished by its traditional form, allowing it to access a wider array of marine environments.
- **Floating Homes** are differentiated from houseboats and liveaboards as floating shelters without a means of propulsion. They are generally larger than houseboats and often utilize standard residential construction methods to erect a building atop a barge or

[474] Peter Droege, “Floating Shelter” (Masters Thesis, Massachusetts Institute of Technology, 1976),
[475] Peter Droege, “Floating Shelter.’

"float." Floating homes are often permanently moored in marinas or off private group docks and, when moved, require the power of an external vessel to tow or push them.

While theoretically discrete, considerable overlap exists between these categories and terms. In some instances, floating homes are formed from liveaboards that still float but are heavily altered and no longer seaworthy. In other instances, occupants found resourceful, if slapdash, manners of propelling their floating homes to new locales. Most challenging of all, the term "houseboat" was historically applied to "floating homes" and the two remain widely linked in the mind of the general public. Despite such confusion, the contemporary understanding of terms will be retained with historic terminology utilized only for informational purposes and within quotations.

Floating Homes of the Pacific Northwest

Although the lifeways of many northwestern indigenous nations were inextricably linked to the region's marine and riverine environments, the origins of floating homes began with European and European American settlements.[476] Upon their arrival in the region in the nineteenth century, these interlopers were faced with dense forests and challenging topography complicating overland travel. Coastlines and inland waterways therefore provided the first viable transportation network; settlers used boats as their principal means of large-scale conveyance.

Such familiarity with the water, combined with the region's formidable terrain and rich timber resources, provided fecund ground for the development of floating shelters.[477] While the date and location of these first homes remain unknown, some suggest that they stemmed from the early development of the Northwest logging industry, which used waterways to access and also transport timber.[478] Until supplies dwindled, the region's earliest logging operations took place along shorelines where felled trees could be skidded into the water and floated to company sawmills.[479] As crews moved along the coast, they developed floating logging camps, echoing practices found in the Great Lakes and Northeast (note that floating logging camps remain in use in Alaska.)[480] Later, when logging spread inland, floating camps were used along

[476] Howard Droker, *Seattle's Unsinkable Houseboats*, (Seattle: Watermark Press, 1977), 33.
[477] Droker, *Seattle's Unsinkable Houseboats*, 33.
[478] Marty Dunham, "Floating Home," *Back to the Blueprint*, New York City: A&E Television Networks, 2006; Erin Feeney, *Seattle's Floating Homes* (Images of America. Charleston: Arcadia Publishing, 2012), 9; Sarah J. Martin, "Wagner Floating Home," Seattle Landmark Nomination, (Seattle, WA: Landmarks Preservation Board, The Historic Preservation Program, Seattle Department of Neighborhoods, City of Seattle, 2020), 18.
[479] Ellis Lucia, *The Big Woods: Logging and Lumbering—from bull teams to helicopters—in the Pacific Northwest*, (Garden City, NY: Doubleday & Company, Inc., 1975), 13.
[480] Droker, *Seattle's Unsinkable Houseboats*, 37

waterways and, during the spring runoff, travelled downstream with log drives, eventually abandoned or reused in major mill towns.[481]

Some scholars place less emphasis on the importance of logging to the development of the floating home, maintaining that only the Northwest "had the ingredients that invited people to build floating homes." Elsewhere in the US, concurrent and perhaps related movements were also creating floating shelters in addition to eastern loggers. In the early nineteenth century, cabin-topped log rafts and unpowered "flatboats" were becoming common on the waters of the Ohio and Mississippi Rivers.[482] In the San Francisco Bay, the events of the California Gold Rush (1848–1855) saw the reuse of "square-rigged" transport ships as floating warehouses, hotels, and rooming establishments.[483]

While no examples of early Northwestern floating shelters are known to have survived, they were likely rough tents or vernacular buildings ("shacks" or "shanties") placed atop floats made from bound logs. When additional flotation was needed to support larger structures, extra logs could be placed beneath those of the float to create an inverted pyramid.[484] This system worked well on the inland waterways of the Northwest where the floats' freshwater anaerobic environment preserved their wood from rapid deterioration.[485] In saltwater, however, untreated wood decayed rapidly, leading to a preference for floats formed from reused barges or other hollow hulls which could be painted and, when maintained, preserved over longer periods.[486]

From their humble origins, floating homes spread rapidly as the populations of Pacific port cities boomed throughout the nineteenth century. From Vancouver, British Columbia, to San Francisco, they proved to be an attractive housing alternative to traditional land-based residences. With lagging housing stock, floating homes were highly accessible, and a handy individual could construct one from inexpensive, and even scavenged, components. Further augmenting their appeal, floating homes remained outside standard land-based tax, and building codes left them untaxed and unregulated.[487] While some owners might have rented berths from shoreside landowners, most chose to moor their homes for free on public waterways, moving only when required.

With so few barriers to entry, floating homes became particularly popular among itinerant and seasonal workers, as well as workers with water- or shoreline-based professions.[488] While few,

[481] Marty Dunham, "Floating Home."
[482] T.W. Records, "Flatboats," *Indiana Magazine of History* 42, no.4 (December 1946):325
[483] Phil Frank, *Houseboats of Sausalito, Images of America*, (Charleston: Arcadia Publishing, 2008), 9
[484] Marty Dunham, "Floating Home."
[485] Marty Dunham, "Floating Home."; Frank, *Houseboats of Sausalito*, 9.
[486] Frank, *Houseboats of Sausalito*, 9.
[487] Gail Dubrow and Alexa Berlow, "Vernacular and Popular Architecture in Seattle," in *Shaping Seattle Architecture*, 2nd *Edition*, ed. Jeffrey Karl Ochsner (Seattle: University of Washington Press, 2019), 354.
[488] Frank, *Houseboats of Sausalito*, 12.

if any, official records were kept, fishermen, boatbuilders, riggers, loggers, and ship crews likely comprised a major portion of both the builders and occupants of early floating homes.[489]

The Floating Homes of the Oregon Slough and North Portland Harbor

In the early years of the twentieth century, the North Portland Harbor was defined by the long Oregon Slough which separated a marshy rural district north of Portland from riverine islands of the Columbia River. The character of the landscape was low-lying and liable to change during seasonal high-water events. Only Pearcy Island and Hayden Island are shown as discrete landmasses on maps and charts (Figure 33).[490] With the urban environs of Portland still far to the south, the area's marshy terrain and its susceptibility to flooding had left it largely undeveloped at the end of the nineteenth century.[491] In 1888 a single streetcar line had been extended northward from East Portland, terminating at the docks of the Vancouver-Portland ferry on a rounded peninsula of land immediately east of Hayden Island.[492] Avoiding the unstable ground, the line's final 8,000 feet were built atop an extensive wooden trestlework to reach the river channel.[493]

The peninsular terminus of the line shown on early maps is later depicted as an individual island separated from the mainland by an extension of the Oregon Slough (Figure 34).[494] It remains unclear if this change was the result of more accurate maps or a physical alteration to the landscape. In time the island became known as "Sand Island" likely for its predominant surface material.[495]

Beginning in 1916, the contemporary owners of the streetcar line, the Portland Railway, Light and Power Company (PRL&P), found a marketable use for the island's substrate by developing the soon-to-be obsolete ferry landing into a public beach.[496] The "Columbia Beach" included most of the small island and featured 5,800 feet of shoreline, as well as facilities for camping,

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[489] Frank, *Houseboats of Sausalito*, 12; Dubrow and Berlow, "Vernacular and Popular Architecture in Seattle," 354.
[490] United States Geological Survey (USGS), 1897 *Portland Quadrangle*. Topographic map, 1:62,500. United States Department of the Interior, Washington, DC.
[491] Elizabeth J. O'Brien and Jason Allen, "Columbia Slough Drainage Districts Historic District," Section 106 Documentation Form, 2006. Oregon Historic Sites Database, DOI:663154, 11.
[492] John T. Labbe, *Fares, Please!* (Caldwell, ID: The Caxton Printers, 1982) 44–46.
[493] Labbe, *Fares, Please!* 46.
[494] 1905 *Portland Quadrangle*. Topographic map, 1:62,500. United States Department of the Interior, Washington, DC.
[495] George C. Thomas, *Map of Portland Oregon*, 1920, Street atlas, scale unknown, https://www.raremaps.com/gallery/detail/63194/thomas-bros-map-of-portland-oregon-thomas-brothers; Charles F. Metsker, *Metsker's Atlas of Multnomah County*, 1927. Atlas, 1:12,000, Tacoma, WA: Metsker Maps. http://www.historicmapworks.com/Atlas/US/29642/Multnomah+County+1927/, 24–25.
[496] Richard Thompson, *Portland's Streetcar Lines: Images of Rail*, (Charleston: Arcadia Publishing, 2010), 74.

picnicking, and athletics.[497] Using a tactic common among streetcar operators, PRL&P hoped the development would encourage additional ridership on the line even as they extended it onto the new Interstate Bridge.[498]

Prior to the construction of the streetcar line, settlement within the vicinity of the North Portland Harbor was sparse, consisting only of a few homesteads that endured the periodic threat of floods.[499] Even where settlers could find high ground for homesites, the area remained remote from both Portland to the south and Vancouver to the north leaving only a disparate collection of dwellings along the southern shoreline of the Oregon Slough.[500]

After the arrival of the line to Sand Island in 1888, the area's new-found accessibility resulted in the construction of a small number of additional buildings along the bank of the slough.[501] Still, development initially remained sluggish, picking up only with the platting of Bridgeton in 1912 and the construction of Columbia Beach four years later.[502]

During this period, it remains unclear to what extent floating homes might have been present in the waterways of the Oregon Slough or North Portland Harbor. Contemporary neighborhood tradition holds that floating homes occupied by fishermen could be found in the area prior to 1920.[503] Either singly or in small colonies, the fishermen's "round-top" homes were located along the shores of the waterways, accessed by narrow walkways of wooden planks.[504] While possible, the majority of floating home stock in the area likely grew concurrent with land-side developments, beginning with the Union Meat Company in 1907.[505]

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[497] Thompson, *Portland's Streetcar Lines*, 74.
[498] Thompson, *Portland's Streetcar Lines*, 74.
[499] O'Brien and Allen, "Columbia Slough Drainage Districts," 12.
[500] United States Coast and Geodetic Survey (USC&GS), *Columbia River*, Sheet No. 6, Fales Landing to Portland. Nautical Chart, 1:40,000. Washington, DC: National Oceanic and Atmospheric Administration, United States Department of Commerce, 1888. https://www.historicalcharts.noaa.gov/image.php?filename=P-2007-5-1888
[501] United States Geological Survey (USGS). *Portland Quadrangle.* Topographic map. 1897. 1:62,500. Washington, DC: United States Department of the Interior; United States Coast and Geodetic Survey (USC&GS), *Columbia River: Saint Helens to Willamette River Including Vancouver and Portland*, Nautical Chart, 1:40,000. Washington, DC: National Oceanic and Atmospheric Administration, United States Department of Commerce, 1909.
[502] "Bridgeton New Subdivision," *Oregonian* (Portland, OR). 12 May 12, 1912, 10.
[503] Tomahawk Island Floating Home Community, "Tomahawk Island Floating Home Community: Urban Legends," 2015, http://www.tomahawkdestiny.com/ResourceCenter/Download/37112~1526917, 2.
[504] Tomahawk Island Floating Home Community, "Tomahawk Island Floating Home Community: Urban Legends," 2.
[505] O'Brien and Allen, "Columbia Slough Drainage Districts," 12.

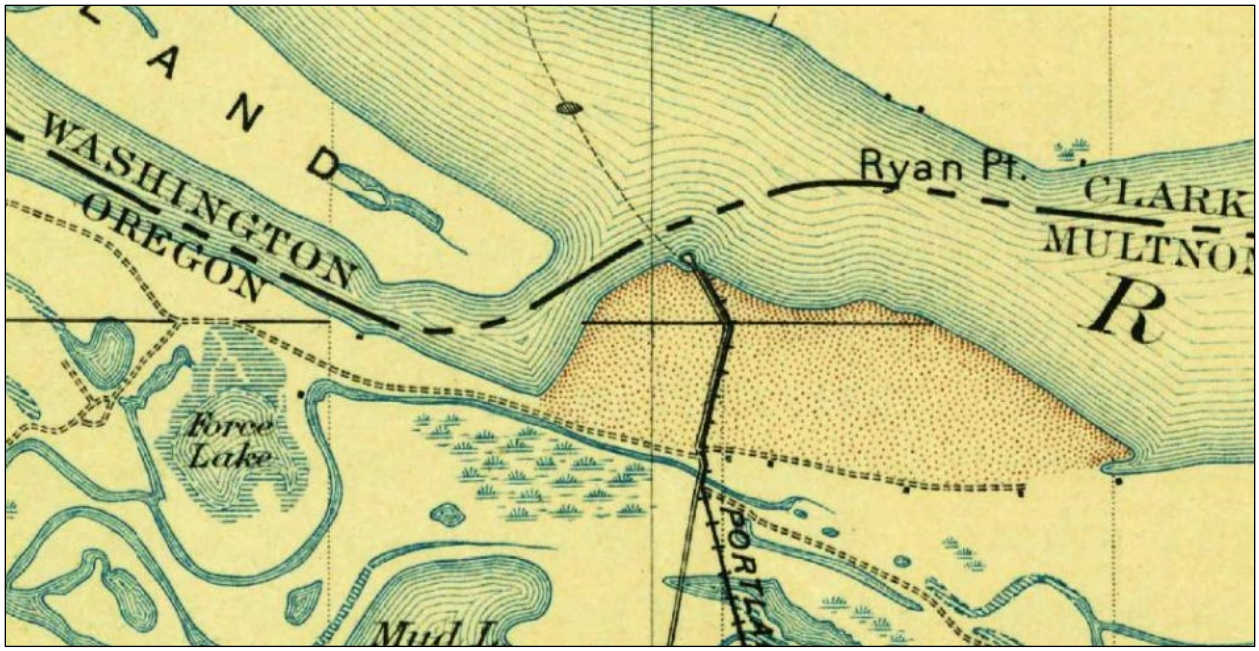

Figure 34. Detail of 1897 USGS *Portland Quadrangle* (USGS).

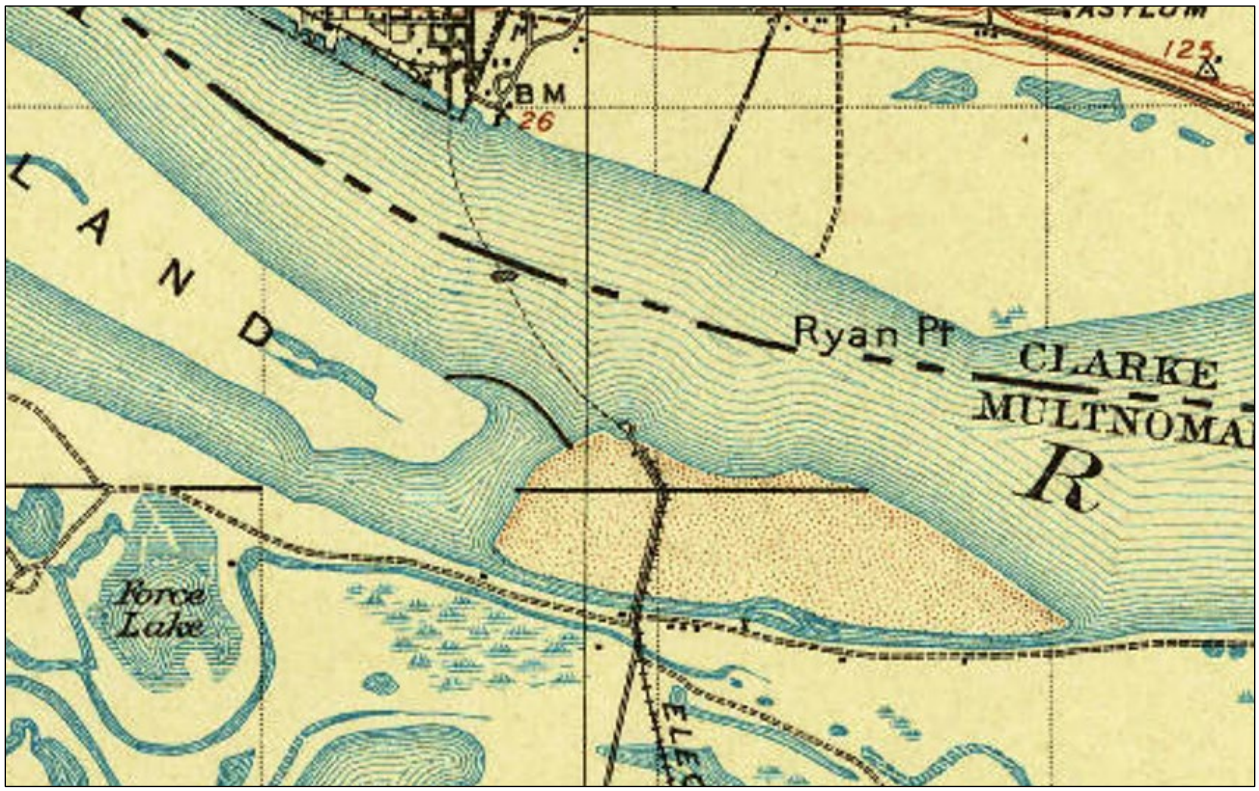

Figure 35. Detail of 1905 USGS *Portland Quadrangle* (USGS).

From 1907 to 1909, Union Meat constructed a large-scale meat-packing facility along a new freight railroad line extending north from Portland.[506] The building site was located on the south shore of the Oregon Slough opposite the west end of Hayden Island—approximately one mile west of the PRL&P streetcar.[507] When completed in 1909, the facility employed some 1,500 workers and marked the beginning of a growing industrial district served by a spur of the Seattle, Portland & Spokane Railway SP&S.[508] Many of these workers likely commuted to the plant from their homes in Portland's northern exurbs; however, some likely occupied floating homes within the slough. These residences would have been convenient, inexpensive, and comparatively resilient to flooding and would have clustered wherever moorage could be found. Some were likely tied to the trestlework of the PRL&P line opposite Sand Island while others would have used the piers of the SP&S bridge which was extended to Vancouver in 1912.[509]

The first known documentation of these residences occurred in 1923, when the *Oregon Daily Journal* [*Oregon Journal*] reported that "[d]ry sleuths from the [Portland] police department entered a houseboat on the Oregon [S]lough and found a small still turning out low grade moonshine whiskey." Similar to floating shelters elsewhere, the marginal nature of slough-life made it an attractive location for illegal and clandestine activities, later dubbed by the *Journal* "Moonshiners' Haven."[510]

Aerial imagery from 1931 shows a small concentration of homes adjacent to several new bridges leading from Bridgeton to both Sand Island—renamed Tomahawk Island in 1927—and Hayden Island (Figure 35).[511] Another image dating between 1916 and the 1940s shows floating homes along both sides of the slough moored to wooden piles beneath the approach bridge for the new Interstate Bridge (Figure 36).[512]

[506] O'Brien and Allen, "Columbia Slough Drainage Districts," 11–12.
[507] O'Brien and Allen, "Columbia Slough Drainage Districts," 12.
[508] O'Brien and Allen, "Columbia Slough Drainage Districts," 11–12.
[509] O'Brien and Allen, "Columbia Slough Drainage Districts," 11
[510] "Columbia Slough Is Moonshiners' Haven," *Oregon Journal* (Portland, OR), January 12, 1923, 2.
[511] Photograph of "Lotus Isle", Formerly an Amusement Park on Tomahawk Island, 1931, The Oregon Historical Society, http://librarycatalog.ohs.org/O90000/OPAC/Details/Record.aspx?IndexCode=-1&TaskCode=1635590&HitCount=1&CollectionCode=2&SortDirection=Descending&CurrentPage=1&CurrentLinkCode=MO90000|24230716|1|21118409&SelectionType=0&SearchType=2&BibCode=MO90000|24230716|1|21118409, Call Number 023784, accessed February 8, 2022.
[512] Oregon Slough Bridge, 1880-1949, University of Oregon. Libraries, Special Collections & University Archives, Local Collection ID PH037. https://oregondigital.org/catalog/oregondigital:df71fr505.

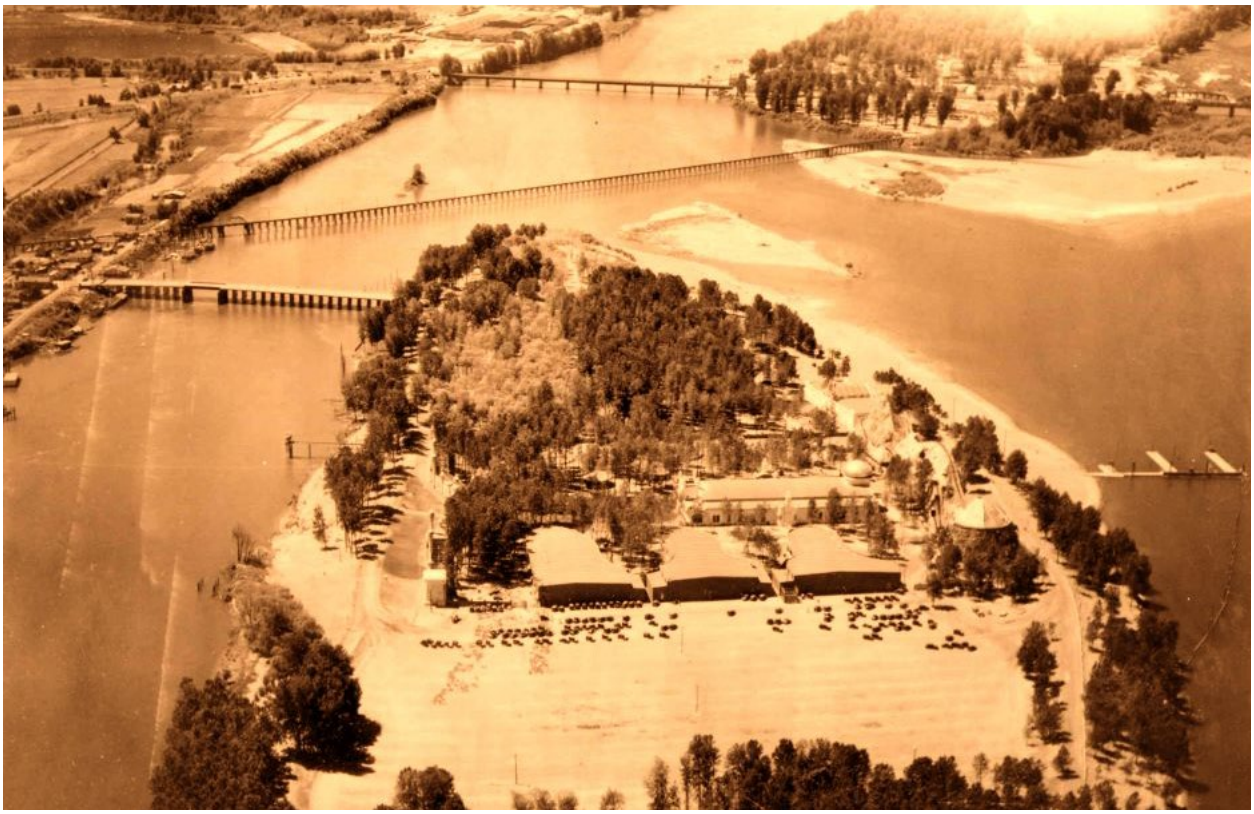

Figure 36. View of Tomahawk Island looking west. Note the presence of floating homes along the north (left) shore of the Oregon Slough. United States Army Air Corps. *View of "Lotus Isle", Formerly an Amusement Park on Tomahawk Island*. 1931. Call Number 023784 (The Oregon Historical Society).

Figure 37. View of the approach bridge of the Interstate Bridge crossing the Oregon Slough to Hayden Island. Angelus Studio. *Oregon Slough Bridge*. ca. 1916–1940s (Local Collection ID PH037, University of Oregon Libraries: Special Collections & University Archives).

Figure 37a. Detail of floating home.

Figure 37b. Detail of floating home.

Figure 37c. Detail of floating homes.

Figure 37d. Detail of floating home off Hayden Island.

The character of these floating homes was not far removed from those found elsewhere in Portland or throughout the wider Pacific Northwest. Most were diminutive single-story buildings placed atop log floats. Roofs were either gabled or “round top” (a shallow barrel vault) and overall materials consisted of wood, tarpaper, and other inexpensive or salvaged components. The number of isolated homes in extant photographs indicates that many of these residences

were likely squatting on public waterways; however, clusters around Bridgeton may have been organized as private moorages. By the 1930s, newspaper articles begin to mention organized boat moorages in the vicinity of Bridgeton and Tomahawk Island; these likely hosted floating homes in addition to more standard boats.[513] Area moorages include that of the Portland Yacht Club (ca. 1931), Bennett's Moorage (ca. 1937), and Horseman's Moorage (prior to 1939).

Among the moorages was "Jantzen Beach Moorage," named for its connection to the Jantzen Beach amusement park on Hayden Island.[514] Because of the park's connection to the Jantzen Knitting Mills and its popular line of swimwear, it emphasized the aquatic opportunities it provided to visitors "[t]he suit that changed bathing to swimming." [515] Despite the park's island location, occurred in the multiple "big, modern pools, where 1,000,000 gallons of water are heated just right, filtered and completely changed every eight hours."[516] The Jantzen Beach Moorage, located in the river, appears to have been provided almost exclusively for utilitarian purposes and offered no publicly rentable berths.[517] Instead, the moorage consisted of a single dock extending off the south side of the island, which was used for a regular launch service from downtown Portland, as well as specially organized river trips by private groups.[518] Aerial photographs from 1936 indicate that two floating shelters were moored off the dock; the remainder of the shoreline around the amusement park was unencumbered (Figure 37).[519] As a privately owned dock, these floating shelters were likely associated with the amusement park and at least one may have provided passenger shelter for the early launch service.

Following its opening, Jantzen Beach proved immediately successful, even managing to weather the 1929 onset of the Great Depression. The remainder of the region was less fortunate, and Portland, led by a fiscally conservative mayor and council, was particularly affected.[520] Consistent with wider regional trends, by the late-1930s the number of floating homes on Oregon Slough had risen sharply as area residents searched for affordable housing

[513] "Yacht Club Plans Larger Moorage on Columbia," *Oregonian* (Portland, OR), July 16, 1931, 21; "Pilot Permit Asked," *Oregonian* (Portland, OR), August 20, 1937, 10; "Rifleman Fires, Bullet Hits Man," *Oregonian* (Portland, OR), May 22, 1939, 18; "Moving Day for Rose City Yacht Club," *Oregonian* (Portland, OR), September 26, 1941, 18.
[514] "Yacht Club's Young Set to Make Cruise," *Oregon Journal* (Portland, OR), June 18, 1930, 10;
[515] "47-Acre Tract to Have Three Bathing Pools," *Oregon Journal* (Portland, OR), February 20, 1928, 4; "What All Portland Has Been Waiting For: Jantzen Beach [Advertisement]" *Oregonian* (Portland, OR), May 26, 1928, 5, **quoted in** Bonnie Tsui, "Following the Lead of the Diving Girl," *The New York Times*, September 5, 2019.
[516] "Jantzen Beach opens tomorrow! [Advertisement]," *Oregon Journal* (Portland, OR), May 25, 1928, 11.
[517] "Yacht Club's Young Set to Make Cruise," *Oregon Journal* (Portland, OR) June 18, 1930, 10.
[518] "Jantzen Beach opens tomorrow! [Advertisement]," *Oregon Journal* (Portland, OR), May 25, 1928, 11; "Yacht Club's Young Set to Make Cruise," *Oregon Journal* (Portland, OR) June 18, 1930, 10.
[519] Public Works Administration, *A2005-005.1415.9: Aerial of Jantzen Beach*.
[520] Robbins, "Oregon Donation Land Law."

solutions.[521] A 1937 aerial photograph showed a considerable number of residences lining the south shore of Tomahawk Island in addition to those at Bridgeton (Figure 38).

Through the early 1940s, limited documentation indicates that floating homes continued to occupy their Depression-era moorages despite nearby industrial developments leading up to World War II (1941–1945). Newspaper reports indicate that the services provided to these residences and their communities were increasingly professionalized: landlord-operated moorages and home sales administered by real estate agents.[522] During this same period, Ed Hargrave—the "houseboat house builder"—operated his floating-home-oriented marine business from Tomahawk Island where he was already constructing floats and floating homes "to suit."[523] By the late 1940s, Ed Hargrave's facility on Tomahawk Island was part of a small center for the maritime industry, supporting some forty jobs and twelve families in residence.[524] This community, like much of the area, was permanently altered when, in the spring of 1948, the Columbia River swelled in what would later be termed the "Vanport Flood." While floating home colonies along the river were heavily affected by the rising waters, many were able to float above the disaster and await the river's retreat.[525] However, an aging wooden bridge connecting Bridgeton to Tomahawk Island was directly impacted by a major log jam, which threatened its structural integrity.[526] While the bridge survived the flood, the log jam undercut its foundation; its partial closure in 1949 culminated in its 1952 demolition.[527] By this time, Hargrave had already relocated operations to North Marine Drive.[528]

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[521] United States Army Air Corps [USAAC], *View of "Lotus Isle", Formerly an Amusement Park on Tomahawk Island,* Photograph, Call Number 023784, Portland, OR: The Oregon Historical Society, 1931. http://librarycatalog.ohs.org/O90000/OPAC/Details/Record.aspx?IndexCode=-1&TaskCode=1635590&HitCount=1&CollectionCode=2&SortDirection=Descending&CurrentPage=1&CurrentLinkCode=MO90000|24230716|1|21118409&SelectionType=0&SearchType=2&BibCode=MO90000|24230716|1|21118409; Brubaker Aerial Surveys, *Aerial View of Lotus Island with Hayden Island Beyond*,1937, Photograph, Oregon Historical Society, Call Number 022620. http://librarycatalog.ohs.org/O90000/OPAC/Details/Record.aspx?IndexCode=-1&TaskCode=1636169&HitCount=1293&CollectionCode=2&SortDirection=Descending&CurrentPage=1&CurrentLinkCode=MO90000|7307524|1|21133577&SelectionType=0&SearchType=2&BibCode=MO90000|24216452|3|21133579.

[522] "Moving Day for Rose City Yacht Club," *Oregonian* (Portland, OR), September 26, 1941, 18; "3-Room Houseboat [Advertisement]." *Oregonian* (Portland, OR). October 17, 1945, 17.

[523] "Brand-new 'Osco' marine Mercury eng.… [Advertisement]," *Oregonian* (Portland, OR), September 6, 1946, 20.

[524] "High Water May Crack Old Record," *Oregonian* (Portland, OR), May 26, 1948, 1; "Section of 'Lotus Isle' Span Falls in Slough," *Oregon Journal* (Portland, OR), June 20, 1949, 5.

[525] Lawrence Barber, "Ramblings With Pleasure Craftsmen," *Oregonian* (Portland, OR), June 13, 1948, 29; "Houseboat Dwellers Tie Homes Firmly to Shore," *Oregonian* (Portland, OR), May 25, 1948, 24.

[526] "High Water May Crack Old Record," *Oregonian* (Portland, OR), May 26, 1948, 1.

[527] "Section of 'Lotus Isle' Span Falls in Slough," *Oregon Journal* (Portland, OR), June 20, 1949, 5; "Island Bridge Taken Down," *Oregonian* (Portland, OR), March 11, 1952, 13; "Span Removal Spells Bridge's End," *Oregonian* (Portland, OR), March 16, 1952, 17.

[528] "Heavy Clothing Gets Columbia Drowning Blame," *Oregonian* (Portland, OR), February 19, 1951, 2.

While the removal of the bridge reduced the number of floating homes along the south side of Tomahawk Island, private moorages on the north side of the slough were thriving.[529] Many likely grew from the relocation of homes across the slough, as well as a postwar housing shortage that highlighted floating homes' continued affordability.

Figure 38. Detail of aerial view of Jantzen Beach amusement park. Note Jantzen Beach moorage in lower left. Public Works Administration. *A1999-004.539: Aerial view of Jantzen Beach Amusement Park looking west including the Interstate Bridge*. 1936. Record Number AP/3399 (The City of Portland, Auditor's office).

[529] Nationwide Environmental Title Research (NETR), Aerial photographs, Nationwide Environmental Title Research, LLC, Tempe. 1951-2019 https://historicaerials.com/viewer#; Tomahawk Island Floating Home Community, "Tomahawk Island Floating Home Community: Urban Legends," 3.

Figure 39. Tomahawk Island in foreground with floating homes present along south (left) shore. Compare with Figure 36. *Aerial View of Lotus Island With Hayden Island Beyond. Note Portland Traction Co. Trestle and Interstate Bridge*. 1937. Call Number 022620 (The Oregon Historical Society).

Postwar Development of the Jantzen Beach Moorage

After the end of World War II, the owners and administrators of Jantzen Beach—Hayden Island, Inc.—began looking for additional ways to monetize the amusement park and its surrounding property. By 1950, the company had begun to develop a small residential and commercial district along the east side of the main approach road leading to the Interstate Bridge.[530] This supplemented the company's income from Jantzen Beach and provided a potential model for continued growth. Interviewed in 1964, company President Leslie W. Buell explained that Western Oregon's notoriously capricious weather presented ongoing challenges to the business

[530] City of Portland, *Scenic view of Jantzen Beach*, 1950, Photograph, A2004-002.2518. Portland, OR: Auditor's Office, Record Number AP/7654. https://efiles.portlandoregon.gov/Record/2860185/.

as did the presence of nearby state parks and other, newer amusement parks.[531] Postwar prosperity was also affecting public behavior: according to Buell, the rise of the television reduced the need for external entertainment venues, and private backyard pools removed the novelty of Jantzen Beach's own pools—once its principal draw.[532]

From the early districts east of the amusement park, Hayden Island, Inc., began to plan larger developments, including a manufactured home community and boat moorage.[533] As a development model, these communities possessed several advantages for the company compared to more typical suburban developments of the postwar period. Foremost, a moorage and "mobile home park" allowed the company to retain ownership of the underlying land, creating a continuous stream of rental fees as well as potential profit in the increased land value. Whereas concurrent tract housing required a substantial initial capital investment on top of design and permitting fees, the development of infrastructure for floating and manufactured homes was largely unregulated and dramatically cheaper.

Although floating homes were a regular feature of the Oregon Slough and North Portland Harbor, they were a novelty on Hayden Island which, likely owing to its corporate ownership, had remained largely free of either sanctioned or unsanctioned floating home colonies. By 1951, aerial imagery indicates that the early Jantzen Beach Moorage had been moved approximately 650 feet east—closer to the approach bridge—and an additional dock had been constructed a short distance from the bridge's eastern side.[534] While temporarily absent in imagery from 1952, by 1955 the east dock returned and appears to have been operated as a guest landing for shoreside commercial development.[535] Although both docks were formally simple, the western dock appears to have been briefly used as the site of the Portland Seaplane Base after 1955.[536] The seaplane base included multiple floating shelters; however, these were sold in 1957 and the base was closed.[537] With the dismantling of the base, the water once occupied by its landing strip was freed for new uses including the expansion of the Jantzen Beach Moorage and the rental of its new berths.

While the precise origins of the updated moorage remain unknown, Lawrence Barber (1932–2012), the Marine Editor for *The Oregonian*, reported in February 1958 that:

> [The] Vancouver Yacht club has moved its clubhouse to Oregon because it was unable to find a suitable location on the north shore of the Columbia [R]iver. The

[531] Gerry Pratt, "Rain Drops Crowd at Jantzen Beach," *Oregonian* (Portland, OR), August 27, 1964, 22.
[532] Pratt, "Rain Drops Crowd," 22.
[533] Pratt, "Rain Drops Crowd," 22.
[534] City of Portland, *Scenic view of Jantzen Beach*; Nationwide Environmental Title Research (NETR), Aerial photographs, 1951–2019.
[535] NETR, Aerial photographs, 1951, 1952, 1955.
[536] "Fish Canadian lakes next summer [Advertisement]," *Oregonian* (Portland, OR), January 30, 1955, 47.
[537] City of Portland, *Scenic view of Jantzen Beach*; NETR, Aerial photographs, 1951; "Marine Operators [Advertisement]," *Oregonian* (Portland, OR), October 13, 1957, 67.

> clubhouse was towed to the new Jantzen Beach moorage at the southeast end of Hayden Island, and a flock of boathouses will follow as soon as walks and pilings are ready for them, reports Paul Mylan, vice commodore… The clubhouse is the former Anchorage floating restaurant which the Vancouverites have overhauled and refinished… The club has 78 members and has reached the ripe old age of two years. It is healthy and growing.[538]

Less than one month later, *The Oregonian* reported that dredging had begun at the Jantzen Beach moorage "in an attempt to keep the moorage deep enough for boats all the year."[539] The newspaper continued that the moorage would be occupied by both the Vancouver Yacht Club and the Portland Small Craft Club and that:

> In addition to finger piers and berths for more than 100 additional boats, the moorage will have a guest dock with gasoline pumps, water hose and an ice dispenser. Boaters may have their craft serviced while they dine at the nearby restaurant.[540]

From these initial members, the moorage grew rapidly and, by 1959, boasted a $60,000 "floating marine repair shop" including a 65-foot drydock, machine shop, and marine engine repair department.[541] Within a year, a corner of the repair shop had been converted into a boat broker's office for the firm Ken Loucks & Associates, who moored saleable boats outside.[542]

At this time, the administration of the moorage appears to have included the docks both east and west of the approach bridge.[543] Generally, floating homes appear to have exclusively occupied the seven floating finger docks on the west while mobile watercraft were berthed at a complex collection of floating docks and floating covered docks to the east (Figures 38 and 39). Because of the river's seasonal change in depth, these docks were connected by movable collars to high wooden piles projecting out of the water.

[538] Lawrence Barber, "River Ramblings: Cruising House Slated for Display in Boat Show," *Oregonian* (Portland, OR), February 2, 1958, 24.
[539] "Dredge Busy at Moorage," *Oregonian* (Portland, OR), February 23, 1958, 103.
[540] "Dredge Busy at Moorage," *Oregonian* (Portland, OR), February 23, 1958, 103.
[541] Lawrence Barber, "Hook Project Completed," *Oregonian* (Portland, OR), June 21, 1959, 69.
[542] Ed Goetzl, "Pleasure Boating," *Oregonian* (Portland, OR), March 13, 1960, 42.
[543] Nationwide Environmental Title Research (NETR), Aerial photographs, 1951–2019.

Figure 40. 1951 aerial image showing the Jantzen Beach Moorage to the east and west of the approach bridge to the Interstate Bridge. Note the seaplanes moored on the western dock (USGS EarthExplorer, Entity ID, AR1QO0000020108).

Figure 41. 1960 aerial image showing the Jantzen Beach Moorage. Compare to Figure 40 (USGS EarthExplorer, Entity ID, AR1VACZ00010153).

Through regular expansion, the Jantzen Beach Moorage contained berths for 700 boats including 80 floating homes (it remains unclear if these 80 floating homes are in addition to the 700 boats, or not) by 1964.[544] Boat moorage cost users between $7.50 and $20 per month depending on the boat's length, while floating homes were moored for $25 per month.[545] Between the boat moorage, manufactured home community, and other rental districts, Hayden Island, Inc. received gross revenues of $300,000 per year in addition to another $300,000 in revenue from the amusement park.[546] As one critic noted, the company's residential and commercial developments complemented each other: the strategy, intentional or not, "created a substantial population almost totally dependent on services The Company has to offer."[547]

Regardless of its corporate underpinnings, the Jantzen Beach Moorage remained a popular floating home community, and even absorbed the homes of other moorages that foundered.[548] Unlike at moorages in Bridgeton or along the Willamette Slough, residents at Jantzen Beach never referred to an alternative or bohemian character, instead, the moorage's was defined by its "pleasant quiet atmosphere" and the numerous Chris-Craft speedboats.[549] Photographic documentation dating to 1967 shows a collection of trim floating homes and boat houses, including contemporary round-top types with sliding glass doors, as well as older gable-roofed types with multi-light windows and lapped wood siding.[550] At this time, infrastructure at the western floating home dock included wooden decking placed atop log floats, wooden piling, and overhead power lines strung on metal poles placed along the dock's edge. The eastern dock, while less well-documented, likely contained similar infrastructure with the addition of sheet-metal covers placed atop docks and over individual berths.

While the nonconformity of floating home moorages was prized in many floating home colonies, the staid corporate ownership of Jantzen Beach likely allowed it to weather official environmental objections that began to appear in the mid-1960s. Part of the so-called "houseboat wars," the Oregon "front" of the conflict centered around official objections to sewage and other raw wastes discharged by floating homes and liveaboards. In 1965, the Oregon Legislature passed Senate Bill (SB) 185 which gave state health officials regulatory power over the small-scale pollution of local waterways.[551] While many ignored the bill, resulting

[544] Pratt, "Rain Drops Crowd," 22.
[545] Pratt, "Rain Drops Crowd," 22.
[546] Pratt, "Rain Drops Crowd," 22.
[547] Peter Droege, "Floating Shelter," 72-73.
[548] Lawrence Barber, "Flood-Hit Houseboaters Moving to New Location," *Oregonian* (Portland, OR), January 8, 1965, 53; Peter Tugman, "D-Day Near for Houseboat Owners," *Oregonian* (Portland, OR), May 8, 1967, 52.
[549] Tugman, "D-Day Near for Houseboat Owners," 52.
[550] Tugman, "D-Day Near for Houseboat Owners," 52.
[551] "River Cleanup Bill Gets Nod," *Oregon Journal* (Portland, OR), March 10, 1965, 11; "Houseboat Residents Rap Bill Prohibiting Sewate in State Streams," *Oregonian* (Portland, OR), March 30, 1965, 8; Lawrence Barber, "River Ramblings," *Oregonian* (Portland, OR), May 2, 1965, 94.

in the arrests of several floating homeowners in 1969, the Jantzen Beach moorage was advertising “House Boat [sic] moorage with sewer service” to prospective residents by 1968.[552] Corporate ownership also provided controlled gate access, a part-time guard, and “acres” of paved parking, among a wide variety of other services.[553]

Despite the moorage’s respectability, disaster struck in January 1969 when several of the sheet metal roofs along the east dock collapsed during a midwinter storm.[554] While multiple other moorages and marinas had been similarly affected, initial estimates at Jantzen Beach indicated that 600 pleasure boats had been impacted and some 4 to 5 had sunk.[555] Nonetheless, by 1970 aerial imagery indicates that the coverings had all been reconstructed and the moorage was further enlarged with both additional houseboat docks, as well as berths for standard vessels (Figure 42).[556]

Increasingly, Jantzen Beach Moorage’s survival of initial environmental regulation brought it into a new era of consolidation in the floating home industry when new moorages became challenging to build, making old ones increasingly desirable.[557] Portland area floating home salesman Hal Boggs (“Things on Logs / Call Hal Boggs”) told *The Oregonian* in 1978 that “[y]ou have to buy one and tear it down if you want to build a new one… There’s very little for under $20,000 anymore.”[558] Increasingly, old single-story houseboats were replaced by two-story types which employed Styrofoam to supplement log floats and were not only professionally built but also architect-designed.[559] *The Oregonian* showed one residence at the elite Oregon Yacht Club designed by Dan Butler and described others built with the “unconventional, cedar shake-covered geometric shapes” of the popular Shed style.[560]

While only a few Shed-style floating homes were constructed at Jantzen Beach Moorage, two-story residences were already a common sight by the early-1970s (Figure 43).[561] Over the

[552] “Discover Jantzen Beach Moorage,” *Oregonian* (Portland, OR), January 28, 88.
[553] “Discover Jantzen Beach Moorage,” *Oregonian*, 88.
[554] “Hayden Island to Grow,” *Oregon Journal* (Portland, OR), April 8, 1968, 23.
[555] “Ice Storm Damages Hundreds of Boats,” *Oregon Journal* (Portland, OR), January 6, 1969, 2.
[556] United States Geological Survey, *AR1VCOA00010186*, 1970, 1:52,000 scale (Washington, DC: United States Department of the Interior), EarthExplorer, https://earthexplorer.usgs.gov/.
[557] Carla Thompson, “Many find home on the waves,” *Oregonian* (Portland, OR), July 7, 1978, 13.
[558] “For ‘Things on Logs’ ‘Call Hal Boggs,” *Oregonian* (Portland, OR), August 26, 1973, 106; Thompson, “Many find home,” *Oregonian* (Portland, OR), 13.
[559] Thompson, “Many find home,” *Oregonian* (Portland, OR), 13.
[560] “A Wave of Floating Homes,” *LIFE* (New York), September 3, 1971, 70; Thompson, “Many find home,” *Oregonian* (Portland, OR), 13; Virginia Savage McAlester, *A Field Guide to American Houses* (New York: Alfred A. Knopf, 2017), 650.
[561] Public Works Administration, *A2012-005: Jantzen Beach aerial (a) – (i)*, Photographs, 1974 (Portland, OR: The City of Portland, Auditors Office), Record Number AP/64300 – AP/64308, https://efiles.portlandoregon.gov/Record/9824307/.

Figure 42. 1970 aerial image showing the Jantzen Beach Moorage. Compare to Figures 40 and 41 (USGS EarthExplorer, Entity ID, AR1VCOA00010186).

course of the decade, an existing moorage dock placed at the west end of the west dock was fully rented out, nearly filling out the moorage's buildable water area.[562]

In 1977 Hayden Island, Inc., was purchased by the Pittsburgh-based Hillman Company for some $40 million. Rather than absorbing the company, Hillman retained Hayden Island, Inc. as a subsidiary firm and kept its existing management. With Hillman's financial backing, the company sought additional opportunities for moorage growth along its property and, in 1979, was granted planning permission to construct a 1,100-slip moorage on Tomahawk Island. This new moorage would occupy the north side of Tomahawk Island which, since 1960, had been physically joined to Hayden Island by an isthmus formed by dredged fill.

[562] Nationwide Environmental Title Research (NETR), Aerial photographs, 1951–2019.

Figure 43. Detail of 1974 aerial view of Jantzen Beach Moorage. Public Works Administration. *A2012-005: Jantzen Beach Aerial (a)*. 1974. Record Number AP/64300 (The City of Portland, Auditor's office).

Together with Tomahawk's other private landowners, Hayden Island, Inc., had prepared a master plan for the island's development which included two further private moorages in addition to the Tomahawk.[563] With Hillman's financial backing, the company sought additional opportunities for moorage growth along its property and, in 1979, was granted planning permission to construct a 1,100-slip moorage on Tomahawk Island.[564] This new moorage occupied the north side of Tomahawk Island which, since 1960, had been physically joined to Hayden Island by an isthmus formed by dredged fill.[565] Notably, none of these three moorages possessed space for floating homes; each contained traditional boat berths and moorages for non-residential boat houses.

By 1990, much of the Tomahawk Island developments were complete and the Hillman Company (now organized as Hillman Properties Northwest) chose to sell portions of its island holdings, including all of its moorages.[566] The moorages, along with a recreational vehicle storage yard, mini-storage warehouses, dredge disposal site, and six acres of vacant land, were

[563] "Hillman Purchases Hayden," *Daily Courier* (Connellsville, PA), May 7, 1977, 2.
[564] "Oregon Industry," *World* (Coos Bay, OR), December 12, 1979, 11.
[565] Nationwide Environmental Title Research (NETR), Aerial photographs, 1951-2019.
[566] Steve Mayes, "Hillman Properties Northwest Sells Moorages," *Oregonian* (Portland, OR), August 19, 1990, B10.

purchased for $22.35 million by the Seattle-based company Winmar Pacific Inc., a subsidiary of the Seattle-based Safeco Corporation.[567]

Upon acquiring the moorages, Winmar Pacific reportedly discovered previously undisclosed costs associated with periodic dredging, as well as inadequate maintenance including dilapidated walkways, piling, and roofs.[568] Winmar filed a formal lawsuit against the Hillman Company in 1992; though the verdict remains unknown, the moorages stayed in Winmar Pacific's ownership. Limited documentation has been found to support the resolution of these maintenance issues, however, rental cost increases of 47 percent over the subsequent five years indicate they may have been addressed at this time.[569] Whether at this point or later, the infrastructure of the floating home moorage was ultimately upgraded and replaced with steel piles, modern dock floats, and composite decking.

In response to their rising rent, the floating home residents of Jantzen Beach began organizing in 1997 to purchase their slips and the associated land and infrastructure.[570] Via Winmar Pacific, Safeco was amenable to the sale and the 176 residents began organizing under the leadership of fellow resident Tom McInnis.[571] Unbeknownst to floating homeowners, Safeco's openness to the sale was likely the result of a larger corporate restructuring, which was formally announced in February 1998.[572] As part of a shift in its "business focus," Safeco sold its real estate in order to concentrate on the insurance and financial services that had become the core of its business.[573]

With McInnis acting as the principal negotiator, tenants organized a not-for-profit corporation and successfully purchased the western dock at a cost of $12,000 to $32,000 per slip in October 1997.[574] They retained the name "Jantzen Beach Moorage"; the eastern boat dock was renamed the "Jantzen Bay Marina." Similar to a homeowner's association, the corporation was structured to allow residents of the moorage to serve voluntary terms on a governing board, which collected monthly fees for administration and maintenance.[575] In the process of the sale,

[567] Mayes, "Hillman Properties Northwest," *Oregonian*, B10; Steve Mayes, "Seattle Company Buys 426 Acres, Envisions Office, *Oregonian* (Portland, OR), March 24, 1991, B11.
[568] "Moorage buyer files lawsuit," *Longview Daily News* (Longview, WA), January 2, 1992 ,5.
[569] Catherine Trevison, "Floating Home on the Range," *Oregonian* (Portland, OR), October 14, 1999, 1.
[570] Trevison, "Floating Home on the Range," 1.
[571] Trevison, "Floating Home on the Range," 1.
[572] Su-Jin Yim, "For Sale: Washington Square, The Tigard Mall is Part of a Real Estate Portfolio that Safeco Corp. Wants to Shed in Order to Focus on its Other Enterprises," *Oregonian* (Portland, OR), February 6, 1998, C1.
[573] Yim, "For Sale," C1.
[574] Trevison, "Floating Home on the Range," 1; Multnomah County Division of Assessment, Recording, and Taxation, Multnomah County (website), accessed February 25, 2022, https://multcoproptax.com/.
[575] Trevison, "Floating Home on the Range," 1; "Who We Are," Jantzen Beach Moorage (website), accessed May 27, 2022, http://www.jbmi.net/who-we-are.html.

McInnis and others helped the nearby Tomahawk Island Floating Home Community—also owned by Winmar Pacific—to organize its own resident-initiated sale.[576]

Following the sale of the Jantzen Beach Moorage to its tenants, the role of the moorage and the marina began to sharply diverge. Between 1998 and 2000, the Jantzen Bay Marina was substantially reconfigured from its warren of intersecting docks into a logical array of nine-finger docks extending off a northern spine.[577] This array included a small collection of floating homes on its westernmost dock, as well as numerous covered berths and a collection of service buildings. Jantzen Beach Moorage, meanwhile, changed little in overall form; alterations have been contained to small-scale component replacement and the removal and installation of new homes.

Manufactured Homes

Over the past century, the terminology used to describe mobile and semi-permanent residential structures has been in a constant state of evolution. “Trailer coach” was used in the early automotive era, and gave way to “mobile home” after 1950.[578] In the 1970s, the present term, “manufactured home,” came into common usage and was codified as the preferred term for the housing type by The Department of Housing and Urban Development’s (HUD) 1980 Housing Act.[579]

The early forms of the contemporary manufactured home began to emerge in the mid-twentieth century, when, in the 1930s, habitable automotive trailers (“trailer coaches”) were used for travel and camping.[580] The rise in the popularity of these trailers prompted the establishment of various clubs and organizations, including the Trailer Coach Association (TCA) and Mobile Homes Manufacturers Association, which advocated for the creation of material and mechanical standards for the production of manufactured homes.[581]

Despite their recognizable origins as novel recreational lodging, trailer coaches and their residential possibilities began to receive more serious consideration after the onset of World

[576] Trevison, “Floating Home on the Range,” 1; Tomahawk Island Floating Home Community, “Tomahawk Island Floating Home Community: Urban Legends,” 4.
[577] Nationwide Environmental Title Research (NETR), Aerial photographs, 1951–2019.
[578] John Fraser Hart, Michelle J. Rhodes, and John T. Morgan, *The Unknown World of the Mobile Home* (Baltimore: Johns Hopkins University Press, 2002) 20.
[579] Hart, Rhodes, and Morgan, *The Unknown World*, 20; The 1980 Act mandated the term “manufactured home” in all official documents. This was a response to lobbying from the industry. See McAlester, *A Field Guide to American Houses*, 180; Hart, Rhodes, and Morgan, *The Unknown World*, 3.
[580] Hart, Rhodes, and Morgan, *The Unknown World*, 6; Andrew Hurley, *Diners, Bowling Alleys, and Trailer Parks: Chasing the American Dream in Postwar Consumer Culture* (New York: Basic Books, 2001) 198.
[581] Al Hesselbart, “A History of the Manufactured Housing Institute,” published 2017, https://www.manufacturedhousing.org/history/.

War II.[582] Wartime manufacturing hubs, flooded with new workers supporting the war effort, experienced unprecedented housing shortages.[583] With limited time and resources to erect new housing, trailers offered a low-cost and efficient solution.[584] By the war's end, an estimated one out of every eight wartime workers had lived in a mobile home.[585]

Once possibilities for their use expanded, trailer coaches were increasingly designed for long-term residency in the postwar period. The term "mobile homes" became a more accurate descriptor than "trailer coach" with the addition of domestic features. In 1948, the first models containing a shower and a toilet were designed and, by 1950, these features were standard in all units over twenty-five feet long.[586]

Additional improvements to mobile homes came in 1954 when entrepreneur Elmer Frey (1914–1996) and his company Marshfield Homes introduced the first model with a ten-foot width; a 25 percent increase over the existing eight-foot wide models.[587] The development of the so-called "ten-wide" ("10-wide") allowed for added storage space, a dedicated dining area, and a passageway down the side of the home–which carved out space for private bedrooms and bathrooms.[588] By 1960, the ten-wide had become standard and over the next decade, twelve-wides and fourteen-wides were introduced.[589]

Concurrent with these improvements to mobile home design was the creation of dedicated spaces to host them. The first purpose-built community, "Trailer Estates," was established in 1955 in Bradenton, Florida."[590] In time, similar developments began to spread nationwide; some plans were architect-designed and included permanent amenities and design covenants, but others were more informal, created by non-professional landowners.[591] Increasingly, mobile homes were considered the "folk" or vernacular housing choice of many Americans who could afford the low purchase price cost and could choose to live within an established "mobile home park," or on privately-owned land.[592]

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[582] Hart, Rhodes, and Morgan, *The Unknown World*, 11; Eduard Krakhmalnikov, "The Trailer Park That Became a City," *Minnesota History Magazine* 65, no.8 (Winter 2017): 317.
[583] Hart, Rhodes, and Morgan, *The Unknown World*, 11; Krakhmalnikov, "The Trailer Park," 317.
[584] Hurley, *Diners, Bowling Alleys, and Trailer Parks*, 203.
[585] Krakhmalnikov, "The Trailer Park," 317.
[586] Frank Fogarty, "Trailer Parks: The Wheeled Suburbs," *Architectural Forum* 111, no.11 (July 1959) 127; Frank D. Boynton, "Financing the Mobile Home Industry," *Financial Analysts Journal* 16, no. 2 (March-April, 1960) 87
[587] Hart, Rhodes, and Morgan, *The Unknown World*, 17.
[588] Hart, Rhodes, and Morgan, *The Unknown World*, 18.
[589] Hart, Rhodes, and Morgan, *The Unknown World*, 20.
[590] Parker Clifton Lawrence, "Home Sweet Mobile Home Park: Developing a Historic Context for a Modern Resource" (Masters Thesis, University of Georgia, Athens, 2012), 26.
[591] Lawrence, "Home Sweet Mobile Home Park," 27-36.
[592] McAlester, *A Field Guide*, 150.

The popularity of mobile homes boomed in the mid-twentieth century, and the need for some sort of safety guidance or regulation was recognized by special interest groups including the Los Angeles-based TCA in 1951.[593] The continued growth of the sector, however, made it clear that ad-hoc safety stipulations were not enough. In 1974 the Mobile Home Construction and Safety Standards Act (42 U.S.C. 5401-5426) was passed to regulate the design, materials, and construction methods of mobile homes on a national scale. Nicknamed the "HUD Code," the law attempted to raise safety and livability standards and thereby allowed the agency to enforce a national building code. The code went into effect in 1976 and superseded all other standards for mobile home construction.[594]

Mobile homes were transported to their sites on the backs of flatbed trucks and their design was therefore directly related to this parameter. In the 1970s, a new "double-wide" unit was invented: two single-wides designed to be knit together down their long axis once transported and placed onsite.[595] Double-wides provided additional floor space to residents and became increasingly popular in subsequent decades.[596] However, in order to compete with new construction, mobile homes—known by this point as manufactured homes—became increasingly elaborate. Shallow gable roofs, new materials, and ornamental elements were used to imitate both modern and historic housing types, and existing units were often modified with decks, carports, or even new rooms.[597] By 1990, manufactured homes made up 20 percent of U.S. housing stock in rural areas.[598]

Manufactured Homes in Oregon

The development of manufactured homes in Oregon closely mirrored national trends. In 1952, a Portland chapter of the TCA was founded, and, beginning in 1956, the organization hosted the annual Trailer Life Show, showcasing the latest developments in mobile homes. Local papers often ran special sections dedicated to mobile home living to accompany the shows, which continued through at least the early 1980s.

As mobile homes continued to gain local favor, developed mobile home parks became increasingly widespread throughout the state. New and updated regulations were proposed to improve the state's housing conditions. Laws passed in 1960 required that new trailer spaces provided a minimum of 1,200 square feet—up from the previous requirement of 1,000 square

[593] Hesselbart, "A History of the Manufactured Housing Institute."
[594] Hart, Rhodes, and Morgan, *The Unknown World*, 23.
[595] McAlester, *A Field Guide*, 150.
[596] McAlester, *A Field Guide*, 150-151.
[597] McAlester, *A Field Guide*, 150-151.
[598] McAlester, *A Field Guide*, 150-151.

feet—and that each site contain a patio made of “concrete or equivalent” measuring at least twenty-three feet by six feet. [599]

By 1961, there were 14,103 mobile homes located in 668 mobile home parks throughout Oregon.[600] A 1962 *Oregon Journal* article entitled “Portland Has Parks” proudly declared, “[t]he Portland area is fast becoming mobile living minded with many fine mobile parks located in and around the city.”[601] By 1976, reports noted that the Portland metro area—including Clark, Multnomah, and Washington Counties—contained 217 mobile home parks with a total of 10,726 sites.[602]

Manufactured Homes on Hayden Island

Among the 217 mobile home parks around the Portland area was the Hayden Island Manufactured Home Community, constructed along the Columbia River on its namesake Hayden Island. Often shortened to “Hayden Island MHC,” the development has undergone multiple name changes beginning with the “Hayden Island Mobile Home Village” (1964-65), the “Hayden Island Mobile Home Court” (1965-69), the “Hayden Island Mobile Home Village” (1969-86), and the “Jantzen Beach Mobile Home Park” (after 1986).

The community had been created by Hayden Island, Inc, the island’s major landowner, as a first step in its attempt to redevelop the island into a multi-use destination development. The company constructed a mall, residential facilities, and even offered a houseboat moorage—a parcel that offered “site and services” to renters arriving with their own dwelling structures. Like the moorage, the mobile home park required little of Hayden Island, Inc., but guaranteed rental income as well as a more permanent population relying on the island’s retail services.[603]

To design the core of the seventy-five unit mobile home park, Hayden Island, Inc. commissioned Portland architect John Storrs. Storrs’ design was centered around seven shared buildings, including an office, meeting room, community kitchen, and laundry facility, and featured elements borrowed from traditional Asian pagodas—forms he echoed in later designs elsewhere on the island.[604] Like other contemporary mobile home park designs, Storrs laid out the unit sites parallel to each other similar to the way residential houses were arranged along a

[599] “Oregon Has 44 New Mobile Home Parks: State Solons Write New Law For Mobile Homes,” *Oregon Journal* (Portland, OR), June 15, 1960, Section 3 Page 2; “Oregon Has 44 New Mobile Home Parks,” *Oregon Journal*.
[600] “Over $2 Million Invested in Oregon’s Plus-600 Licensed Trailer Parks,” *Oregon Journal* (Portland, OR), June 21, 1961, Section 4 Page 3.
[601] “Portland Has Parks,” *Oregon Journal* (Portland, OR), June 20, 1962, T10.
[602] James E. Hall, *Mobile Homes a Housing Resource for the Portland Metropolitan Area*, Sponsored by Oregon Mobile Home Dealers Association and the Manufactured Housing Institute, 1976, 50.
[603] Droege, “Floating Shelter,” 72.
[604] Shaw, “Jantzen Mobile Home Park Sold.”

street.[605] In time, and in response to residents' concerns about their neighbors' proximity, this layout fell out of style in favor of angled lots, which removed direct sightlines and provided greater privacy.[606]

Construction began in January 1964, and by late August, the park had fifteen tenants paying between forty and fifty dollars per month.[607] To attract additional residents, the company engaged in a local newspaper campaign, advertising "the finest in mobile home living" at the "Hayden Island Mobile Home Village" (Figure 44).[608]

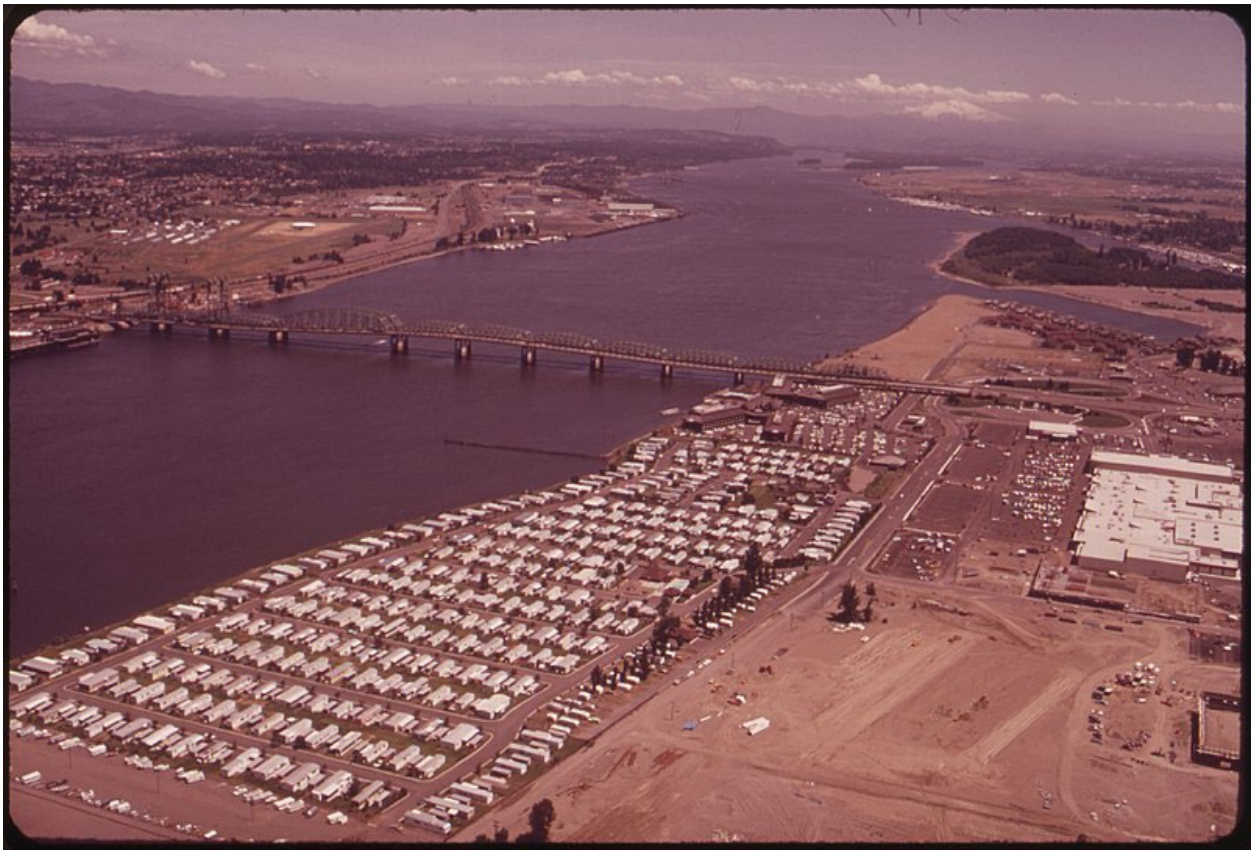

Figure 44. "The Hayden Island Complex on the Columbia River…" David Falconer, Photographer (NARA record: 412-DA-5532) – (U.S. National Archives and Records Administration).

After the park was filled, the company expanded it. A small piece published in *The Oregonian* on May 8, 1966, announced the upcoming construction of a family facility, stating "Hayden Island Inc. has applied for a zone change and plans to start immediate construction on a second

[605] Lawrence, "Home Sweet Mobile Home Park, 27.
[606] Lawrence, "Home Sweet Mobile Home Park," 27.
[607] Gerry Pratt, "Rain Drops Crowd at Jantzen Beach," *Oregonian* (Portland, OR), August 27, 1964, 22.
[608] [Advertisement for Hayden Island Mobile Home Village], *Oregonian* (Portland, OR), November 21, 1964, 8.

125-space mobile home park on Hayden Island."[609] Completion of the addition was expected in early 1967. Later, an article from March 1967 noted that the company's comprehensive plan for the island included "270 mobile home spaces, of which 150 have been completed over the past two years and, and are near 100 per cent [sic] occupancy, with twenty-four overnight spaces scheduled for completion next week to serve the travel trailer market."[610] By 1969, the park was home to nearly 300 residents and was the largest such development in Portland.[611]

Although residents of manufactured homes are often difficult to trace, limited information indicates that those at Hayden Island MHC (then, the "Hayden Island Mobile Home Village") were in sync with national trends. In 1969, C.H. Frank—the community's longtime manager—stated that "a good share of the 294 tenants are retirees or those about to retire."[612] Across the country, mobile home parks often included retirees on a limited income, as well as young couples with limited means.[613]

A 1979 article on the mobile home community on Hayden Island published in *The Columbian* noted, "[a]s a result of rising costs in housing, improved standards in mobile home building, and changes in people's attitudes, mobile home living is on the increase on Hayden Island and throughout the country. The mobile home is becoming less mobile and more home to more people."[614]

Between 1973 and 1980, the park was expanded further by a discontiguous section constructed along the island's south shore. Unlike its predecessors, this section staggered homes at odd angles to maximize privacy within each site's small footprint. Additional expansions were made along the park's southwestern corner between 1974 and 1981. In 1986, the community–-then called the "Jantzen Beach Mobile Home Park"–-was sold for $10.7 million to Hadley/McHugh, a San Francisco company that planned to operate it under the name of Jantzen Beach Associates.

Bridgeton/Faloma

Portland's Bridgeton neighborhood, formerly called Moore's Crossing, was platted in 1912.[615] Lots were sold by the Spanton Company, which was founded in 1906 by Kentucky-born William

[609] "Trailer Park to Add Space," *Oregonian* (Portland, OR), May 8, 1966, F8.
[610] Phil Hunt, "Hayden Island Ready for Development Go-Ahead," *Oregon Journal* (Portland, OR), March 27, 1967, 5.
[611] Harry Bodine, "Growing Numbers of Mobile Home Owners Acclaim Inexpensive Abodes," *Oregonian* (Portland, OR), September 28, 1969, F11.
[612] Bodine, "Growing Numbers."
[613] Jack E. Gaumnitz, "Mobile home and Conventional Home Ownership: An Economic Perspective," *Nebraska Journal of Economics and Business* 13 no.4 (1974): 130-143.
[614] Rebecca Craig, "Mobile Homes Popular," *Columbian* (Vancouver, WA), November 22, 1979, 22.
[615] "[Advertisement for Bridgeton]," *Oregon Journal* (Portland, OR), May 16, 1912, 17.

Alfred (W.A.) Spanton.[616] He marketed the subdivisions of Terrace Park, Villa Hill, Evanston, Alder Springs, Council Crest, Healy Heights, and the Spanton Addition.[617] Bridgeton was placed on the market on May 12, 1912, with lot prices ranging from $110 to $225.[618] In December 1912, it was reported that Spanton had left Portland and the $22,000 he had accrued in debt. *The Oregonian* noted that he was "a liberal spender when in funds and a high liver."[619]

A 1912 advertisement noted that Bridgeton was "adjacent to the site selected for the new Vancouver bridge; bounded on the west by the Vancouver car line; while along the north is the beautiful, natural boulevard which winds along the Columbia."[620] The same advertisement noted that there were 600 lots available, each one measuring twenty-five by one-hundred feet.[621]

W.A. Spanton stated to *The Oregonian* that the neighborhood was intended to be affordable.

> "It is believed that the person earning less than $65 a month cannot afford to buy a home costing above $1250 and cannot pay over $10 a month rent and live properly. We believe we have solved the problem. We have placed no restrictions on the property. A purchaser can build a tent-house or any priced house he desires. The property will be improved with sidewalks, water main and graded streets immediately."[622]

The lots were sold with no building restrictions. One of the promotions included a free car service for prospective buyers to see the available lots.[623] In February 1913, following Spanton's exit from Portland, Bridgeton was advertised by J.F. Dopplmaier.[624]

In May 1929, J.W. Waterhouse had plans approved to construct a bridge spanning between the neighborhood and Sand Island (later called Tomahawk Island), and the bridge was completed by year-end.[625] The bridge remained in operation until 1952 when, due to the deterioration of the wooden trestle support, it was removed.[626]

In 1970, Bridgeton had a population of 2,000.[627] Following annexation approval granted by the Portland Metropolitan Area Local Government Boundary Review Commission, a special election was called in July of that year in response to a petition from Bridgeton residents. The area in

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[616] "[Advertisement for Bridgeton]," *Oregon Journal* (Portland, OR), May 16, 1912, 17.
[617] Gaston, "*Portland Oregon*," 413.
[618] "[Advertisement for Bridgeton]," *Oregon Journal* (Portland, OR), May 16, 1912, 17.
[619] "W. Spanton Quits City," *Oregonian* (Portland, OR), December 31, 1912, 9.
[620] "Bridgeton, Open Today," *Oregonian* (Portland, OR), May 12, 1912, 15.
[621] "Bridgeton, Open Today," *Oregonian*, 15.
[622] "Bridgeton, Open Today," *Oregonian*, 15.
[623] "Bridgeton, Open Today," *Oregonian*, 15.
[624] "Bridgeton," *Oregon Journal* (Portland, OR), February 9, 1913, Section 2, Page 7.
[625] "Bridge Project Approved," *Oregonian* (Portland, OR), May 29, 20; "Sand Island Bridge Completed," *Oregon Journal* (Portland, OR), October 3, 1929, 8.
[626] "Island Bridge Taken Down," *Oregonian* (Portland, OR), March 11, 1952, 13.
[627] "Vote Rejects Annexation," *Oregonian* (Portland, OR), July 29, 1970, Section 2, Page 12.

question was defined by the Columbia River to the north, North Columbia Boulevard to the south, the peninsula drainage canal to the east, and Delta Park and the Portland Meadows racetrack to the west. Residents of the neighborhood rejected the annexation in a 413-56 vote.[628] Annexation of 1,560 acres of "North Portland," including the Bridgeton neighborhood, was eventually approved in October 1971.[629]

North Portland Industrial History

Today, the far reaches of North Portland are glimpsed mainly by travelers driving north or south along I-5. The visible landscape resists easy definition and includes an eclectic variety of natural reserves, housing developments, recreational sites, and industrial areas. Such piecemeal development is a legacy of the area's challenging geography which, prior to European American colonization, was a lush labyrinth of wetlands, low islands, and natural drainage channels between the main channel of the Columbia River and the Oregon Slough.[630]

Upon arrival in the region, the first European Americans dismissed the area; Philadelphian John Townsend noted that "there is not sufficient extent unencumbered, or which could be fitted for the purposes of tillage, in a space of time short enough to be serviceable; others are at some seasons inundated, which is an insurmountable objection."[631] While some settled in the area, seasonal flood events meant that agricultural efforts were at constant risk of sudden loss leaving the land primarily useful for growing hay and grazing livestock.[632] One surveyor, writing in 1854, explained that from May to mid-July, "farmers may sail over their farms in boats. This overflow makes the bottom lands… very unhealthy in autumn."[633]

Substantial development was postponed until early twentieth-century industry became interested in the area for its waterways and proximity to the soon-to-be completed SP&S Railway.[634] Beginning in 1907, the Union Meat Company and Portland Union Stock Yards—local subsidiaries of Swift and Company—purchased lands along the southern shore of the Columbia River, and through 1909, constructed large-scale stockyards and meat-packing facilities.[635] The river not only provided transportation for the businesses but also "disposed of"

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[628] "Vote Rejects Annexation," *Oregonian*, Section 2, Page 12.
[629] "Annexation Plan Gets Nod," *Oregon Journal* (Portland, OR), October 28, 1971, 4.
[630] Carl Abbott, "Settlement Patterns in the Portland Region: A Historical Overview," (Paper prepared for the Metro Future Vision Commission, Portland, OR, January 1994), https://pdxscholar.library.pdx.edu/oscdl_planning/10, 14.
https://pdxscholar.library.pdx.edu/oscdl_planning/10
[631] Qtd. in Abbott, "Settlement Patterns," 14.
[632] O'Brien and Allen, "Columbia Slough Drainage Districts," 11-12; Liza Mickle and Nicholas Starin, *East Portland Historical Overview & Historic Preservation Study* (Portland, OR: City of Portland Bureau of Planning and Sustainability, 2009), https://irma.nps.gov/DataStore/DownloadFile/582035, 11.
[633] Qtd. in O'Brien and Allen, "Columbia Slough Drainage Districts," 12
[634] Abbott, "Settlement Patterns," 28; Stroud, "Troubled Waters in Ecotopia," 70.
[635] O'Brien and Allen, "Columbia Slough Drainage Districts," 12

substantial waste products with the downstream flow.[636] In time, the facilities came to employ some 1,500 workers who were housed in the company-built settlement of Kenton located along Denver Avenue.[637]

With the arrival of the Union Meat Company and accompanying infrastructure, other businesses quickly followed suit. By 1911, a dozen other industries, including the Monarch Lumber Company, a shingle company, and a dairy farm, had all located along the shore of the Columbia River, helping to form the beginning of a "North Portland Industrial District."[638] Interests behind these companies paralleled a national conversation over land drainage and reclamation and plans to dredge a deep water harbor in the Oregon Slough between the north shore of the Columbia River and south shore of Hayden Island were quickly made.[639]

Foremost among these interests was the Peninsula Industrial Company—owned by members of the Swift family—which controlled 3,000 acres of North Portland real estate, including the lands beneath the stockyard, meat packing plant, and lumber company.[640] Newspaper articles report that the company planned to use fill from the dredge to raise the level of their holdings thirty feet above the flood level in order to "develop a large factory and shipping district, which will have all the advantages of water and rail transportation without switching charges yet will be outside the city limits and thus avoid city taxes."[641] Other property owners along the Columbia Slough and Hayden Island supported the effort and, in 1913, were successful in lobbying the U.S. Geographic Board to change the name of "Oregon Slough" to "North Portland Harbor."[642]

The government-aided dredging began in 1913, and the land around the harbor was further improved by dikes and levees to protect low-lying property beginning in 1916. Mostly underwritten by Union Meat, other private entities contributed to the levees to form drainage districts along the slough's length.[643] Running from east to west, these districts included the Sandy Drainage Improvement Company, the Multnomah Drainage District No. 1, the Peninsula Drainage District 1, and the Peninsula Drainage District 2.[644]

Work on the levees continued through World War I when the events of the conflict stressed the need for additional farmlands.[645] By 1920, many of the drainage districts' dikes had been joined

[636] Stroud, "Troubled Waters in Ecotopia," 70.
[637] Abbott, "Settlement Patterns," 28; O'Brien and Allen, "Columbia Slough Drainage Districts," 12.
[638] Stroud, "Troubled Waters in Ecotopia," 70; O'Brien and Allen, "Columbia Slough Drainage Districts," 12.
[639] "Dredge Develops Factory Lands," *Oregonian* (Portland, OR), April 16, 1911, 4.
[640] "Dredge Develops Factory Lands," *Oregonian*, 4.
[641] "Dredge Develops Factory Lands," *Oregonian*, 4.
[642] "Bridgeton New Subdivision," *Oregonian* (Portland, OR), May 12, 1912, 10; "Changes Name of Oregon Slough," *Oregonian* (Portland, OR), January 13, 1913, 4.
[643] O'Brien and Allen, "Columbia Slough Drainage Districts," 12.
[644] O'Brien and Allen, "Columbia Slough Drainage Districts," 12.
[645] O'Brien and Allen, "Columbia Slough Drainage Districts," 12.

and over 8,000 acres of land were reclaimed for agricultural purposes.[646] Boosters continued to promote the North Portland Harbor as a future industrial hub and touted the success of the earthworks noting that "[t]he constructed dikes and embankments have stopped the overflowing water, and a flood of the region can never again occur."[647]

While a mighty industrial district had been envisioned, the drainage districts were designed to create an agricultural region, leaving industry still clustered along the shore of the Columbia River (Figure 45).[648] Here, heavy industry was commingled with small-scale marine structures, including boat building and repair workshops.[649] Declining farm prices in the interwar years left district leaders on the lookout for other potential land uses and ultimately led to the creation of multiple golf courses and, eventually, the Portland–Columbia Airport in 1936 (today's PDX).[650]

The advent of World War II brought large-scale changes to the region, mostly in the housing sector, which, ironically, was supporting industrial development in the larger Portland-Vancouver area. Under the guidance of Henry J. Kaiser (1882–1967), enormous shipyards were developed along the Willamette River and in Vancouver, requiring, at their peak, a workforce of 97,000.[651] Aware of the deepening housing crisis, Kaiser orchestrated the purchase of 640 acres of land within the industrial district and constructed Kaiserville—later Vanport—dramatically altering the character of the landscape.[652]

The war, coupled with the tragic events of the 1948 Vanport Flood, changed the face of the area; according to historian Ellen Stroud, "the perception of the [North Portland] area as blighted, suitable only for industry and for those who could not afford to live elsewhere. Many white city residents, politicians and businessmen were beginning to see North Portland as a throw-away zone."[653]

[646] O'Brien and Allen, "Columbia Slough Drainage Districts," 12.
[647] H.S. Harcourt, "North Portland Offers Many Great Advantages as Sites for Factories," *Oregon Daily Journal* (Portland, OR), August 8, 1919, 16-17.
[648] Harcourt, "North Portland Offers Many Great Advantages," 16; O'Brien and Allen, "Columbia Slough Drainage Districts," 13.
[649] American Swedish Historical Museum, *Year Book 1946* (Philadelphia: American-Swedish Historical Foundation, 1946), 38.
[650] O'Brien and Allen, "Columbia Slough Drainage Districts," 13.
[651] Gordon Oliver, "Kaiser Shipyards," Oregon Encyclopedia, last updated July 13, 2022, https://www.oregonencyclopedia.org/articles/kaiser_shipyards/#.YuMJ6YTMJD8.
[652] Oliver, "Kaiser Shipyards."
[653] Stroud, "Troubled Waters in Ecotopia," 73.

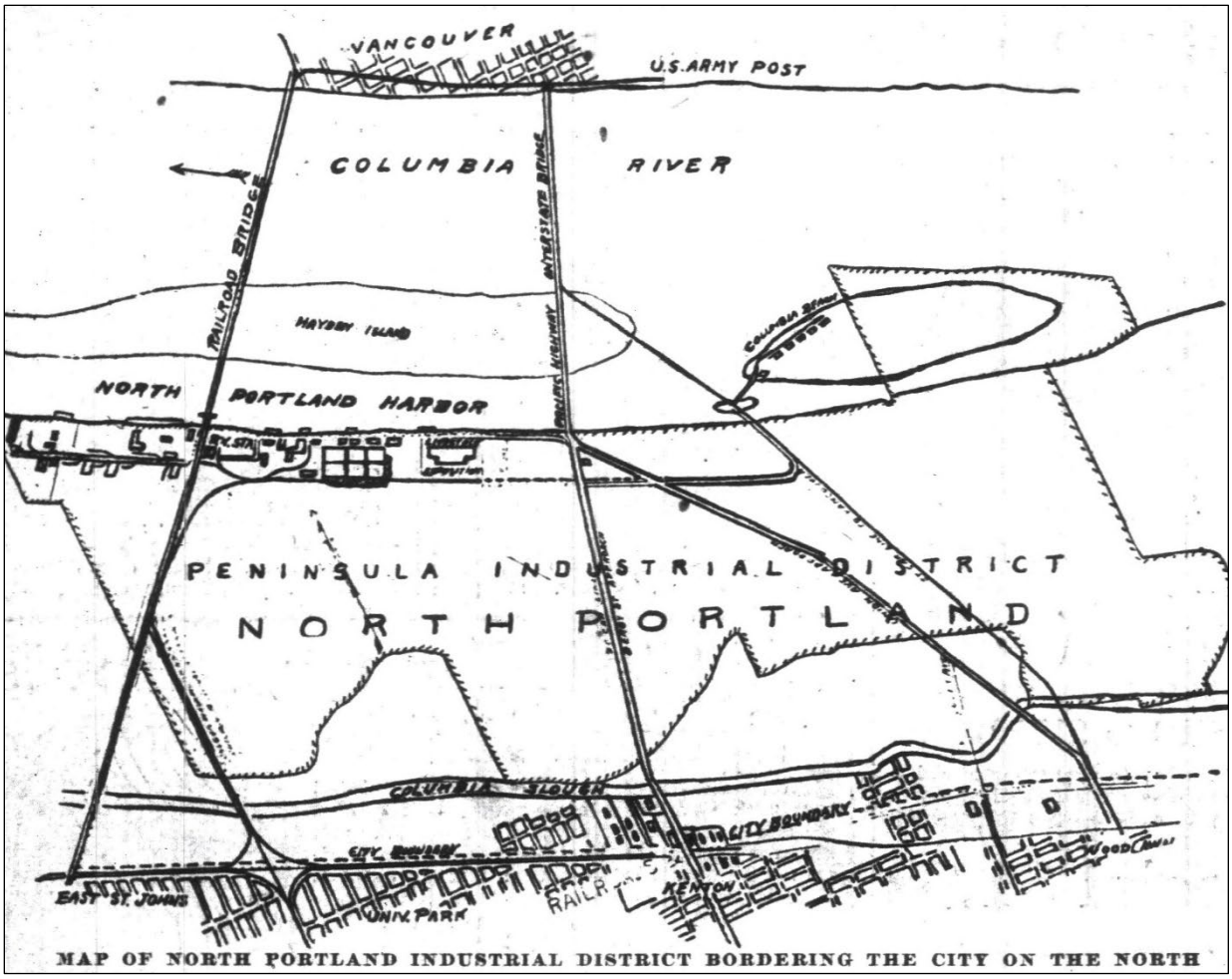

Figure 45. “Map of North Portland Industrial District Bordering on City on the North.” Harcourt 1919:16 (Courtesy of Oregon Digital Newspaper Program).

In the postwar period, the area became increasingly fragmented as large portions of public land became parks and other recreational areas and farmland gave way to small residential, commercial, and industrial developments.[654] Rather than relying on rail, boat, or streetcars to move goods and people, the area’s mid-century growth was defined by its reliance on the private automobile; industrial properties benefitted from access to I-5 rather than the transcontinental rail lines.[655] Commercial properties including service stations and repair shops were developed to serve these new functions.

[654] O’Brien and Allen, “Columbia Slough Drainage Districts,” 14.
[655] Abbott, “Settlement Patterns,” 46-47.

KGW Radio Station

In March 1922 *The Oregonian* installed a radio broadcasting system atop its downtown Portland headquarters to support the creation of a new radio station with the callsign KGW.[656] The new station contained the first major radio transmitter on the west coast; its signal was heard throughout Oregon.[657] Following the success of this early setup, the Federal Radio Commission granted KGW permission to move their transmitter to northeast Portland in February 1931. The new site, adjacent to the Pacific International building, was preferable on account of its low and wet terrain, favorable characteristics for radio transmission.[658] Upon its opening *The Oregonian* reported that the new facility broadcast "a signal virtually twice that of the old KGW."[659]

KGW's new facility was completed in August 1931 at a cost of $50,000. The transmitter was housed in a building was designed by Claussen and Claussen, a Portland firm operated by brothers William Emil (1878–1953) and Hans Fred Claussen (1880–1942).[660] Rising twenty-three feet above the ground surface, the structure was set on concrete piers designed to protect the equipment from potential floods.[661] The Moderne style building had a reinforced concrete base with a smooth stucco finish and featured steel framed ribbon windows.[662] The site also included two 300-foot towers which supported an antenna.[663] Six miles of underground cable connected the new transmitter to the station's existing studios in the downtown *Oregonian* Building.[664]

The transmitter station continued to operate through the Great Depression and WWII. Like much of North Portland, it sustained significant damage in the 1948 Vanport Memorial Day

[656] "Radio is Installed by the Oregonian," *Oregonian*, (Portland, OR) March 19, 1922, 1.
[657] "Radio Christened by Operatic Star," *Oregonian* (Portland, OR), March 3, 1922, 1.
[658] "New Transmitter for KGW to Rise," *Oregonian* (Portland, OR), February 14, 1931, 1; "KGW Reaches Out!" *Oregonian* (Portland, OR), August 4, 1931, 20.
[659] "KGW Northwest's Most Modern Station," *Oregonian* (Portland, OR), August 2, 1931, Section 5 Page 4.
[660] Port of Portland, *History of the Radio Towers* (Portland, OR) https://web.archive.org/web/20020928081533/http://www.radiotowersite.com/
[661] "KGW Northwest's Most Modern Station," *Oregonian* (Portland, OR), August 2, 1931, Section 5 Page 4.
[662] "KGW Reaches Out!" *Oregonian* (Portland, OR), August 4, 1931, 20; Howard, "Voices of Vanport," 52; Port of Portland, *History of the Radio Towers* (Portland, OR) https://web.archive.org/web/20020928081533/http://www.radiotowersite.com/
[663] "KGW Northwest's Most Modern Station," *Oregonian* (Portland, OR), August 2, 1931, Section 5 Page 4.
[664] "Northwest's Most Modern Station," *Oregonian* (Portland, OR), August 1, 1932, Section 5 Page 4.

Flood.[665] KPOJ, a competing station offered KGW the use of a backup transmitter and tower; by the following morning, the station's signal was back on the air.[666]

Following the reconstruction of the east tower at the same site, the station continued to operate successfully throughout the second half of the twentieth century. KGW made various alterations to the transmitter building, enclosing the lower half of the structure in 1949, and installing new transmission units on three different occasions, as recently as 1979.[667] Operations at the North Portland facility ceased in 1992.[668] The Port of Portland purchased the site in 1999, removed the radio towers in 2000, and demolished the transmitter building in 2005.[669]

Portland's Defense Industry Housing and Postwar Housing Shortage

The Challenge of Wartime Housing

Between 1940 and 1945, the federal government awarded Portland-area industries $1.74 billion in defense contracts to support the war effort.[670] These companies, in order to meet the production goals of the contracts, hired as many laborers as they could find, but demand far outweighed local availability. The influx of new workers who arrived in Portland to fill the massive labor shortage dramatically changed the economic and demographic makeup of the area. By the war's end, the industrial sector employed approximately 50 percent of Portland's labor force, up from only 15 percent in 1940.[671]

Multiple Portland companies benefited from the federal contracts, but the region's largest wartime employers were the three new shipyards established by Henry J. Kaiser. The first shipyard, announced in January 1941, opened under the Oregon Shipbuilding Company in northeast Portland the same year.[672] This was followed by the Vancouver Shipyard in early 1942 and, finally, the Swan Island Shipyard in July of the same year. Recognizing that the area could not supply the necessary workforce to operate the shipyards, Kaiser's administration placed job listings in eleven other states and chartered trains from as far away as New York City

[665] In a 1952 account of the flood, Clyde Bruyn, a station employee, recalled seeing the waves approaching. He had just enough time to pull the switch of the transmitter, run to his car, and drive to his dyke, where he watched a floating house from Vanport crash into the east tower, destroying it. "KGW Crystal Sets to FM," *Oregonian* (Portland, OR), April 6, 1952, M10.
[666] "KGW Crystal Sets to FM," *Oregonian* (Portland, OR), April 6, 1952, M10.
[667] Dan Howard, "The Voices of Vanport Radio and the Flood of '48," Northwest Vintage Radio Society, 2020, http://www.sbe124.org/wp-content/uploads/2021/04/Voices-of-Vanport.pdf, 60
[668] "Port Produces New Exhibit to Honor Old Radio Towers Facility", January 25, 2002, https://djcoregon.com/news/2002/01/25/port-produces-new-exhibit-to-honor-old-radio-towers-facility/
[669] Howard, "Voices of Vanport," 62.
[670] Kerrie Franey, "Early Densification in an Urban Center: Portland, Oregon and the War Code Housing Program" (MS Terminal Project, University of Oregon, 2019), 8
[671] Franey, "Early Densification in an Urban Center, 8; MacColl, *The Growth of a City*, 584.
[672] George Kramer, "It Takes More Than Bullets: The WWII Homefront in Portland, Oregon" (Portland, OR: Housing Authority of Portland, 2006), 5.1.

to bring workers to the Portland area.[673] In all, the three Kaiser shipyards created over 100,000 jobs, most of which were filled by newly arrived workers.[674] Neither Portland, a city of only 406,000 residents, nor Vancouver, a city of 19,000, were capable of or prepared to adequately house Kaiser's new workers, in addition to those rushing into the region for other wartime employers.[675]

The Housing Authority of Portland

Prior to World War II, Portland's real estate community actively lobbied against public housing.[676] The city maintained a Planning Commission as well as a Housing Code Commission, but these groups focused their efforts on local zoning rather than on housing issues.[677] In the Housing Act of 1937, the federal government created the United States Housing Authority and appropriated funds for the establishment of local housing authorities; the use of these funds was contingent upon state and local approval. The 1938 ballot initiative to create a Portland housing authority was overwhelmingly defeated.[678]

This opposition to a local housing authority began to crumble as the exigencies of World War II came to the fore. On December 11, 1941, just days after the attack on Pearl Harbor, the Portland City Council established the Housing Authority of Portland (HAP) to address the city's housing shortage.[679] Local historians have noted that HAP, which was composed of a realtor, a banker, an apartment owner, and a trade union leader, was formed less to create housing and more to placate local property owners and prevent encroachment upon Portland's real estate industry; Chester A. Moores, the realtor, had even opposed the creation of the commission from the start[680] As Carl Abbott explained, the commission sought "to build the minimum number of necessary units, which could be torn down after the war."[681]

Among the first outputs of the commission was the so-called "Gartrell Plan" named after Cecil M. Gartrell (1900–1979), the banker appointed to HAP. The plan proposed that HAP construct

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[673] Carl Abbott, *Portland in Three Centuries: The Place and the People*, 2nd ed. (Corvallis: Oregon State University Press, 2022), 125; Rudy Pearson, "A Menace to the Neighborhood: Housing and African Americans in Portland, 1941-1945," *Oregon Historical Quarterly* 102 No.2 (Summer 2001): 161.
[674] Kramer, "It Takes More Than Bullets," 5.0.
[675] Heather Fryer, "Race, Industry, and the Aesthetic of a Changing Community in World War II Portland" *The Pacific Northwest Quarterly* 96, no. 1 (Winter 2004/2005): 3; National Park Service, "Vancouver During World War II," Last Modified December 22, 2017, https://www.nps.gov/articles/vancouverbarrackswwii.htm
[676] Kramer, "It Takes More Than Bullets," 2.1.
[677] Franey, "Early Densification in an Urban Center, 10
[678] Richard Nokes, "Should Portland Have a Housing Authority," *Oregonian* (Portland, OR), March 2, 1941, 6; Kramer, "It Takes More Than Bullets," 5.1.
[679] Richard Sanders, "Housing Authority of Portland," Oregon Encyclopedia, updated August 16, 2022, https://www.oregonencyclopedia.org/articles/housing_authority_of_portland/#.Y4I2WH3MJhF; Kramer, "It Takes More Than Bullets," 5.1.
[680] MacColl, *The Growth of a City*, 575; Franey, "Early Densification in an Urban Center, 11.
[681] Abbott, *Portland in Three Centuries*, 128.

temporary single-family houses on leased city-owned lots, with the intention of immediate removal after the war.[682] The plan was well received by Portland's business community, who felt the lease arrangement provided appropriate assurance that the wartime housing units would be temporary and not ultimately compete with private real estate interests.[683]

Local businessman J.W. Haight (dates unknown) noted that "Gartrell has carried out a campaign to insure [sic] the temporary nature of the major portion of Portland's war emergency housing through earmarking as many of the city's allotted defense houses as possible to the 'salvageable' class, or slated to be torn down as soon as the emergency is terminated."[684] The first Gartrell Plan units were completed in July 1942; in April 1943 Gartrell traveled to Washington, DC to present his plan to federal housing authorities, where it was met with praise.[685] Over the course of the war, 700 units were constructed through the Gartrell Plan.[686] By July of 1942, HAP had authorized the construction of 4,900 housing units—a small subset of the projected 37,000 needed.[687] Additional developments were erected across the city and by November 1944, HAP managed a total of 18,455 housing units across twenty-five housing projects.[688] Of these, the vast majority reflected the commission's commitment to keeping social housing temporary; only two—Columbia Villa (400 units) and Dekum Court (85 units)—were designed as permanent complexes.[689] The other twenty-three were planned for removal within two years of the war's conclusion.[690]

Other Local Housing Activities

In early 1942, the Federal Public Housing Authority (FPHA) announced plans to construct a dormitory-style housing unit in northeast Portland for single Black workers.[691] Pushback from white residents, however, was swift, and those opposed to the project blocked construction,

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[682] Kramer, "It Takes More Thank Bullets," 5.2.
[683] Kramer, "It Takes More Thank Bullets," 5.2.
[684] "Calls attention to Gartrell Plan," *Oregon Journal* (Portland, OR), April 19, 1942, 8C.
[685] John M. Richardson, "Defense Housing to be Speeded," *Oregon Journal* (Portland, OR), April 14, 1942, 17; "Salvage Housing 'Sale' Succeeds," *Oregon Journal* (Portland, OR), April 13, 1942, 13; "First Gartrell Dwellings Ready, Families to Move In," *Oregon Journal* (Portland, OR), July 13, 1942, 8.
[686] Abbott, "Portland in the Pacific War," 16.
[687] Staurt Mcelderry, "Building a West Coast Ghetto: African-American Housing in Portland, 1910-1960," *The Pacific Northwest Quarterly* 92, no. 3 (Summer 2001): 139.
[688] City of Portland, *History of the Housing Authority*, 3.
[689] City of Portland, *History of the Housing Authority of Portland*, April 1945 (Portland, OR: Housing Authority of Portland, Record Number AP/177, https://efiles.portlandoregon.gov/Record/2776620/, 3; Harry H. Harrison, "Postwar Puzzle: What to do With Portland Housing Land," *Oregonian* (Portland, OR), May 27, 1945, M8.
[690] City of Portland, *History of the Housing Authority of Portland*, April 1945 (Portland, OR: Housing Authority of Portland, Record Number AP/177, https://efiles.portlandoregon.gov/Record/2776620/, 3; Harry H. Harrison, "Postwar Puzzle: What to do With Portland Housing Land," *Oregonian* (Portland, OR), May 27, 1945, M8.
[691] Fryer, "Race, Industry," 4; "Court Action Voted to Block Housing Plan for Negroes," *Oregonian* (Portland, OR), September 30, 1942, 1.

picketed, and lobbied other authorities to intervene.[692] Indicative of the city's racially-tinted view of public housing, over 500 people attended a meeting sponsored by the Central East Portland Community Club in September 1942, where an assembly of community clubs and parent-teacher groups voted to initiate an injunction to halt construction.[693] The project was ultimately abandoned, in part to avoid any more serious clashes that could disrupt wartime production.[694]

In September 1942 fifteen single family homes for Black workers were under construction in the Albina district, on land leased under the Gartrell Plan. HAP director Henry D. Freeman told the *Oregon Journal*, "We set up our program and planned our residential projects with no thought for providing for any race other than whitte [sic]. Now that a substantial group of Negro artisans and laborers are coming here in connection with war industries, some thought and action should be devoted to seeing that they are given housing accommodations.[695] The same article noted that, besides the fifteen homes "the authority is making no provisions for housing colored families."[696]

Additional housing for wartime workers was created through the modification of existing housing stock. Commissioner William A. Bowes (1928–1918) proposed an ordinance that relaxed city building codes. This measure was meant to make it easier for homeowners to modify existing structures to house war industry workers and to encourage the utilization of garages, outbuildings, and trailers.[697] This measure passed as Article 13 of the War Code, in July 1942.[698]

Like HAP's public developments, the housing units created by the "War Code" were intended to be temporary. At a hearing held just before the measure passed, Edgar Kaiser (1908–1981)—son of Henry Kaiser and a general manager in his father's company—who supported it, stated, "[w]ith the standard of living what it is and the endeavor to go ahead, these workers will get out of these places as fast as they can and into dwellings which they feel they need and which they deserve. They will not remain in them any longer than required if they can find a better place in which to live."[699] The ordinance included a provision that regulations would revert to their original state six months after the war's end.[700]

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[692] Fryer, "Race, Industry," 4.
[693] "Court Action Voted to Block Housing Plan for Negroes," *Oregonian* (Portland, OR), September 30, 1942, 1.
[694] "Court Action Voted to Block Housing Plan for Negroes," *Oregonian* (Portland, OR), September 30, 1942, 1.
[695] "15 Dwellings Being Built for Negroes," *Oregon Journal* (Portland, OR), September 23, 1942, 10.
[696] "15 Dwellings Being Built for Negroes," *Oregon Journal*.
[697] "Housing Plan Up Thursday; Bowes Plans to Ease Code," *Oregonian* (Portland, OR), June 26, 1942, Section 5, Page 8.
[698] Franey, "Early Densification in an Urban Center," 2-3.
[699] Larry Smyth, "City Eases Rules to Aid Housing," *Oregon Journal* (Portland, OR), July 31, 1941, 5.
[700] Smyth, "City Eases Rules."

Former housing codes required each unit to have its own sink and toilet; however, under the amended regulations, it was deemed sufficient for each unit to simply have access to these features.[701] Other changes included a reduction in the required kitchen area (from sixty square feet to fifty square feet), a reduction in the required living room area (from 150 square feet to 100 square feet), and a reduction in the window-to-floor ratios.[702] Such modifications were intended to ease the conversion of single-family dwellings into multi-unit apartments.[703] In all, the War Code program overall created 6,146 housing units.[704] In May 1950, the city amended Article 13 to stop the issuing of new permits; the program was formally ended in 1956.[705]

Postwar Housing

Over 35,000 units of defense worker housing were constructed in Portland, Oregon, and Vancouver, Washington. Of this, only 1,600 units were ever intended to be permanent and following V-J Day, HAP swiftly began to remove the temporary housing projects, beginning with its dormitories and the Gartrell units.[706] As removal plans proceeded, the agency continued to accommodate former defense workers, as well as returning veterans within its extant units. In June of 1945, HAP reported that 684 veterans and their families had been placed in public wartime housing units,[707] and by the following December, that number had risen to 2,070, with a waiting list 800 names long.[708] Despite the apparent need, however, the agency remained committed to removing its temporary housing. By 1950 over 30,000 units had been demolished in Portland and Vancouver.[709]

In 1948, Dorothy McCullough Lee (1902–1981) was elected as the Mayor of Portland.[710] Lee, a strong supporter of public housing, was viewed as the contemporary version of a Progressive-era reformer and sought to improve the city through a campaign of social and moral reforms.[711] Nicknamed “Dottie Do-Good,” Lee promoted programs of rent control and public housing, and strongly opposed “vices” including gambling, prostitution, and liquor.[712]

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[701] Grace Holm, “War Housing Regulations Relax former Standards For Renting Out Rooms,” *Oregonian* (Portland, OR), July 11, 1942, 15.
[702] Holm, “War Housing Regulations.”
[703] Holm, “War Housing Regulations.”
[704] Franey, “Early Densification in an Urban Center,” 14.
[705] Franey, “Early Densification in an Urban Center,” 13.
[706] Kramer, “It Takes More Than Bullets,” 8.2.
[707] “Portland War Housing Now 83 Per Cent Full,” *Oregon Journal* (Portland, OR), June 17, 1945, B5
[708] “Housing Authority Marks 4-Year Building History,” *Oregonian* (Portland, OR), December 9, 1945, 20
[709] Kramer, “It Takes More Than Bullets,” 8.2.
[710] MacColl, *The Growth of a City*, 602.
[711] Sarah Koenig, “Maternalism and the Mayor: Dottie Do-Good’s War on Sin in Postwar Portland.” *Journal of Women’s History* 24, no.4 (Winter 2014): 118, 120
[712] Koenig, “Maternalism and the Mayor,” 108, 118; Meryl Lipman, “Dorothy McCullough Lee: ‘Do-Good Dottie’ Cleans Up,” *Meteroscape* (Winter 2008): 30.

Following Lee's election, a 1949 survey by the advisory body of the Multnomah County veterans service committee found that 11,000 veteran families were still living in temporary federal housing units within the county.[713] Lee used the study to advocate for the removal of these temporary wartime housing units and the creation of new public housing, further expressing her concern that substandard temporary dwellings may develop into slums.[714]

The issue of Portland's housing predicament continued to escalate into the late 1940s. In January 1949 State Senator Richard L. Neuberger (1912–1960) criticized HAP for their lack of action and noted that Portland was, by this time, the only major U.S. city without a significant study of its housing situation.[715] After substantial wrangling, a major survey was commissioned to study the problem using a combination of state and city funds.[716]

Nationally, the study coincided with the passage of the Truman Administration's Housing Act of 1949. The Act authorized federal funding for the construction of 810,000 units of low-rent housing across the country over a six-year period.[717] In part supported by the study's outcome, Portland commissioner Bowes proposed a housing ordinance that would authorize HAP to construct 2,000 low-rent housing units supported by federal funds. HAP director Freeman noted that the number of units requested was likely a conservative estimate.[718]

Despite the relatively low number of units requested, the proposal met significant opposition and served to underscore how little Portland had warmed to the idea of public housing. Resistance was led by the Portland Home Owner's Association which spent over $15,000 campaigning against the ordinance. Advertisements in local newspapers and on radio stations peppered voters with the slogan "can you afford to pay someone else's rent?"[719]

Some local officials including Kenneth Kreamer, the housing chairman for the American Veteran's committee, pointed out the inconsistencies in this messaging. Speaking to members of the teamster's union in May, Kreamer noted that "Congress committed funds for the federal contribution on the nationwide program last year, there will be no additional local taxes to construct or operate low rent housing."[720] Despite the efforts of Kreamer and others, the

[713] "Vets' Housing Status Aired," *Oregonian* (Portland, OR), February 8, 1949, 6.
[714] Doug McKean, "A Knock on Every Door," *Oregon Journal* (Portland, OR), September 11, 1949, 3M.

[716] "Comparison 'Unfair,' Say Owners," *Oregon Journal* (Portland, OR), December 15, 1949, 1.
[717] "Provisions of the Housing Act of 1949," *Monthly Labor Review* 69, no. 2 (August 1949): 156.
[718] McKean, "A Knock on Every Door."
[719] "Slogan on Rents Receives Slap," *Oregonian* (Portland, OR), May 4, 1950, 16; "9 Candidates List Expenses," *Oregonian* (Portland, OR), May 23, 1950, 10; "Hazen Calls Public Housing Measure Tax, Debt Booster," *Oregon Journal* (Portland, OR), May 12, 1950, 2.
[720] "Slogan on Rents Receives Slap," *Oregonian* (Portland, OR), May 4, 1950, 16.

campaign against the ordinance was successful and when the measure went before voters on May 19, 1950, it was defeated.[721]

Augmenting the defeat of the housing measure was the 1952 defeat of Mayor Lee.[722] Running against self-described “Overseas Veteran-Family Man-Business Man" Fred Peterson (1896 – 1985), Lee's progressive platform was viewed unfavorably by local voters. The economy, rather than social reform, was the issue at the forefront of the election.”[723] In a stark departure from Lee’s agenda, Peterson opposed public housing and strongly supported the construction of the Exposition-Recreation Center (the modern-day Moda Center), which required the removal of substantial local affordable housing stock.[724]

By August 1952, there were 2,450 tenants still occupying temporary housing units in Portland.[725] In June 1960, the final temporary defense worker housing unit in the city—part of the Hudson Homes located at 9127 North Kimball Street—was ceremonially demolished.[726]

Vanport

Background

In 1941, Henry J. Kaiser opened the Oregon Shipbuilding Corporation.[727] When the country entered World War II in December 1941, workers moved en masse to Portland, seeking employment at Kaiser’s shipyards and creating a pressing need for new housing.[728] In response, Kaiser oversaw the construction of a new 650-acre city. Discriminatory housing regulations within Portland still heavily restricted where Black residents could live within the city.[729] Edgar Kaiser selected property outside of the city’s limits in order to circumvent this regulation.[730] Kaiser’s city was built on diked marshlands that had been turned into farms located between the Columbia Slough and Columbia River.[731] While initially referred to as

[721] MacColl, *The Growth of a City*, 602.
[722] Meryl Lipman, “Dorothy McCullough Lee,” Oregon Encyclopedia, last modified November 14, 2022, https://www.oregonencyclopedia.org/articles/lee_dorothy_mccullough_1902_1981_/#.Y6Hd8dXMI2w
[723] Koenig, “Maternalism and the Mayor,” 120.
[724] Robert Donnelly, “Fred Peterson (1896-1985),” Oregon Encyclopedia, last modified May 11, 2022, https://www.oregonencyclopedia.org/articles/peterson_fred_1896_1985_/#.Y6YEs9XMI2w.
[725] Merlin Blais, “Portland Housing Authority Due to Take Over 411 Acres of Projects,” *Oregonian* (Portland, OR), August 31, 1952, 14.
[726] “Last War Housing Unit Ends Days,” *Oregonian* (Portland, OR), June 15, 1960, 19.
[727] Natasha Geiling, “How Oregon’s Second Largest City Vanished in a Day,” *Smithsonian Magazine* (website), February 18, 2015, https://www.smithsonianmag.com/history/vanport-oregon-how-countrys-largest-housing-project-vanished-day-180954040/.
[728] Geiling, “How Oregon’s Second Largest City Vanished.”
[729] Michael McGregor, “The Vanport Flood,” Oregon History Project, 2003. https://www.oregonhistoryproject.org/articles/essays/the-vanport-flood/#.Y4mIln3MJhF.
[730] Shawn G. Kennedy, “Edgar F. Kaiser Dies at Age 73,” *New York Times*, December 13, 1981, 54; McGregor, “The Vanport Flood.”
[731] Geiling, “How Oregon’s Second Largest City Vanished.”

"Kaiserville," the name "Vanport" was eventually selected due to the site's location between Vancouver and Portland (Figure 46).[732]

Figure 46. The location of Vanport, published in *The Oregonian* during its construction (*Oregonian* October 12, 1942).

Work on Vanport began on September 14, 1942.[733] The new city was designed by Portland-based firm Wolff & Phillips and built by the Kaiser Company, with George H. Buckler Company and Wegman & Son serving as joint sub-contractors.[734] Original plans called for 6,022 units of housing but the city ultimately included 703 apartment buildings and seventeen multi-unit dwellings, providing a total of 9,942 living units.[735] In addition to residences, the new city had a post office, schools, fire stations, a movie theatre, social buildings, a library, an infirmary, a police station, as well as various other service and administration buildings.[736] A piece published in *The Oregonian* announcing the completion of Vanport noted "Vanport City goes beyond providing homes for defense workers. It is encouraging all possible conditions of normal living to parallel the hard terms of life in a war community."[737]

[732] Geiling, "How Oregon's Second Largest City Vanished."
[733] "Celebration Marks Completion of Vanport City," *Oregonian* (Portland, OR), August 12, 9.
[734] "Celebration Marks Completion," *Oregonian*, 9.
[735] "Celebration Marks Completion," *Oregonian*, 9; Stroud, "Troubled Waters in Ecotopia," 73.
[736] "Celebration Marks Completion," *Oregonian*, 9.
[737] "Celebration Marks Completion," *Oregonian*, 9.

The Vanport City recreation building, which measured 264 by 101 feet, was the largest in Portland when it opened.[738] The architects, Wolff & Phillips, conducted a special study on wartime recreation to inform their design.[739]

Vanport City (1942–1948)

Two months after construction began, Vanport's initial residents began to move in on December 12, 1942, and by January 1943, numbered some 6,000.[740] As wartime demands continued to drive production, the population of workers grew by 10,000 residents by March 1943 and, after the city's completion in August, 39,000 residents by November.[741] So large was the development that it dwarfed other housing projects in the Portland area and, at its peak, was the largest such project in the country.[742] In less than a year, Vanport had grown from low-lying fields into Oregon's second-largest city.[743]

Though a majority white state, Oregon's Black population rose dramatically during the war, fueled by the extensive employment opportunities offered by Kaiser and other wartime industries.[744] From an estimated 2,000 Black residents statewide before the war, numbers climbed to 15,000 Black residents in 1944; 6,000 of these individuals lived in Vanport.[745] Housing and schools in Vanport were theoretically integrated, as well as some community events such as "mixed dances (negro & white)."[746] Explicit segregation was never enacted, due to concerns by HAP that such policies would conflict with federal regulations regarding discrimination in housing projects.[747] In practice, however, segregation remained the development's unofficial policy: Black residents were placed into specific sections of the city.[748] Contemporary articles in the *Oregonian* explain "it was 'coincidental' that nearly all of the project's colored population lives in one district…"[749]

Freeman and HAP as a whole consistently avoided discussing the topic and insisted that any division in Vanport based on race was due to residents selecting where they chose to live.[750] In

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[738] "City Opening Planned Soon at Vanport," *Oregonian* (Portland, OR), May 16, 1943, C9.
[739] "City Opening Planned Soon" *Oregonian,* C9.
[740] Stroud, "Troubled Waters in Ecotopia," 72.
[741] Stroud, "Troubled Waters in Ecotopia," 70; Richard Nokes, "[Feature on Vanport]," *Oregonian* (Portland, OR), August 22, 1943, 1.
[742] Stroud, "Troubled Waters in Ecotopia," 72.
[743] Stroud, "Troubled Waters in Ecotopia," 72.
[744] Stroud, "Troubled Waters in Ecotopia," 73.
[745] Stroud, "Troubled Waters in Ecotopia," 73; McGregor, "The Vanport Flood"; Geiling, "How Oregon's Second Largest City Vanished."
[746] Qtd. in Stroud, "Troubled Waters in Ecotopia, 73.
[747] Stroud, "Troubled Waters in Ecotopia, 73.
[748] Stroud, "Troubled Waters in Ecotopia, 74; Carl Abbott, "Vanport," Oregon Encyclopedia, updated March 9, 2022, https://www.oregonencyclopedia.org/articles/vanport/#.YuHl9rbMI2w.
[749] Nokes, "[Feature on Vanport]", 4.
[750] Manly Maben, *Vanport* (Portland: Oregon Historical Society Press, 1987), 92-93.

August 1943 HAP held two meetings to discuss the racial issues in. Minutes from the meeting simply state that they were held and do not have any information on what was said.[751]

HAP was finally forced to address the issue in March 1945. A Black woman wrote a letter to Eleanor Roosevelt, in which she stated that she had been unable to obtain an apartment of the size she needed, while such apartments were made available to white residents.[752] When confronted with the accusation, HAP admitted that they had enacted a policy of alternating blocks of apartments by race for "integration purposes," which involved keeping waiting lists divided by race[753] Despite this admission, HAP attempted to quietly resolve the issue with no systemic change. The requested unit was made available to the woman who wrote the letter but the practice of assigning apartments by racially segregated blocks continued.[754]

Proposals to officially desegregate Vanport were made by various civic groups over the next few years, though none made a significant impact.[755] A proposal by the Portland Housing and Planning Association, which was published in *The Oregonian* in January 1948 finally forced HAP to ofifically address the issue.[756] The proposal called for HAP to explicitly state "...the right of all eligible applicants to equal access on the basis of first come, first served to all public housing operated by the housing authority of Portland."[757] The resolution was presented at a board of commissioners meeting on January 8.[758] In the book *Vanport*, published by the Oregon Historical Society in 1987, Manly Maben states, "The housing authority made its usual response, a denial of intent to segregate, that the choices were made by the Negroes themselves, and put of the resolution for further study, It then quietly decided to throw in the towel."[759] At a meeting with the League of Women voters on February 5, HAP announced its policy of no discrimination or segregation by race.[760]

While Vanport remained a majority white community, its large Black population increasingly marked it as a "Negro project," a cause for concern for white officials.[761] The city's demographics shifted somewhat following the conclusion of the war; in 1945 Vanport was composed of 18 percent Black residents, and by 1948 this number was around 33 percent.[762]

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[751] Maben, *Vanport*, 92.
[752] Maben, *Vanport*, 94.
[753] Maben, *Vanport*, 94.
[754] Maben, *Vanport*, 94.
[755] Maben, *Vanport*, 94-96.
[756] "Housing Body Bias Charged," *Oregonian* (Portland, OR), January 6, 1948, 1.
[757] "Housing Body Bias Charged," *Oregonian* (Portland, OR), January 6, 1948, 1.
[758] Maben, *Vanport*, 96.
[759] Maben, *Vanport*, 96.
[760] Maben, *Vanport*, 96.
[761] Stroud, "Troubled Waters in Ecotopia, 73-74.
[762] Mcelderry, "Building a West Coast Ghetto," 141.

The development had always been intended to be temporary, and as Portland business leaders began to consider a postwar future, Vanport's land was seen as desirable for industrial development.[763] In 1945, one commissioner of the HAP, Henry J. Detloff (ca. 1894–1966), asked his colleagues to remember "that the project is still 95 percent occupied."[764]

Flood (1948)

For several years housing offiicals debated Vanport's future. Despite the intentions of administrators to decommission the site, Edgar Kaiser advocated for Vanport to be improved and made into a permanent residential community.[765] In his 1979 book *The Growth of a City: Power and Politics in Portland, Oregon 1915–1950*, historian E. Kimbark MacColl attributes the delay in Vanport's decommissioning to two factors: Kaiser's facilities operation through 1947 and a preliminary engineering study of Vanport, which found its soil and drainage conditions to be unfavorable.[766]

Thoughout all this, many residents remained, including a significant number of Black residents who had difficulty finding housing elsewhere.[767]

In 1948, Vanport had a population of about 18,500.[768] At 4:17 p.m. on May 30 of that year, while residents were celebrating Memorial Day, the dike that protected Vanport from Smith Lake broke. The season had been especially wet, with May rains and runoff from a snowy winter raising the Columbia and Willamette rivers to dangerous levels.[769] The water rushed through Vanport rapidly, leaving fifteen people dead and the city uninhabitable (Figure 47).[770]

[763] Abbott, "Vanport."
[764] Stroud, "Troubled Waters in Ecotopia," 74.
[765] MacColl, *The Growth of a City*, 583.
[766] MacColl, *The Growth of a City*, 596.
[767] Abbott, "Vanport."
[768] Abbott, "Vanport."
[769] Geiling, "How Oregon's Second Largest City Vanished."
[770] McGregor, "The Vanport Flood."

Figure 47. Image of Vanport taken on May 30, facing south, with dike break indicated. A2004-002.7252: Aerial View of Vanport Flood Looking south from Hayden Island. 2948. Record Number AP/31085 (Courtesy of the City of Portland, Auditor's Office).

Post Flood

In August of 1948, demolition crews went to work on the remains of Vanport.[771] Zidell Machinery & Supply Company was contracted to clear all debris from private property in sixty days, and all of Vanport itself within six months.[772] The first removal was of five two-story buildings which had been carried by the flood to the neighboring Pacific International property.[773]

In January of 1949, Zidell was denied a requested two-month extension on their demolition contract.[774] Throughout February of that year, advertisements were placed in local paper under the name “Vanport Wrecking Co,” offering salvaged Vanport materials at low prices. Many observers noted the lack of a contract extension, underlining the urgency to remove all materials from the site.

[771] “Crews Start Vanport Job,” *Oregonian* (Portland, OR), August 24, 1948, 17.
[772] “Crews Start Vanport Job,” *Oregonian*,17.
[773] “Crews Start Vanport Job,” *Oregonian*,17.
[774] “Zidell Denied Further Time,” *Oregonian* (Portland, OR), January 2, 1949, Section 4, Page 8.

Public Recreation and Parks

Public Parks in Oregon

The first land in the new State of Oregon was safeguarded for public use in 1870, when Daniel Lownsdale (1803–1862) and Jon Couch (1811–1870) set aside portions of their purchased lands to be "preserved for public use" in Portland and established what is now known as the Park Blocks.[775] In 1871, Thomas S. Summers (1815–1880) donated land around the famed springs in what is now Sodaville for public use, and in that same year, the City of Portland purchased land from Mr. and Mrs. Amos Short of Vancouver to establish Washington Park.[776] Land preservation continued piecemeal throughout the early decades of statehood until a more cohesive movement for parks and recreational spaces emerged at the turn of the century. Inspired by the 1893 World's Columbian Exposition, cities in Oregon and throughout the U.S. embraced the "City Beautiful" movement during the 1900s and 1910s, seeking social uplift and health through the incorporation of aesthetics and planted open spaces within the urban landscape; in Oregon, Portland was an epicenter of such beautification efforts.

In 1903, a landscape architecture firm led by John Charles Olmsted (1852–1920) and Frederick Law Olmsted, Jr. (1870–1957), designed a grand plan for Portland that incorporated a system of parks and tree-lined boulevards.[777] In 1907 the Portland Park Board (established by the state legislature in 1900) led a successful campaign to pass a bond issue to acquire parkland and open playgrounds.[778] The next year, the Park Board hired Emanual Tillman Mische (1870-1934), former landscape designer and horticulturist for the Olmsted Brothers firm, as Portland's first Park Superintendent. Mische oversaw the preliminary installation of the Olmsted plan and designed landscapes for many Portland parks, some traces of which remain today. [779] One such historical park, Peninsula Park in the Piedmont neighborhood, is a rich example of the transformative nature of City Beautiful: converted from a roadhouse and ad hoc horse racetrack, it was a 16-acre park full of community amenities such as a pool and playground, and an abundance of picturesque, European-influenced plantings.[780] By 1913, the city had created a

[775] William Toll, "Commerce, Climate, and Community: A History of Portland and its People," Oregon History Project, 2003, updated and revised by OHP staff 2014. https://www.oregonhistoryproject.org/narratives/commerce-climate-and-community-a-history-of-portland-and-its-people/the-making-of-a-market-town/early-portland/#.Y6ySHdXMK3A.
[776] Marin Aurand and Marc Carpenter*, "So the Future Will Have a Place": The First Century of Oregon State Parks*, (Salem, OR: Oregon Parks and Recreation Department, 2022), 8, 9. https://www.oregon.gov/oprd/AO/Pages/AU-The-First-Century-of-Oregon-State-Parks.aspx; Toll, "Commerce, Climate, and Community."
[777] Charles H. Cheney, *Major Traffic Steet Plan, Boulevard and Park System for Portland Oregon*, *Bulletin No. 7*, (Portland, OR: The City Planning Commission, January, 1921).
[778] Toll, "Commerce, Climate, and Community."
[779] Kate Bryant, "The Hidden History of North Portland's Flower-Powered Peninsula Park," *Portland Monthly* (OR), May 22, 2018, https://www.pdxmonthly.com/home-and-real-estate/2018/05/the-hidden-history-of-north-portland-s-flower-powered-peninsula-park
[780] Bryant, "Hidden History."

Bureau of Parks and Recreation and boasted an integrated system of fifteen parks, thirteen playgrounds, and a few newly widened and planted boulevards.[781]

In 1913, Governor Oswald West (1873-1960) proposed a novel piece of legislation that the "ocean beach from the Columbia River to the north of the California State line on the south should be declared a public highway"; in that same session, the state legislature established its first state-funded park, Champoeg.[782] These legislative actions marked the beginning of a gradually intertwining relationship between state roads and state parks and recreation; the OSHC (also founded in 1913) would serve as directors of the state's public park system once it was inaugurated in the following decade.[783]

After the conclusion of World War I, when the automobile evolved from a luxury item to a middle-class commodity, infrastructure was needed to accommodate the newly-mobile public. A federal funding program for state highways, passed in 1916, was a major catalyst for highway development and public land acquisition.[784] Oregon's roadways expanded rapidly, and by 1921, Governor Ben W. Olcott (1872 – 1952) urged the state legislature to preserve the scenic beauty of the state's roads and tourist destinations while passing legislation empowering the OSHC to acquire land along the state highways.[785] Subsequent legislation in 1925 authorized the commission to acquire land for "parks, parking places, campsites, public squares, and recreation grounds."[786] The OSHC was further tasked with the responsibility and authority to spend state highway funds for improving, maintaining, and supervising those lands, and by 1929, the state highway commission's land management program was large enough to warrant the creation of a separate state parks commission.[787] The first parks superintendent, Samuel L. Boardman (1874–1953), was an influential figure in the establishment of the state's parks. Through the course of his tenure, he expanded the park system from 4,070 acres in forty-six park units in 1927 to approximately 60,000 acres in 161 units by the time of his retirement in 1950.[788]

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[781] Toll, "Commerce, Climate, and Community;" Dr. William F. Willingham, Open Space & Park Development 1851-1965, (Portland, OR: Parks and Recreation, January, 2010), 6. https://www.portland.gov/parks/documents/open-space-park-development-1851-1965/download
[782] Aurand and Carpenter, "So the Future Will Have a Place," 6, 10.
[783] Lawrence C. Merriam, Jr., "Historical Overview," from *Oregon's Highway Park System: 1921-1989,* (Salem, OR: Oregon Parks and Recreation Department, 1992). http://www.npshistory.com/publications/oregon/admin_history/overview.htm
[784] Aurand and Carpenter, "So the Future Will Have a Place," 12.
[785] Governor Ben W. Olcott's Administration." Oregon State Archives http://records.sos.state.or.us/ORSOSWebDrawer/Recordpdf/6777848
[786] Oregon State Parks Advisory Committee. 1956. Report and Recommendations on Oregon Stale Parks. Salem: State Printing Department. As cited in Merriam, "Historical Overview."
[787] Bob Reinhardt, *Oregon Recreation History: Part Two*, (Salem, OR: State of Oregon: Secretary of State, 2020). https://sos.oregon.gov/blue-book/Pages/facts/history/recreation-two.aspx
[788] Narrative Report, Oregon State Parks for 1949, to U. S. National Park Service. OSPF. As cited in Merriam, "Historical Overview."

Postwar Parks Development

In the postwar period, interest in parks and recreation increased in Portland and throughout the state. Portland's 1943 public works plan, drafted by Robert Moses, advocated for expanded park facilities and play areas as well as the acquisition of highway-adjacent land for more "marginal parks and playgrounds."[789] Though the plan was voted down in 1945 due to its prohibitive cost, some elements were implemented over the next decades.[790]

Beyond local efforts, federal and state initiatives also expanded the role of state parks along the coast and in communities across Oregon into the 1970s, but funding for state parks fell to a new low, a response to recessions and financial crises.[791] In 1973, ODOT finally separated the parks division from the managerial realm of the state's highways, creating a distinct parks and recreation branch within the department. In 1979, after the decade's oil crises, the state legislature voted to remove the highway gas tax from the park department's income, which proved to be a devastating loss to the park system.[792] To mitigate the risks of park closures, Oregon's state park system began moving land to county control, enacting user fees, and collaborating more with local groups and local governments in the realms of decision-making and fundraising. The Oregon State Parks and Recreation Department (OPRD) became an independent state agency in 1990; over the next decade the new department slowly divorced administrative mechanisms from that of state highways.[793] During the same time, Oregonians in the 1990s voted to amend the state constitution and cap property taxes, which changed government funding irrevocably; from that point onwards, OPRD came to rely on the services and labor of an expanding system of donation and volunteers.[794]

Although Oregon's parks experienced budget constraints throughout the postwar decades, Portland's city parks received growing interest and financial support, prompted at first by a $400,000 levy approved by voters in 1950.[795] Like many urban areas during that time, the recent increase in automobile infrastructure and suburban commercial centers contributed to a population shift of middle-class residents to outer areas, and in Portland, this resulted in the stagnation and decline of the city's core and adjacent neighborhoods. With the Federal-Aid Highway Act of 1956 and the urban renewal programs that followed, the Portland Parks Bureau

[789] Moses, *Portland Improvement*, 32.
[790] Douglas Perry, "How Robert Moses' car-centric vision shaped modern Portland, and then reshaped it in reverse" *Oregonian* (Portland, OR), May 3, 2017. https://www.portlandoregon.gov/omf/article/642470.
[791] Aurand and Carpenter, "So the Future Will Have a Place," 115-116.
[792] Aurand and Carpenter, "So the Future Will Have a Place," 124.
[793] Aurand and Carpenter, "So the Future Will Have a Place," 149.
[794] Aurand and Carpenter, "So the Future Will Have a Place," 126, 128.
[795] "City Park Bureau Details Plans for 8-Year Development Program," *Oregon Journal* (Published as *Sunday Oregon Journal*) (Portland, OR.), October 26, 1952, 5.

began to focus on expanding recreation, education, and arts programs throughout the city and continued acquiring land for park expansions.

The Olmsted and Mische plans had been the creative directive for Portland Parks Bureau into the late 1960s, when urban renewal programs and new design philosophies took center stage. Headed by the Portland Development Commission (PDC), the initial focus of Portland's urban renewal was the removal of perceived "blight" through land clearance, exemplified by the South Auditorium Redevelopment Plan. The redevelopment plan in South Portland resulted in the relocation of an enclave of 336 families (1,573 residents) and 289 businesses, with all land cleared by 1963.[796] Among the new commercial buildings, parks, and apartments, the plan included the installation of the Forecourt Fountain, now called Ira Keller, which was designed by Angela Danadjieva of Lawrence Halprin's San Francisco landscape architecture firm: it was hailed by architecture critics as "the most important urban space since the Renaissance."[797] The redevelopment program was perceived by Portlanders as a success and prompted local support of further renewal projects.

Congress's 1966 passing of the Model Cities program motivated cities to encourage public participation in the management and development of renewal programs, particularly with those residents these programs affected. Later projects were thus orientated more towards the rehabilitation of existing buildings and neighborhoods in Portland. The project commenced in 1967 with a focus on what is now known as the Albina Neighborhood; an historically Black residential area that developed as a consequence of decades of restrictive housing covenants and racist real estate practices.

When the PDC first submitted the Albina Model City proposal in 1967, HUD criticized it for its citizen participation component, which the agency characterized as "mostly at the level of informing residents rather than involving them and ignoring the problems of working with lower income groups."[798] The PDC responded to the criticism by renewing their application to better emphasize citizen participation and a five year plan was developed which resulted in new sidewalks, street improvements, the rehabilitation of 1,800 housing units, and the creation of more than seven acres of parks at three sites.[799] However, the street modifications functioned to eliminate storefront praking along the neighborhood's main business corridor on Union Avenue (today Martin Luther King, Jr. Boulevard) and hindered patronage of local establishments. Thus,

[796] Wollner et al., *Urban Renewal,* 7.
[797] Craig Wollner, John Provo, and Julie Schablisky, *Brief History of Urban Renewal in Portland, Oregon.* (Portland, OR: Prosper Portland, 2005), 7, 8. https://prosperportland.us/wp-content/uploads/2019/07/Brief-History-of-Urban-Renewal-in-Portland-2005-Wollner-Provo-Schablisky.pdf
[798] Portland Bureau of Planning, *The History of Portland's African American Community (1805 to the Present)* (Portland, OR: City of Portland Bureau of Planning, 1993), https://sos.oregon.gov/archives/exhibits/black-history/Documents/flowers-portland-history.pdf, 128.
[799] Portland Bureau of Planning, *The History of Portland's African American Community*, 133.

the effort was stigmatized by many in the Albina community as a hindrance to the revitalization of the neighborhood.[800]

In a move that mirrored what Portland had already been practicing, federal urban renewal funding paradigms changed again in the 1970s, shifting more completely from large-scale clearance projects to small-scale neighborhood rehabilitation and the creation and improvement of parks.[801] By the late 1970s, Portland's residential and park development was primarily guided by neighborhood involvement; the Office of Neighborhood Associations was formed in 1974 and eventually would facilitate the activities of approximately sixty neighborhoods across Portland.[802]

Public Parks in North Portland

Known during the early twentieth century as "the Peninsula," the land in the northern reaches of Portland was marshy bottomland, prone to both seasonal flooding and groundwater swelling.[803] Starting in 1917, the newly formed Peninsula Drainage District No. 1 constructed a series of dikes, drainage ways, and mechanical pumping stations to mitigate seasonal flooding and prepare the area for agricultural, recreational, and industrial development.[804] Throughout the 1920s, city leaders and citizens viewed the expenditure to create parks and recreational infrastructure as "a necessity" for social health.[805] The city invested in the acquisition and expansion of parks and recreational spaces in North Portland, including Pier Park (1922) and Peninsula Golf Course (1926). [806] Private entrepreneurs also funded the development of commercial recreation facilities like Jantzen Beach Amusement Park (1928).[807]

During World War II, the Peninsula course was removed and re-developed as the Vanport and East Vanport wartime housing projects, but the rest of the Peninsula and Columbia Slough lands remained occupied by primarily recreational and commercial development. The area west of Vanport City had been developed into five golf and country clubs (Riverside, Broadmore and Colwood, Alderwood and Columbia Edgewater), a riverside yacht club, as well as an international airport and two racetracks.[808] Many of the Vanport buildings were destroyed by the 1948 flood but the golf clubs and open spaces remained relatively unaffected by the inundation. Portland purchased the old housing site with funds from the 1950 levy and used the area for

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[800] Portland Bureau of Planning, *The History of Portland's African American Community*, 133.
[801] Wollner et al., *Urban Renewal*, 15.
[802] Wollner et al., *Urban Renewal*, 15.
[803] Evan Dulin and C. Mirth Walker, *Vanport Wetlands Long-Term Management Plan*, (Portland, OR: SWCA Environmental Consultants and Port of Portland, January, 2018), 2.
[804] Dulin and Walker, *Vanport Wetlands*, 2.
[805] "Dedication of Pier Park," *St. Johns Review* (St. Johns, Portland, OR), March 24, 1922, 1; Dulin and Walker, *Vanport Wetlands*, 2.
[806] "Pier Park," *St. Johns Review.*
[807] "Pier Park," *St. Johns Review;* Dulin and Walker, *Vanport Wetlands*, 2.
[808] "City Sports Plants Move to Columbia River Bank," *Oregonian* published as *Sunday Oregonian* (Portland, OR), October 13, 1946, 1.

recreational development over the following decades.[809] With the introduction of modern highway infrastructure throughout the latter half of the twentieth century, the landscape of the North Portland peninsula fragmented and shifted to more commercial and industrial uses. However, citizen-led restoration efforts throughout the 1980s and 2000s created new or expanded green spaces along the Columbia River, including the Smith and Bybee Wetlands and the Columbia Children's Arboretum.

East Columbia and Portland Parks

Peninsula Golf Course

The construction of a golf course at the intersection of Union Avenue and Derby (now Denver) Streets was proposed in the spring of 1926. Initial plans were for the city of Portland to fund a public course, but officials discovered that this was not possible without an amendment to the city charter, since the land was located outside of city limits. An authorization to acquire the land was placed on the ballot for a special election planned for May 21, 1926, but the measure lost by 2,076 votes.[810] .[811]

When the publicly funded proposal was deemed unfeasible, a group of local businessmen took on the project. Ground was broken on the golf course in October 1926.[812] Landscape architect Walter Gerke (ca. 1891–1982) designed the course and used what he called the "vegetative method," relying on native bent grass instead of grass seed.[813] Care was taken to save some of the trees already on the property.[814] The eighteen-hole course officially opened in August 1927. To represent the course's accessibility to both cities, Portland's mayor George Luis Baker (1868–1941) and Vancouver's mayor John Kiggins (1868–1941) played a symbolic round to commemorate the occasion.[815]

In March 1928, a number of improvements were completed at the golf course. Concrete restrooms were added, and drinking fountains were installed along the fairway. Additionally, according to a piece in the *Oregon Journal*, "[t]o beautify the grounds, a new attractive entrance way is being made, and landscape architects are planting shrubbery and trees to enhance this

[809] Willingham, *Open Space*, 42.
[810] "Peninsula is Seeking Golf Links," *Oregon Journal* (Portland, OR), May 2, 1926, Section 6, Page 5.
[811] "Budget of City Faces Heavy Cuts," *Oregon Journal* (Portland, OR), May 22, 1926, 1.
[812] "To Break Ground for Golf Course," *Oregon Journal* (Portland, OR), October 11, 1926, 17.
[813] "Work Progresses on New Golf Links," *Oregonian* (Portland, OR), November 7, 1926, Section 6, Page 6.
[814] "Peninsula Golf Course to be Opened Next Week," *Oregon Journal* (Portland, OR), June 26, 1927, Section 4, Page 4.
[815] "Much Doing at Opening of Course," *Oregon Journal* (Portland, OR), August 21, 1927, Section 4, Page 4.

sport for recreation. For the kiddies a fresh water [sic] wading pool is under construction to be ready for the juveniles to enjoy in the good old summertime."[816]

A clubhouse was completed in April 1929. The facility included a restaurant and lunchroom, sales counters, locker rooms, and office space.[817] A fire destroyed the clubhouse in May 1943.[818]

Due to the influx of employees in wartime industries and resulting housing shortage in the Portland area, shortly after the opening of Vanport City in August 1943, it was announced that a housing project called East Vanport would be built on the nearby Peninsula Golf Course.[819]

East Vanport

East Vanport, Portland's final wartime housing project, occupied 650 acres east across Denver Avenue from the main Vanport area. Ground was broken on October 15, 1943, and work was carried out by Wegman and Son, a contracting company responsible for numerous wartime housing and manufacturing facilities.[820] Initial plans were for 848 units, housing 5,000 workers and their families, with a completion date projected for January 1944.[821]

Work on the complex was temporarily paused in December 1943. Around that time, Kaiser Shipyards had plans to adhere to a six-day work week, which was expected to lead to a slight reduction in wartime employment, and it was unclear if the housing would still be required. At that point, 150 units were ready to be occupied.[822]

In January 1944 it was announced by Cecil M. Gartrell (1900–1979), then chairman of the HAP, that only those units that were already under construction in East Vanport would be completed. The scaled-back development included an estimated 484 units—approximately 60 percent of those that had been originally planned.

Kaiser meanwhile clarified that the six-day workweek would not lead to a reduction in the workforce and emphasized the continued need for worker housing. Gartrell noted that at that time there was a backlog of 1,500 applicants in need of housing.[823] According to Gartrell, at the point that East Vanport opened, Portland led the country in wartime housing units constructed, with 18,480 total. Second was San Diego with 12,895, followed by Vancouver, Washington, with

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[816] "Peninsula Course in Condition," *Oregon Journal* (Portland, OR), March 4, 1928, 14.
[817] "Peninsula Rushes Work," *Oregonian* (Portland, OR), March 24, 1929, Section 5, Page 2.
[818] "Fire Levels Clubhouse at Peninsula," *Oregon Journal* (Portland, OR), May 18, 1943, 8.
[819] "New 1000-Unit Housing Project for City To Rise on Peninsula Golf Club Grounds," *Oregonian* (Portland, OR), September 27, 1943, 1.
[820] "Death Takes City Builder," *Oregonian* (Portland, OR), April 17, 1952, 19.
[821] "Work Stops on Housing at Vanport," *Oregonian* (Portland, OR), December 29, 1943, 1.
[822] "Work Stops on House," *Oregonian*, 1.
[823] "Group Puts Stop Order on Housing," *Oregonian* (Portland, OR), January 4, 1944, 1.

12,389.[824] East Vanport's first resident moved in in February 1944, and construction on the development was finished by April 1944.[825] The completed housing development was composed of two- and three-bedroom row-type homes, as well as a recreation center, grocery, drug store, and restaurant. The location on the site of the Peninsula Golf Course earned it the nickname the "golf course city."[826]

East Vanport was decommissioned between December 1945 and March 1946.[827] The decision to close the facility was met with public opposition: returning verterans meant that the city continued to face a housing shortage.[828] In June 1946, Portland housing groups began a campaign for its reopening. Around this time HAP officially renamed the site "Peninsula Homes."[829] Dahlke, the chairman of the authority, noted "Portland will soon be faced with a shortage of housing for families of non-veterans who came here for shipyard work and are staying, unless something is done shortly."[830]

In September 1946, the homes of East Vanport were dismantled and shipped to California, where they were used to house veterans. When this work began the complex included 77 buildings.[831] By November 1946, all residences except one had been removed from East Vanport.[832] Following The Vanport Flood of 1948, an East Vanport warehouse on North Denver Avenue housed recovered personal properties and was used as a distribution center for former Vanport residents to pick up their belongings.[833]

Delta Park and Other Proposals

By December 1949, all that remained of the East Vanport housing project was one dwelling, two storage buildings, and "a wandering grid of paved streets."[834] One building, 10850 N. Denver Avenue (OR 155), was constructed in 1938 as an administrative office for East Vanport and today functions as the Delta Park Sports Office. Another building, 10890 N. Denver Avenue (OR 145a), was constructed in 1940 and has functioned in recent decades as a Portland Forestry

[824] Richard Nokes, "East Vanport, Now Read, Winds Up Big Housing Job," *Oregonian* (Portland, OR), April 9, 1944, 10.
[825] "[Image of East Vanport's first tenant]", *Oregonian* (Portland, OR), February 25, 1944, Section 2, Page 2; Nokes, "East Vanport," 10.
[826] Nokes, "East Vanport," 10.
[827] "Harry Fimmel, "East Vanport Homes Asked for Veterans," *Oregon Journal* (Portland, OR), June 4, 1946, 1.
[828] Fimmel, "East Vanport Homes," 1.
[829] "Project Named," *Oregonian* (Portland, OR), June 7, 1946, 8.
[830] "Housing Groups Debate Peninsula Homes," *Oregonian* (Portland, OR), July 7, 1946, 11.
[831] "Vanport Housing Units to Shelter California Vets," *Oregonian* (Portland, OR), September 15, 1946, 17
[832] Lamar Newkirk, "Guilds Lake Payroll Loss Blame Fixed," *Oregon Journal* (Portland, OR), August 22, 1943, 1, 4.
[833] "Salvage Moved to East Vanport," *Oregonian* (Portland, OR), August 13, 1948, 15.
[834]Jerry Bishop, "Plans Set to Build New West Delta Park Track," *Longview Daily News* (WA), February 13, 1969, 16.

Division administration building. The flood also destroyed one of two radio towers that had been installed in the 1930s by one of Portland's earliest commercial radio station (KGW-AM). The station subsequently replaced the towers in 1949, the early 1950s, and 1979; in 2000, KGW ended its tenure at the site and all radio infrastructure was removed.[835]

After the ruins were cleared, the city viewed the Vanport site for its potential as a "special city-wide interest center," a site that would appeal to all residents rather than just those living adjacent to it.[836] At the end of 1949, the War Assets Administration (WAA), which was in charge of the property, announced that it had rejected all bids and planned to give the City of Portland priority in its sale.[837] In June 1950, the City of Portland purchased one hundred acres of the former East Vanport property from the WAA for $40,000 with the intention to develop it for recreation.[838] The property, however, remained outside of city limits until 1960, when a special municipal election was held on November 8, 1960, to decide the annexation of 854.35 acres of the Vanport–Delta Park–Triangle Lake area. The annexation was rather uncontroversial, *The Oregon Journal* noted, as the area had no residents, and Ordinance 113217 passed on February 23, 1961, with a vote of 98,379 in favor to 34,692 opposed.[839] The city officially renamed the entire annexed area "Delta Park," and the land east of Denver Avenue was renamed "East Delta Park."[840]

The Delta Park area was the subject of many proposals for large-scale construction projects, including a veterans memorial center, an exposition center, and a large sports complex preliminarily called "the Delta Dome."[841] Advocates for the Dome noted that the facility had the potential to attract the 1972 Olympics to Portland, as well as a professional football or Major League Baseball team.[842] A ten-foot wide scale model of the proposed dome was displayed to the public at the nearby Pacific International Building in October 1964.[843] Measures to approve the Delta Dome project were presented to voters in May and November of 1964; both times they

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[835] Dan Howard, "The Voices of Vanport Radio and the Flood of '48," Northwest Vintage Radio Society, 2020, http://www.sbe124.org/wp-content/uploads/2021/04/Voices-of-Vanport.pdf; Dulin and Walker, *Vanport Wetlands*, 2-3.
[836] "East Vanport Eyes as Park," *Oregonian* (Portland, OR), December 2, 1949, Section 3, Page 5.
[837] "East Vanport Eyes as Park," *Oregonian* (Portland, OR), December 2, 1949, Section 3, Page 5.
[838] "City Acquires East Vanport," *Oregonian* (Portland, OR), June 24, 1950, Section 2, Page 4.
[839] "No Strain On This Annexation," *Oregon Journal* (Portland, OR), November 6, 1960, Section 3, Page 7; "Portland Voters OK Dock, Sewer Measure," *Oregon Journal* (Portland, OR), November 9, 1960, 16.
[840] Ordinance 113217, City of Portland, March 1, 1961.
[841] Keith Hansen, "Grand Scale Portland Memorial Center Considered by PI, Veterans, City Council" *Oregonian* (Portland, OR), September 21, 1951, 55; "Private Group Asks to Build ER Center," *Medford Mail Tribune (*OR), February 21, 1958, 11.
[842] Harold E. Hughes, "Voters' Choice: Delta Dome to Offer Unique Opportunity for Portland," *Oregonian* (Portland, OR), May 8, 1964, 23; Gerry Pratt, "Delta Dome Booster Views County Voting," *Oregonian* (Portland, OR), May 19, 1964, 5.
[843] "Delta Dome Model Highlight of P-I Luncheon Meeting," *Oregonian* (Portland, OR), October 9, 1964, 27.

were defeated.[844] Some of the Delta Dome's supporters continued to advocate for its construction but subsequent plans lacked the necessary backing and the project was effectively dead by the late 1960s.[845]

The wandering grid of streets left after the 1948 Vanport Flood was salvaged and modified by 1961 to form a two-mile racing track called West Delta Park, which was owned by the City of Portland and operated by the Bureau of Parks and Recreation.[846] The track was expanded later in the decade and is now known as the Portland International Raceway.[847]

Delta Park was impacted by mid-century highway planning and the Minnesota Freeway, first proposed by Robert Moses, which geographically separated the park from the race track.[848] The freeway re-routed north-south traffic from Interstate and Union avenues to an expanded and re-aligned Denver Avenue. As seen in historic aerial imagery, the freeway's expansion further divided the east and west sections of the former Vanport site; a new bridge across the Columbia Slough created an additional fragment in the southern reaches of the East Vanport site, south of the contemporary location of Delta Park. The freeway right-of-way was secured in 1962, and after grading and paving, the new route opened to motor vehicle traffic in late 1964.[849]

The city planted an allée of trees along North Denver Avenue and OR 99E (today's Martin Luther King Jr. Boulevard) in the 1960s, and by 1970, had constructed three baseball diamonds in the open space of East Delta Park.[850] While the areas surrounding East Delta Park experienced substantial development over the latter decades of the twentieth century, the park was largely unchanged until 1998 when the City of Portland re-designed the park's fields into the Owens Sports Complex. Named after William "Bill" V. Owens (1928-2022), a retired Portland Parks Superintendent who had developed the city's softball program, the Complex was outfitted with nine softball fields, two baseball fields, a batting cage, sand volleyball courts, a parking lot, as well as a picnic area and gazebo.[851] Ball Field #7 is the sole remnant of the

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[844] "Once-Beaten Proposal Back on County Ballot," *Oregonian* (Portland, OR), October 25, 1964, F1.
[845] "A New Fair Site?" *Capital Journal* (Salem, OR), August 5, 1967, 4.
[846] Bishop, "Plans Set."
[847] Jerry Bishop, "Small vs. Big Automobile Safety Issue Not Settled," *Longview Daily News* (WA), January 19, 1967, 7.
[848] Kramer, *The Interstate Highway System in Oregon*, 27.
[849] "Highway Commission Approves Funds for McKenzie Route," *Oregonian* (Portland, OR), April 26, 1963, 24; "State Opens Bids On Two Freeway Jobs," *Oregonian* (Portland, OR), January 30, 1964, 14; "State Okays Road Section," *Oregonian* (Portland, OR), March 13, 1964, 16; "Minnesota Freeway to Open Next Week, Commission Says," *Oregonian* (Portland, OR), November 25, 1964, 7.
[850] NetrOnline Historic Aerial Photograph: 45.60076: -122.67892, *HistoricAerials.com* accessed December 19, 2022. https://www.historicaerials.com/viewer
[851] Office of the City Auditor, *Parks Bureau Softball: Operating agreement for the softball program should be revised as it nears self-sufficiency,* Portland, OR: Office of the City Auditor, August 30, 2005, 3. https://www.portlandoregon.gov/auditservices/article/90528; "Delta Park - Owens Sports Complex," *City of Portland- Parks and Recreation*, accessed December 16, 2022. https://www.portland.gov/parks/delta-park-owens-sports-complex.

1970s field arrangement. The trees which line Denver Avenue and 99E allée, as well as the general alignment of North Denver Avenue and the vegetated wetland west of that road are the last vestiges of mid-century development in East Delta Park.[852]

Portland Meadows

The idea to construct a horse racetrack in north Portland was first proposed in 1941. The plan was shelved for the duration of World War II, as all production and construction was diverted to the war effort but gathered steam again shortly after V-J Day. In November 1945, William P. Kyne received permission from the Portland Racing Commission to proceed with the construction of the racetrack.[853]

The Kaiser Company was originally announced as the contractor for the job, but withdrew in March 1946, citing other commitments, and work was taken over by the George H. Buckler Company.[854] Portland Meadows opened in September 1946 and remained in operation until 2019.[855]

Hayden Meadows

In November 1979, a joint-venture agreement was signed between Portland Meadows and Hayden Island, Inc., to develop 100 acres north of Portland Meadows. The land was owned by Portland Meadows, and Hayden Island, Inc., took charge of the development and its management. It was estimated at the time that the project would take two years.[856] The area's first tenant was Elmer's Pancakes and Steak House which opened in July 1981.[857]

Expo Center

Pacific International

In 1910, the Portland Union Stockyards put on a livestock contest. By the next year, the event had grown into the Northwest Livestock and Feeder Show, modeled on a similar exposition held in Fort Worth, Texas. Shows continued, held annually in the stockyards and later, in tents

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[852] NetrOnline Historic Aerial Photograph: 45.60076: -122.67892, *HistoricAerials.com* accessed December 19, 2022. https://www.historicaerials.com/viewer
[853] Marlow Bragan, "Board Gives 'Green Light' to Kyne's Plans," *Oregon Journal* (Portland, OR), November 5, 1945, 11.
[854] "Kaiser Drops Meadows Race Contract," *Oregon Journal* (Portland, OR), March 15, 1946, 13; "Buckler to Erect Race Grandstand," *Oregon Journal* (Portland, OR), March 16, 1946, 9
[855] "Portland Meadows Opening Sept. 14," *Oregon Journal* (Portland, OR), August 18, 1946, 4C; Jackson Main, "Portland Meadows Closing for Good," *PDX Monthly* (website), posted March 28, 2019, https://www.pdxmonthly.com/news-and-city-life/2019/03/portland-meadows-is-closing-for-good.
[856] Don Bundy, "Agreement OK'd to develop area near race track," *Oregonian* (Portland, OR), November 3, 1979, 3.
[857] Ken Hamburg, "Development Grows at Own Pace," *Oregonian* (Portland, OR), June 5, 1988, D8.

adjoining the yard.[858] Early iterations were called the “Pacific International Dairy Show”; the name was changed to “Pacific International Livestock Show” for the 1913 event to reflect the new inclusion of pigs, sheep, and horses.[859] In July 1918, the Pacific International Livestock Exposition (P.I.) was incorporated by C.C. Colt, H.L. Corbett, J.D. Farrell, Edward Boyce, and Phil Metschan, Jr.[860]

Original Building, Fire, and Rebuilding (1919–1924)

It soon became clear that a more permanent structure was needed for the growing annual event. After several years of planning and negotiations, work began on a new complex in early June 1919.[861] The design was completed by Lewis I. Thompson, and constructed[862] by A. Guthrie and Company under the supervision of George A. Buckler.[863] The site was first filled with sand and gravel dredged from the North Portland harbor. Work progressed rapidly with a completion date set for November in time for the annual P.I. Exposition which was described in *The Oregon Journal* as “the largest and most important stock show ever held west of Chicago.”[864]

The P.I. Building was completed for a cost of $300,000, and was composed of brick, stone, and heavy timber, most of which were primarily sourced from Oregon. [865] This is consistent with Thompson’s other work; he was vocal about his preference for Oregon fir over steel for its structural purposes.[866] A piece on the opening of the complex in the *Oregon Journal* noted “The central feature is a big stadium with an imposing entrance and a great glass dome. This stadium is of red brick with ivory-toned trimmings of stone, and this color scheme of red and ivory is carried out throughout the structure.”[867]

On the afternoon of July 23, 1924, a fire that began at the nearby shingle mill spread to the P.I. Building.[868] The fire was described in *The Oregonian*:

> The fire was one of the most spectacular in Portland in some time. From every part of the city the huge column of black smoke was visible. Flames leaped hundreds

[858] Joe Bianco, “P.I. Building, Aged, But Undaunted, to Embark on New Career,” *Oregonian* (Portland, OR), May 3, 1959, 38.
[859] “Pupils Attend Dairy Exhibition,” *Oregon Journal* (Portland, OR), November 23, 1912, 3.
[860] “Articles of Incorporation,” *Oregon Journal* (Portland, OR), July 3, 1918, 18.
[861] “Livestock Exposition Opening Monday May be Greatest in the Country,” *Oregon Journal* (Portland, OR), November 16, 1919, Section 3, Page 1.
[862] “Stockyards Aid Farmers,” *Oregonian* (Portland, OR), January 1, 1917, 11.
[863] “Livestock Exposition Opening,” *Oregon Journal*, Section 3, Page 1.
[864] “Livestock Exposition Opening,” *Oregon Journal*, Section 3, Page 1
[865] “Western Capital of Stockdoms Is In North Portland,” *Oregon Journal* (Portland, OR), July 20, 1919, 13; “Livestock Exposition Opening,” *Oregon Journal*, Section 3, Page 1.
[866] “Beautiful New Stadium at State Fair Grounds,” *Oregonian* (Portland, OR), October 13, 1918, 17.
[867] “Livestock Exposition Opening,” *Oregon Journal*, Section 3, Page 1.
[868] Bianco, “P.I. Building,” 38.

> of feet in the air. The attention of motorists on the highway was so drawn to the spectacle that traffic was almost blocked.[869]

Plans were immediately made to begin reconstruction of the buildings, in hope that they would be completed in time for the exposition that fall. On August 1, the board of directors of the Portland Chamber of Commerce gave unanimous approval for the reconstruction of the building, and on August 8, the contract was signed with Grant Smith and Company.[870] By August 17, two new pavilions had been completed and work was underway at a rapid pace, with 300 carpenters working to get the new buildings completed.[871]

The completion of the P.I. Building was celebrated with a ceremony on October 29.[872] The livestock exhibition was held on schedule that year from November 1 through 8, 1924, in the completed structure.

Assembly Center and Army Control (1942–1946)

The February 1942 passage of Executive Order 9066 authorized the forcible removal of all persons deemed a national security threat from the west coast. This resulted in the widespread forced removal and incarceration of non-nationalized, nationalized, and US-born Japanese Americans (both first-generation Issei and second-generation Nisei). Two military areas were established by the Army. Military Zone No. 1 comprised Oregon and Washington east of the Cascade Mountain Range, the western portion of California, and the southern section of Arizona. Military Area No. 2 consisted of the remainder of California, Oregon, and Washington. Temporary assembly centers were established within Area No. 1, where people awaited transfer to more permanent camps in Area No. 2.[873]

In Portland, Japanese residents of Multnomah County were forced to assemble at the P.I. building.[874] In April 1942, as the facilities were being prepared, the *Oregon Journal* noted "The 11-acre exposition building now has a military aspect, being completely surrounded by a wire fence. Only the outer walls remain familiar."[875]

The Portland Assembly Center operated from May 2 to September 10, 1942. Living quarters were hastily constructed out of plywood in what had until that point been animal pens. People

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[869] "$500,000 Fire Hits Livestock Show," *Oregonian* (Portland, OR), July 24, 1924, 4.
[870] "Stock Exposition Rebuilds Rapidly," *Oregonian* (Portland, OR), August 17, 1924, Section 2, Page 2; "Pavilion to be Ready for Show," *Oregon Journal* (Portland, OR), October 12, 1924, 16.
[871] "Stock Exposition Rebuilds," *Oregonian*, Section 2, Page 2.
[872] "Will Observe Completion of Show Pavilion," *Oregon Journal* (Portland, OR), October 12, 1924, 16.
[873] Zuigaku Kodachi, Jan Heikkala, and Janet Cormack, "Portland Assembly Center: Diary of Saku Tomita," *Oregon Historical Quarterly* 81, no. 2, (1980): 150.
[874] Oregon Journal Collection, "Japanese Evacuees, Portland Assembly Center," The Oregon History Project (website), updated 2021, https://www.oregonhistoryproject.org/articles/historical-records/japanese-evacuees-portland-assembly-center/#.YuCz87bMI2w.
[875] "Jap Exodus Center Set," *Oregon Journal* (Portland, OR), April 14, 1942, 1

who were held at the Portland Assembly Center recalled the extreme heat, smells left from the livestock, and fly infestations.[876] In June 1942, the center's population peaked at 3,676 Japanese American residents.[877]

The majority of those who passed through the Portland Assembly Center were sent to Minidoka Relocation Center in Idaho, Tule Lake Relocation Center in Northern California, or Heart Mountain Relocation Center in Wyoming.[878]

The facilities remained in use by the U.S. Army for the duration of World War II, used for various purposes including housing lend-lease materials and as an airplane assembly plant.[879] On July 14, 1946, the U.S. Army Engineers returned management of the building to Pacific International. Eight temporary barracks that had been constructed were taken down, and the lumber was salvaged for repairs to other buildings within the complex.[880]

Postwar Period (1946–1957)

The P.I. Building sustained moderate damage during the Vanport Flood of 1948. The facilities were empty when the flood occurred.[881]

Repairs were made swiftly. By July of 1948, several repairs had been made; concrete floors were laid in the restaurant and dormitories, doors ruined by the flood had been replaced, and a new electrical system had been installed.[882] T.B. Wilcox, the president of the Pacific International Livestock exposition, stated "[t]he flood dealt a staggering blow to the exposition because it was unexpected, unbudgeted, and uninsured. To remedy this we have decided to present October 1 to 9 the most ambitious show ever attempted in the thirty-eight years of Pacific International History."[883]

A boxing match between Harry Matthews (1922–2003) and Rex Lane (ca. 1928–2000) was held in the P.I. Building in May 1952, and a crowd of 11,000 gathered at the venue, inciting new fire safety concerns and an inspection by the state fire marshal. The result was an agreement by the building's board to make improvements to the facilities.[884] To secure funds for the repairs, a lease agreement was reached with the Tumpane Company, which used the facilities as storage

[876] Brian Niiya, "Portland (Detention Facility)," Densho Encyclopedia (website), last revised August 13, 2021, https://encyclopedia.densho.org/Portland%20(detention%20facility).
[877] Niiya, "Portland (Detention Facility)."
[878] Oregon Journal Collection, "Japanese Evacuees."
[879] "Exposition Plant Returned by Army; Wrecking Begins," *Oregonian* (Portland, OR), July 14, 1946, 10.
[880] "Exposition Plat Returned," *Oregonian*, 10.
[881] Bianco, "P.I. Building," 38.
[882] "Livestock Exposition Buildings Repaired," *Oregon Journal* (Portland, OR), August 8, 1948, 3.
[883] "Pavilion Gets Okey of City," *Oregonian* (Portland, OR), August 8, 1948, 3.
[884] "Fire Protection for PI Pavilion to be Improved," *Oregon Journal* (Portland, OR), May 24, 1952, 2.

for air force ground vehicles.[885] The annual P.I. shows held in 1954–1956 were limited in their use of the buildings as many necessary repairs had not been made to condemned sections.[886]

Centennial and Preparation (1957–1959)

Oregon Centennial Exposition was an event planned for the summer of 1959 to kick off a yearlong celebration of the state's centennial. In March 1957, the P. I. Building was selected by the Centennial Commission and approved by the state legislature as the site for the exposition.[887] The property was considered the best option due to its size and ability to accommodate the planned exposition, but the structures were at that point badly in need of repair. The Commission, led by Anthony Brandenthaler (1895–1979), reached an arrangement with Pacific International in which they would be given use of the facilities for the coming two years, during which they would make the necessary repairs to get the facilities ready for the exposition instead of paying rent.[888]

In April 1958, Donald J. Stewart (1895–1996) and K.E. Richardson (ca. 1910–2003), of the firm Stewart and Richardson, were selected to design the layout of the "Frontier of the Future" Centennial Exposition.[889] Work on the site began in the summer of 1958.[890] Stewart and Richardson commissioned three abstract murals to decorate the exterior of the main building, which became referred to as the "Centennial Building."[891]

The Oregon Centennial Exposition was held from June 10 to September 17, 1959.[892] Initial projections had predicted attendance would be 5 to 8 million, so the actual attendance of 1.3 million came as a disappointment.[893] Following the exhibition, all pavilions and other impermanent features were transferred to state agencies and sold to the public through "sealed bid."[894] Among the relics of the exposition still publicly accessible is the 30-foot-tall Paul Bunyan statue, which was moved to Portland's Kenton neighborhood.[895]

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[885] Bianco, "P.I. Building," 38.
[886] Bianco, "P.I. Building," 38.
[887] Walt Penk, "P-I Said Likely Site for 1959 Centennial," *Oregon Journal* (Portland, OR), February 28, 1957, 1.
[888] Bianco, "P.I. Building," 38.
[889] "Centennial Fete Architects have Long List of Buildings," *Oregon Journal* (Portland, OR), April 10, 1958, 6; Chrissy Curran, "The Architectural Legacy of the 1959 Centennial Exposition," *Oregon Historical Quarterly*, vol. 110 (2009): 262.
[890] "Fair Site's Link Begun," *Oregon Journal* (Portland, OR), August 24, 1958, 10.
[891] Curran, "The Architectural Legacy," 271.
[892] David Kludas, "Centennial Exposition of 1959," Oregon Encyclopedia, updated March 23, 2022, https://www.oregonencyclopedia.org/articles/centennial_exposition_of_1959/#.YuCv77bMI2w.
[893] Curran, "The Architectural Legacy," 277.
[894] Curran, The Architectural Legacy," 277.
[895] Kludas, "Centennial Exposition."

County Control (1965–Present)

On July 1, 1965, Multnomah County, Oregon, became the site's permanent owner.[896] Work began immediately on a $200,000 renovation that included the installation of a sprinkler system and firewall.[897] The livestock exhibition occurred on schedule in October; Pacific International leased the building. The complex came to be known as the "Multnomah County Expo Center" around this time.

In March 1979, two of the property's five barns, the horse and hog, were deemed beyond repair and demolished.[898] The future of the remaining three barns, also in disrepair, was a contentious issue for the rest of the year. The county, referring to a study conducted in January of that year, believed that the buildings were unstable due to leaky roofs, dry rot, and structural problems. Pacific International officials, including the company's president Les Buell and general manager Clark Schenkenberger, believed that the buildings should be repaired, and felt that since assuming control of the buildings in 1965 the county had failed to do its part in maintaining them.[899]

A 60,000-square-foot steel addition known as "Hall D" was built in 1982 (Figures 48 and 49).[900] In April 1999 the Metro Council approved a plan to replace the building with a new $15.8 million exhibit hall, funded entirely by the Expo Center's revenue.[901] Hall D was removed after the summer of 1999 and rebuilt by the summer of 2001 (Figures 49 and 50).

Work on a 135,000-square-foot addition known as "Hall E" began in June 1996 and was completed in March 1997. The structure was built with a system of five trusses which allowed for a 108,000-square-foot space free of columns and other vertical support .[902] The addition was constructed to accommodate the Smithsonian Institution's "America's Smithsonian" exhibit, a touring show

[896] "Opening of P-I Livestock Exposition to Start New Page in Long History," *Oregonian* (Portland, OR), October 3, 1965, 28.
[897] Watford Reed, "$200,000 Gives 'New Look' to Aged P-I Building," *Oregon Journal* (Portland, OR), September 27, 1965, 4.
[898] Stan Federman, "Future Hinges on Stadium Vote," *Oregonian* (Portland, OR), November 6, 1966, 1.
[899] Katie Durbin, "Preservation of barns at Expo Center sought," *Oregonian* Portland, OR), November 29, 1979, 22; Katie Durbin, "P-I barns receive reprieve," *Oregonian* (Portland, OR), November 30, 1979, D10.
[900] Metropolitan Exposition-Recreation Commission, *Expo Center Expansion: Construction Cost Management* (Portland, OR: Multnomah County Library, 1998), 4
[901] Richard Gregory Nokes, "Metro Oks Exhibit Hall at Expo Center," *Oregonian* (Portland, OR), April 2, 1999, C08.
[902] Metropolitan Exposition-Recreation Commission, *Expo Center Expansion*, 6.

Figure 48. 1999 Aerial image

Figure 49. 2000 Aerial image.

Figure 50. 2001 Aerial image.

Figures 48, 49, and 50. Aerial Images of the complex document the removal and replacement of Hall D (City of Portland).

commemorating the institution's 150th anniversary.[903] The "America's Smithsonian" show was held as planned, running for approximately one month that spring.[904] While the Expo Center remains an active component of the city and county's public facilities, more recent efforts have been made to begin documenting and memorializing the site's multilayered history and the lives that have passed through it.

[903] Metropolitan Exposition-Recreation Commission, *Expo Center Expansion*, 5.
[904] Metropolitan Exposition-Recreation Commission, *Expo Center Expansion*, 6.

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Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Clark County, Washington

Prepared by
Adam Alsobrook, B.S
Alicia Valentino, Ph.D., R.P.A.
Breanne Taylor, M.A., R.P.A.
Emily Steele, B.A.
Estelle Weiss-Tisman, B.A.
Langston Guettinger, B.A.
Penelope Cottrell-Crawford, M.L.A.

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WSP

WILLAMETTE
CULTURAL RESOURCES ASSOCIATES, LTD.

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Executive Summary

The Interstate Bridge Replacement Program (IBR) is a jointly funded program (the Program) of the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT). The Program was created to replace the current Interstate Bridge with a new, earthquake-resilient structure (Project) that will cross the Columbia River and connect the city of Portland, Multnomah County, Oregon, with the city of Vancouver, Clark County, Washington. Preliminary Project designs include the replacement of the Interstate Bridge, as well as alterations to the highway approaches, associated interchanges, and affected local roadways.

In support of this effort, Willamette Cultural Resources Associates, Ltd. (WillametteCRA) prepared the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report* (Baseline Survey) to document the results of a baseline architectural survey. This survey covered only resources relating to the historic built environment; archaeological resources are discussed in a separate document. This survey and resultant document—divided into separate Oregon and Washington reports—are part of a multistep process to satisfy the requirements of Section 106 of the National Historic Preservation Act (NHPA), as amended, and its implementing regulations, 36 CFR 800, as well as Section 4(f) of the U.S. Department of Transportation (USDOT) Act, as amended, of 1966. Because the proposed Project will be funded, in part, by the Federal Highway Administration (FHWA) and Federal Transportation Administration (FTA), the Project is a federal undertaking and is subject to compliance with Section 106 (36 CFR § 800.3).

As directed by Section 106, WillametteCRA identified historic-age resources within the Area of Potential Effects (APE) and evaluated their potential National Register of Historic Places (NRHP) eligibility according to the National Register Criteria (36 CFR § 800.4) (Figures 1 and 2). This effort was informed by existing documentation created in accordance with Section 106 under the auspices of the 2005-2014 Columbia River Crossing project (CRC), an earlier project also aimed at replacing the Interstate Bridge. Although documentation from this earlier effort was referenced to provide continuity between the undertakings of CRC and IBR, owing to their age (over ten years old), no portion of CRC's documentation or evaluations were reused in the Baseline Survey.

In all, the Baseline Survey identified 299 individual historic-age resources (49 in Oregon and 250 in Washington) for possible further study based upon a construction year of 1982 or earlier. This date was chosen in consultation with the Oregon State Historic Preservation Office (SHPO) and Washington State Department of Archaeology and Historic Preservation (DAHP) to account for resources that would be historic age (fifty years or older) by the time of the anticipated completion of the new Interstate Bridge in 2032. Of these resources, fourteen in Oregon and thirty-five in Washington were found to be potentially eligible for inclusion in the NRHP. Based

upon the information provided throughout this document and its Oregon equivalent, these recommendations have been preliminarily approved by agency reviewers with IBR, ODOT, WSDOT, FTA, and FHWA and will be further reviewed by Section 106 Consulting Parties, including the Oregon SHPO, the Washington State DAHP, and consulting tribes.

Once these reviews are completed and consultation on preliminary eligibility recommendations is complete, determinations of eligibility (DOEs) will be completed for resources that may be affected by Project construction (36 CFR § 800.5). Pursuant to the Section 106 process, potential adverse effects will be subsequently assessed and will be resolved through a programmatic agreement (PA) to avoid and/or minimize these effects (36 CFR § 800.6).

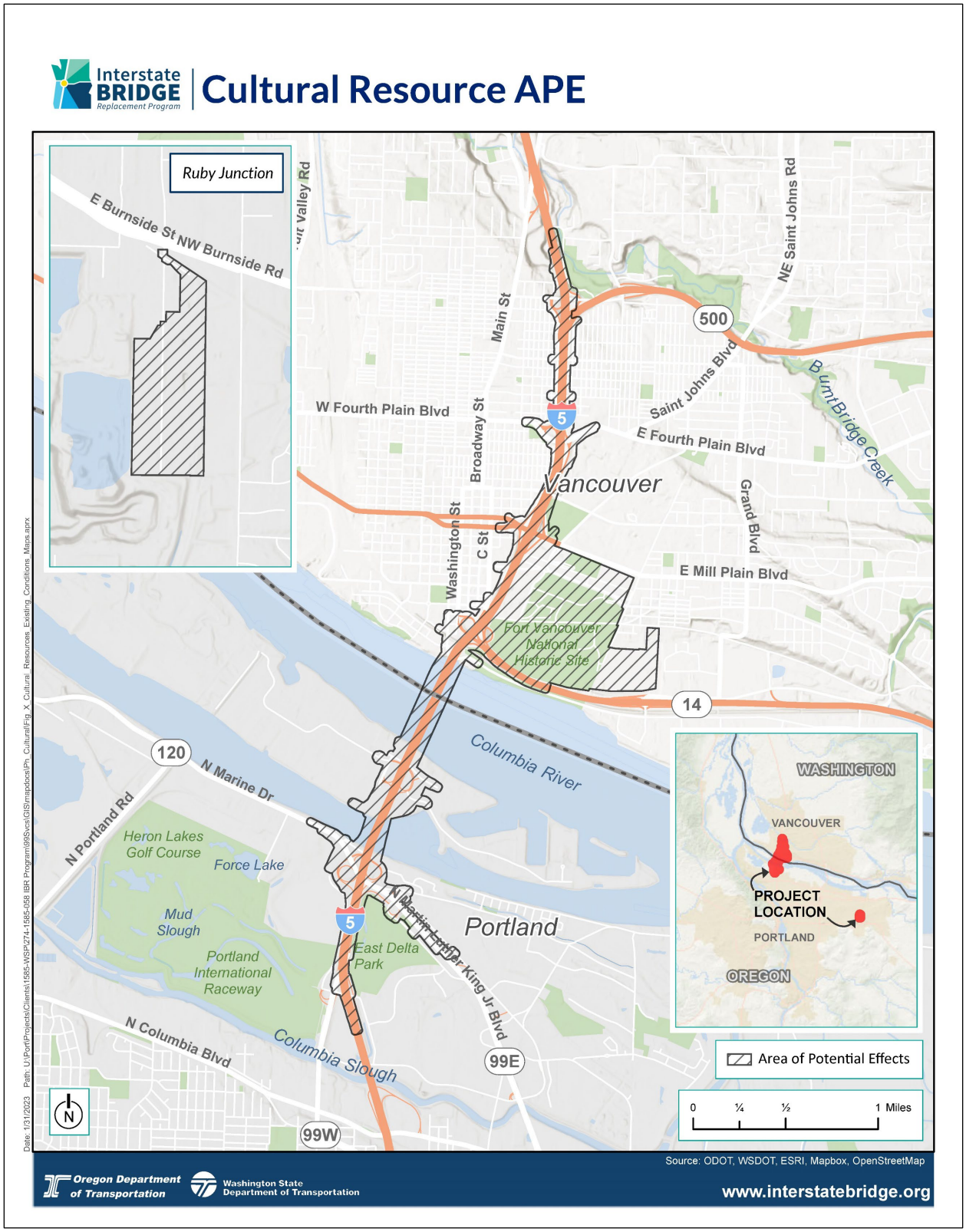

Figure 1. Map showing IBR APE.

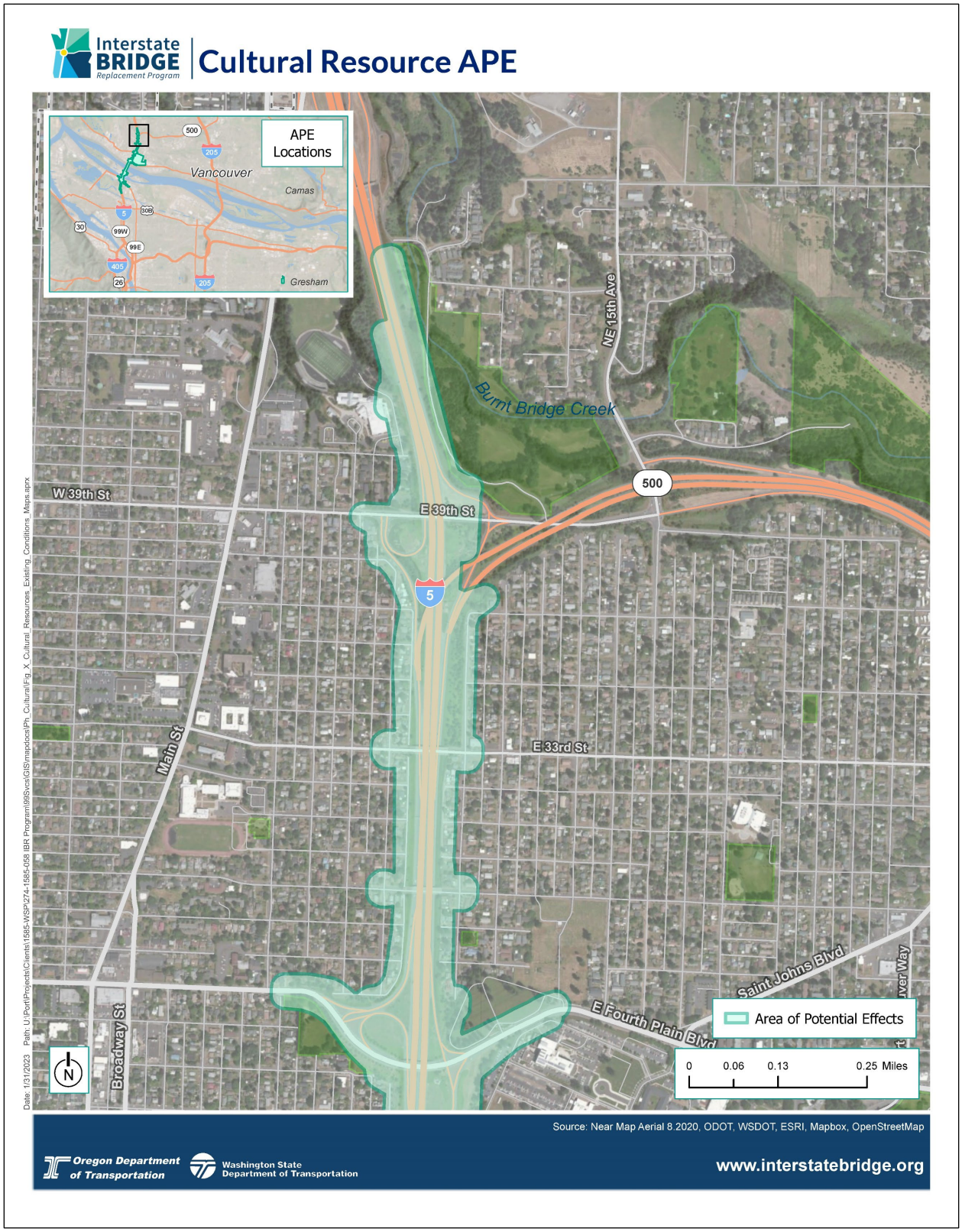

Figure 2. Aerial map showing north end of Washington portion of IBR APE.

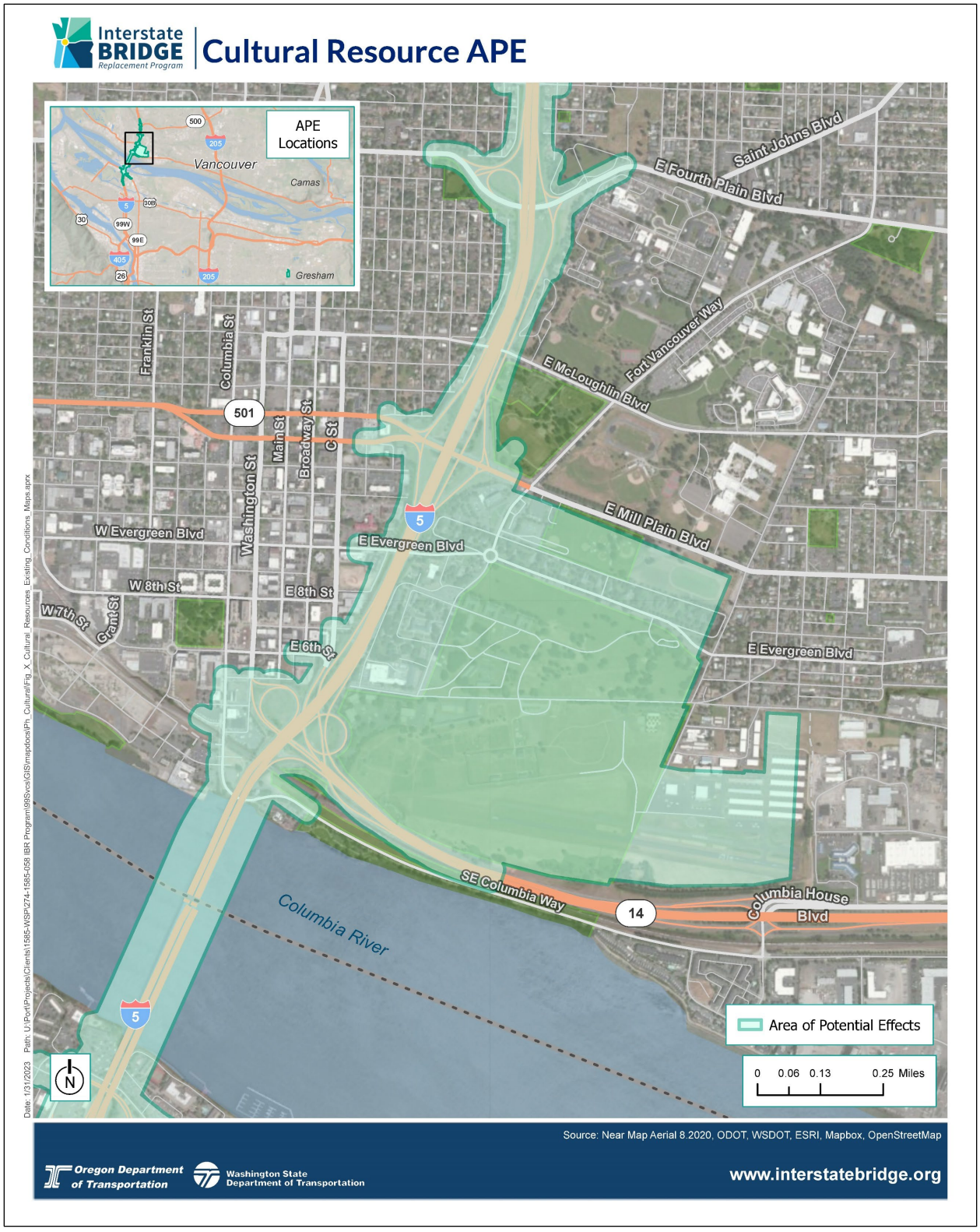

Figure 3. Aerial map showing south end of Washington portion of IBR APE.

Figure 4. Map key showing maps of surveyed resources in Washington portion of IBR APE. Note that the boundaries of eligible resources, as ultimately determined, may not correspond exactly with the preliminary boundaries shown here.

Figure 5. Map #1 showing surveyed resources in Washington portion of IBR APE. Note that the boundaries of eligible resources, as ultimately determined, may not correspond exactly with the preliminary boundaries shown here.

Figure 6. Map #2 showing surveyed resources in Washington portion of IBR APE. Note that the boundaries of eligible resources, as ultimately determined, may not correspond exactly with the preliminary boundaries shown here.

Figure 7. Map #3 showing surveyed resources in Washington portion of IBR APE. Note that the boundaries of eligible resources, as ultimately determined, may not correspond exactly with the preliminary boundaries shown here.

Figure 8. Map #4 showing surveyed resources in Washington portion of IBR APE. Note that the boundaries of eligible resources, as ultimately determined, may not correspond exactly with the preliminary boundaries shown here.

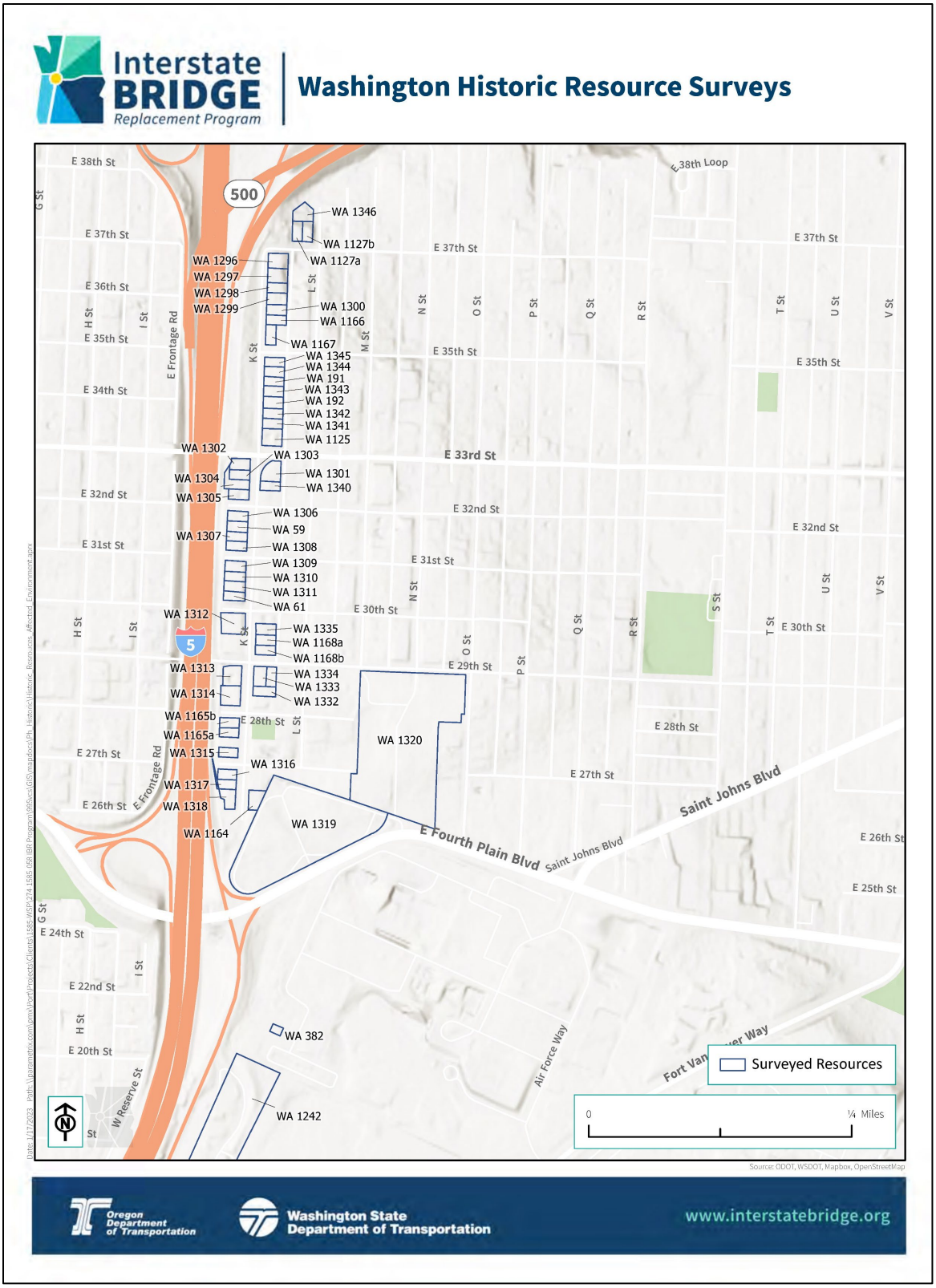

Figure 9. Map #5 showing surveyed resources in Washington portion of IBR APE. Note that the boundaries of eligible resources, as ultimately determined, may not correspond exactly with the preliminary boundaries shown here.

Introduction

Program Location

The IBR Program proposes to replace the Interstate Bridge, which connects the cities of Portland, Multnomah County, Oregon, and Vancouver, Clark County, Washington. The bridge is a vital component of Interstate 5 (I-5) and carries north- and southbound vehicular and pedestrian traffic across the half mile width of the Columbia River. Current designs for the Project include the replacement of the original bridge span, as well as alterations to the north and south approaches to the bridge, alterations to affected highway interchanges, and alterations to local roadways impacted by the Project's construction. The Project also includes a high-capacity transit component which is expected to be either an extension of the TriMet Metropolitan Area Express (MAX) light rail system or the creation of a bus rapid transit line. In the event that the light rail system is chosen, the project will include alterations to the trackage of the existing Ruby Junction rail maintenance facility in Gresham, Multnomah County, Oregon.

Program Purpose

The overarching purpose of the IBR Program is to make improvements along this critical section of the I-5 corridor. Existing problems identified by the Project include:

- Growing travel demand and congestion;
- Impaired freight movement;
- Limited public transportation operation, connectivity, and reliability;
- Safety and vulnerability to incidents;
- Substandard bicycle and pedestrian facilities;
- Seismic vulnerability.[1]

The Program aims to address these problems through a combination of study and design ultimately improving connections and safety for users across the region.

Regulatory Framework

This document surveyed and assessed historic-age resources considered to be part of the historic built environment. The following is a list of federal laws that guided or informed this assessment:

[1] CRC, *Interstate 5 Columbia River Crossing Project, Record of Decision*, December 2011, http://data.wsdot.wa.gov/accountability/ssb5806/Repository/7_Project%20Delivery/CRC%20First%20Phase/CRC_ROD.pdf. Note that IBR's purpose and need remains in draft form but is expected to be unchanged from CRC except for alteration to the project's name. Until the IBR purpose and need are formally published, the existing language from CRC remains the most official source.

- National Environmental Policy Act (NEPA) of 1969, 42 USC §§ 4321 et seq.;
- Section 106 of the National Historic Preservation Act (NHPA) of 1966, 16 USC §§ 470 et seq., as amended;
- US Department of Transportation Act of 1966, 49 USC §§ 101 et seq., Section 4(f), as amended.

Methodology

Area of Potential Effects

Pursuant to Section 106, the Program's current designs prepared as part of the Locally Preferred Alternative (LPA) have informed the development of the APE which is defined, in part, as "the geographic area or areas within which an undertaking may directly or indirectly cause alterations to the character or use of historic properties" (36 CFR § 800.16). The APE is defined by a 100-foot boundary around the existing LPA design and also includes the area within the tax lots occupied by the Ruby Junction MAX facility and the Fort Vancouver National Historic Reserve which includes the Fort Vancouver National Historic Site, as well as the full extent of Pearson Field Airport (see Figures 1 and 2).

The APE encompasses 845 acres of which 35 are accounted for by the Ruby Junction MAX facility. The APE occupies land within Sections 14, 15, 22, 23, 26, 27, 33, 34 and 35 of Township 2 North, Range 1 East; Sections 3 and 4 of Township 1 North, Range 1 East; as well as Section 5 of Township 1 South, Range 3 all East of the Willamette Meridian. Only historic-age resources within the APE were identified and evaluated as part of the undertaking.

The Baseline Survey

The Baseline Survey was compiled in accordance with a standard process and report formatting developed and employed by ODOT cultural resources staff and widely used in coordination with the Oregon SHPO. As the ODOT *Historic Resources Procedural Manual* explains:

> The baseline report preparation is initiated with a review of previously documented historic properties within the Area of Potential Effect[s] (APE)… The literature review is followed by a field reconnaissance survey to identify previously documented and undocumented historic resources in the project APE.
>
> Following the literature review and reconnaissance survey, a Baseline Report is prepared according to the approved ODOT format. This report typically includes a project description, a brief discussion on the results of the literature review and field survey, photographs and location maps for all historic resources identified during field survey, and a preliminary finding of National Register eligibility for each

> resource. Information for each resource identified is presented in tabular form, with a single map showing the location for all resources...[2]

Given the broad range of significant historical and cultural events that have occurred within the APE, and to make future resource evaluations more efficient, the team focused early efforts on establishing a thorough understanding of the contextual history of the APE. As such, the length of the contextual analysis herein is more detailed than the local Oregon industry-standard for a Historic Built Environment Resources Baseline Report. Upcoming intensive-level survey and resulting Determination of Eligibility documents will rely upon the context within this Baseline Report to partially inform and support recommendations for NRHP eligibility.

Windshield Survey

As part of the literature review for the Baseline Survey, WillametteCRA was asked to perform an in-depth "gaps analysis" to assess both the status of remaining CRC documentation relating to historic resources, as well as the condition and extent of the resources previously evaluated by the program. This effort resulted in the *Interstate Bridge Replacement Program Windshield Survey Report* (Windshield Survey) (WillametteCRA Report Nos. 20-96-1 and 20-96-2) which was submitted to IBR on June 21, 2022.

The Windshield Survey provided IBR and WillametteCRA with an introductory look at the Program area's historic resources and previous documentation efforts therein. For the purposes of continuity with larger Program practices, existing CRC survey numbers were reused within the Baseline Survey where possible. All other CRC data, however, was used strictly for informational purposes and all historic resources evaluated for the Baseline Survey were re-visited and re-evaluated as part of the current undertaking.

Resource Identification

The identification of historic resources took place within the majority of the APE pursuant to Section 106 (36 CFR § 800.4). Ruby Junction was excluded from this process as the Advisory Council on Historic Preservation (ACHP) issued a Program Comment on June 28, 2019 relieving federal agencies from Section 106 requirements for certain types of activities related to rail-related properties. The comment states that "[u]ndertakings to maintain, improve, or upgrade rail properties located in rail ROW [rights-of-way] that are limited to the activities specified in Appendix A are exempt from the requirements of Section 106 because their effects on historic rail properties are foreseeable and likely to be minimal or not adverse."[3] Because it entails "minor new construction and installation of railroad or rail transit infrastructure" that is

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[2] ODOT, *Historic Resources Procedural Manual* (Salem, OR: ODOT, 2016), 4.
[3] ACHP, "Notice of Amendment to the Program Comment to Exempt Consideration of Effects to Rail Properties Within Rail Rights-of-Way," *Federal Register* 84, no. 125 (28 June, 2019): 31075-31082, https://www.achp.gov/digital-library-section-106-landing/program-comment-exempt-consideration-effects-rail-properties.

"compatible with the scale, size, and type of existing rail infrastructure," the railyard is exempt from review for this portion of the APE and as such, no additional Section 106 documentation was prepared.[4]

Previously documented resources, as well as eligible and designated properties, were found using existing state databases including the SHPO's Oregon Historic Sites Database (OHSD) and DAHP's Washington Information System for Architectural and Archaeological Records Data (WISAARD). Federal sources were also consulted including the National Archives and Records Administration's (NARA) searchable NRHP database and a geospatial NRHP database maintained by the National Park Service (NPS).

Undocumented resources were identified principally using tax assessor data which was compiled from county datasets to create lists of historic age resources. Although historic age resources are generally considered to be 50 years of age or older, for the purposes of this undertaking, resources were assessed that would be historic age at the time of Program's anticipated completion date in 2032. Because of this, resources constructed in or before 1982 were identified as potential historic properties requiring subsequent evaluation. Where a property tax lot was partially within the APE, all historic age resources within the boundary of the tax lot were identified for evaluation. All tax assessor data was verified in the course of fieldwork and, in limited instances, corrected through additional background research.

The APE was analyzed for undocumented historic-age resources that may not have been captured by existing tax lot data, as well as resources that are not historic-age but may still possess exceptional historic significance (Criterion Consideration G). Where the APE included lands managed by the NPS (the Fort Vancouver National Historic Site), resource identification was mostly limited to the existing resources identified under CRC. All historic resources identified by this search were compiled into separate datasets for Oregon and Washington for subsequent survey and evaluation.

Survey Fieldwork

Over the course of several field sessions conducted between June 2022 and December 2022, WillametteCRA Architectural Historians visited and documented all identified resources within the APE (Figure 3). Fieldwork was conducted according to DAHP and SHPO standards and, where appropriate, guided by the NPS National Register Bulletin *Guidelines for Local Surveys: A Basis for Preservation Planning*.[5] All resources were documented with high-resolution digital photographs and electronically inventoried for IBR records. All work in the field was directly

[4] ACHP, "Notice of Amendment to the Program Comment," 31076. See Section III, Part A, as well as Appendix A, Section II, Part C, 17.
[5] Anne Derry et al., *Guidelines for Local Surveys: A Basis for Preservation Planning*, rev. ed., National Register Bulletin (Washington, DC: NPS, 1985)

supervised by personnel meeting the Secretary of the Interior's (SOI) professional qualifications standards for Architectural History and actively registered under ODOT's Qualified Cultural Resources Consultants (Historic) program.

Evaluation Criteria

All identified resources were first evaluated at a "reconnaissance level" to determine their NRHP eligibility. The NRHP is an inventory of buildings, structures, objects, sites, and districts that are considered to possess importance to local, state, or national history. Under the auspices of the NHPA, the SOI may list properties that are "significant in American history, architecture, archaeology, engineering, and culture" and is directed to develop criteria and regulations to establish a resource's eligibility.

As dictated by the NHPA, the NRHP is administered by the NPS. To be eligible for listing, a resource must possess three elements: first, historic significance derived from a historic context organized by theme, place, or time; second, historic significance that meets one or more of the NRHP criteria; and finally, sufficient integrity to convey its significance.

While historic contexts generally fall into a set category provided by the NPS, each context is ultimately unique and requires targeted research to determine the part or parts of history that a resource expresses. Once determined, the resource and its associated context must be able to be categorized into one or more of the four NRHP criteria (36 CFR § 60.4):

- Criterion A: If they are associated with events that have made a significant contribution to the broad patterns of our history.
- Criterion B: If they are associated with the lives of persons significant in our past.
- Criterion C: If they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction.
- Criterion D: If they have yielded, or may be likely to yield, information important in prehistory or history.

For the purposes of this survey, research was undertaken to develop a robust historic context analysis to inform potential areas of NRHP significance. Next, the development of the APE enabled field survey planning efforts to begin. Then, surveyors performed a windshield survey to identify potential historic resources within the APE based on construction date and past survey information. This information was compiled internally for planning purposes. Finally, using historic contextual development in conjunction with field reconnaissance survey of each potentially NRHP-eligible property, surveyors assessed potential applicable significance for historic resources within the APE.

If it is concluded that a resource appears to possess the requisite significance to be listed in the NRHP, the resource's historic integrity must be assessed to determine whether it can successfully communicate its significance. Integrity is assessed according to seven aspects: location, design, setting, materials, workmanship, feeling and association. Integrity evaluation methodology in Washington, in consultation with the Washington DAHP, typically requires original materials to be intact when integrity of materials directly supports significance of the resource. As such, surveyors considered resources that were potentially eligible under Criterion C to have met the appropriate level of integrity to convey significance when all original window, cladding, roofing, and door materials were intact.

Resource Evaluation

To appropriately evaluate the potential historic properties within the APE, WillametteCRA undertook a combination of background research and visual analysis. Background research was conducted on a variety of themes and geographic locations throughout the vicinity of the APE to provide appropriate historic context. Architectural Historians consulted a wide variety of archival sources including written, illustrated, and photographic documentation. Because of the expanded date of the historic period (1982 or earlier), particular emphasis was placed on the recent past including the architectural styles and historical trends of the late twentieth century. Because of this, some resources that would, on other projects, be out of period and recommended as not eligible, were here recommended as eligible because of their contextual significance and high integrity.

The research of individual resources included many of the wider background contextual documents but was supplemented with additional address-specific information. Where possible, researchers created lists of former resource inhabitants and investigated each known resident in search of potential "persons significant in our past." Researchers also consulted historic tax photos, where available, as well as aerial imagery, Sanborn Fire Insurance Maps, and real estate listings to assess changes to resources over time. Finally, researchers conducted a visual analysis of each resource to reveal other losses of historic fabric or alterations since construction.

Ultimately, resources were evaluated first for their potential historic significance, and second for their ability to convey that significance with their integrity. Some resources were found to be not eligible because they lacked sufficient significance, while others may have significance but, through alterations and other changes, were unable to effectively communicate it. Where resources possessed significance and retained integrity, they were recommended to be eligible.

Conclusion

The Baseline Survey is one part of a multi-step effort to satisfy regulatory requirements relating to the historic properties potentially impacted by the proposed undertaking. It will be reviewed by

Section 106 Consulting Parties, in a public open house, as well as by DAHP and SHPO before it is finalized (36 CFR § 800.2). The Consulting Party and public review will provide a valuable opportunity for external insights on the resources that may not have been noted by the report authors.

Determinations of Eligibility

Upon finalization of the report, WillametteCRA will prepare intensive-level DOEs on previously undocumented historic resources that are potentially recommended as eligible for listing in the NRHP, as well as potentially recommended eligible properties whose existing determinations are over ten years old. These documents provide an in-depth look at and discussion of each individual resource and its eligibility. Intensive-level DOEs will also be completed for resources that were recommended as not eligible in the Baseline Report but may be removed in the course of the Program's construction. Like the Baseline Survey, these documents will undergo a similar review process involving IBR staff, ODOT and WSDOT staff, FHWA and FTA, Consulting Parties, a public open house, and DAHP and SHPO. Once finalized, these documents will result in formal determinations of eligibility pursuant to the Section 106 process.

Findings of Effect

Upon finalization of the DOEs, WillametteCRA will prepare Findings of Effect (FOEs) for resources listed in the NRHP and those determined eligible. These documents will address the potential ways the undertaking may influence the historic integrity and, thus, eligibility of these resources for listing in the NRHP through the application of the criteria for adverse effects. These effects can be both direct and indirect and will result in recommended findings which may include "No Effect," "No Adverse Effect," or "Adverse Effect" (36 CFR § 800.5). Like the DOEs, the FOEs will undergo review involving IBR staff, ODOT and WSDOT staff, FHWA and FTA, Consulting Parties, a public open house, and DAHP and SHPO.

Summary of Recommendations

WillametteCRA identified and surveyed 299 HBE resources within the APE including 250 in Washington. Of the Washington HBE resources:

- Thirty-two are already listed in the NRHP, individually or as contributing to historic districts, and
- Three are recommended no change from existing determination of NRHP eligible, and
- Six are recommended no change from existing determination of NRHP not eligible, and
- One is recommended as eligible from existing determination of NRHP not eligible, and
- Three are recommended as not eligible from existing determination of NRHP eligible, and
- Thirty-five are recommended as eligible for listing in the NRHP, and

- One-Hundred sixty-one (161) are recommended as not eligible for listing in the NRHP, and
- Six have been demolished since the start of the Baseline Survey in June 2022, and
- Three were found to be out of period following additional research.

Washington Cultural Resources in the IBR Survey Area

Table 1. Washington Cultural Resources in the IBR Survey Area.[6]

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 7	209 W 6th St / Fendrich's Furniture / Gemé Art Gallery *33716*	48280000	1935 Specialty Store Two-part commercial block - Streamlined Moderne style. Flat roof, brick masonry cladding, recessed shopfront entries with replacement aluminum frame plate glass windows, original fixed multi-light wood frame windows along second story. Large Art Deco style sign, possibly original, hanging from northwest corner.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated development of Vancouver, representative example of Streamline Moderne style designed by prominent local architect Donald J. Stewart.	

[6] For the purposes of continuity, IBR Map ID Numbers are derived from CRC survey ID numbers ("Historic ID Numbers") which were first assigned in 2007 and 2008. However, only limited documentation from this original survey has been found leaving an incomplete understanding of its scope, methodology, and numbering. Available documents indicate that CRC Historic ID Numbers were assigned from 1 (WA 1) through around 1050 (WA 1050). Only a portion of these, however, have been successfully correlated with existing resources in the Washington segment IBR project area.

Where known, CRC Historic ID Numbers have been re-used as IBR Map ID Numbers. Resources, however, either not found in CRC documentation or never identified by CRC have been assigned individual IBR Map ID Numbers beginning from 1100 (WA 1100) onwards. Continued refinements to the survey area, the loss of resources to demolition, and other various project changes, have removed some resources from the survey table and resulted in gaps between ID numbers within both legacy CRC resources below WA 1100, as well as in new IBR resources from WA 1100 onwards.

To prevent confusion from renumbering, the resources in this table will maintain these Map ID numbers for the duration of the IBR HBE surveys.

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 8	507 Columbia St; Loowit Brewing Company *89098*	48290000	1940 Industrial Storage (Restaurant) One-Part Block - No discernible style. L-shaped footprint with flat roof. Multi-light steel windows with central pivot panels. Fenestration altered including replacement of garage door openings with multi-light aluminum windows, replacement of original glazing, and infill of windows to create pedestrian door. Wood frame shed roof patio awning constructed within inner corner of the L.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 10	515 Washington St; Smith Tower Apartments *2124*	47870000; 47880000	1966 Multiple dwelling Multi-Story Apartment Block – Modern style. Cylindrical footprint multi-unit senior housing complex with aluminum frame curtain wall and recessed balconies. Original yellow spandrel panels have since been changed to gray. Strong connection with local labor leader W.R. (“Bill”) Smith.	**Potentially recommended NRHP eligible: Criteria A, B, and C.** Associated with development of Vancouver, associated with local labor leader W.B. Smith, representative example of Modern style applied to a unique building form.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 21	500 Main St; The Evergreen Hotel *20430*	47890000	1928 Hotel (Multiple Dwelling) Two-part vertical block - Italian Renaissance Revival style. Flat roof hotel with concrete masonry and decorative ornamentation. Excepting principal entries and some ground floor transoms, original fenestration replaced with modern aluminum equivalents. Compatible annex constructed to north in 1950 (WA 1207).	**NRHP Listed (1979)**	
WA 28	605-609 Main St; Engleman - Sparks Building *20437*	38640000	1903 Business Two-part commercial block - Commercial style. Brick masonry block with cast iron elements. Building heavily altered and partially restored since construction. Alterations include removal of original theater entrance, removal of decorative parapet and cornice, replacement of original fenestration, stuccoing of façade, and fiberglass reconstruction of the two southerly bay windows.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 29	601-603 Main St; U.S. National Bank Building *20436*	38660000	1912 Financial Institution (Restaurant) Two-part vertical block - Classical Revival style. Brick masonry building with decorative classical detailing. Original wood sash and shopfront windows have been replaced with aluminum equivalents.	**NRHP Listed (1984)**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 52	2000 W Reserve St *89112*	44460000; 44462000; 44450000	1916 Single Dwelling Bungalow - Craftsman style. Front-facing gable roof with non-original asbestos shingle cladding. Brick chimney with polychrome diamond. Most original wood-frame windows replaced after 2018. Building appears to have rear addition added during historic period (ca. 1920).	Potentially recommend change from existing determination of NRHP eligible. (DAHP; 2013) Lacks sufficient integrity.	
WA 58	901 E 28th St *89117*	17636000	1946 Single Dwelling Ranch - Minimal Traditional style. Dutch gable roof with brick masonry construction. Original 4-light wood-frame windows. Principal entry possibly altered. Garage door remains original. Screen door added and windows replaced after 2014.	Potentially recommend change from existing determination of NRHP eligible. (DAHP; 2011) Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 59	3110 K St *89118*	13460000	1910 Single Dwelling Workingman's Foursquare - Folk Victorian style. Hipped roof with shed roofed extension at rear. Wood cladding including false bevel drop and shingles. Original 1-over-1 wood sash windows. Rear addition added at unknown point. Strong connection with politically active couple Norris E. and Stella Wilson.	**Potentially recommended NRHP eligible: Criteria A, B, and C.** Associated with local neighborhood development, associated Norris and Stella Wilson, representative example of Workingman's Foursquare in Folk Victorian style..	
WA 61	3000 K St *89120*	13725000	1915 Single Dwelling Bungalow - Craftsman style. 1.5-story building with intersecting gable roof with full width porch. Clad in lapped wood siding with ornamental stickwork. Wooden double-hung sash windows, decorative leaded windows, and fixed 12-light windows. Shed-roofed addition added onto rear at unknown point. Detached shed at rear. Possible connection with local businessman Harry Rex Porter.	**Potentially recommend no change from existing determination of NRHP eligible. Recommend further eligibility under Criterion B (DAHP; 2011).** Associated with local neighborhood development, associated with Harry Rex Porter, representative example of Craftsman Bungalow.	

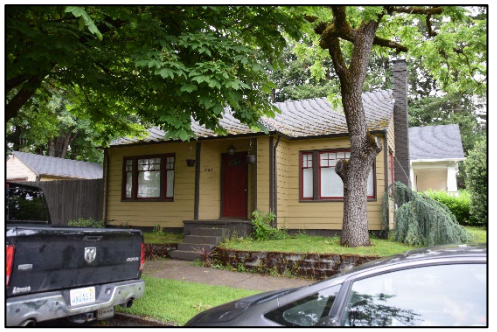
Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 62	903 E 31st St; Charles W. Hall House *25537*	13670000	1910 Single Dwelling Modified bungalow - Craftsman style. Complex roof shape with principal front gable, M-shaped side gable, and gabled porch. Lapped wooden cladding with Craftsman elements. Elaborate fenestration includes cottage windows with decorative transoms, glass casement, bay windows, and 1-over-1 wood sash windows. Alterations include carport connecting residence to detached garage, small shed-roofed addition at southeast corner, and some interior changes. Strong connection with prominent couple Charles Wilber and Margaret B. Hall.	**Potentially recommended NRHP eligible: Criteria A, B, and C.** Associated with local neighborhood development, associated Charles and Margaret Hall, possesses high artistic value.	
WA 109	112 SE Columbia Way; Heritage Apple Tree *89132*	38279935	1827 Monument/marker Landscape - No discernible style. Site includes sapling apple tree next to older trunk of original surrounded by historic-age barrier composed of low concrete piers connected by chain. Also includes historic-age boulder with commemorative plaque and a non-historic water fountain, benches, trash cans, fencing, and varied paving.	**Contributing Resource to Listed District (1966, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 149	318 E 7th St; Normandy Apartments *89160*	38820000	1925/1930 Multiple Dwelling "U" Court - Tudor style. U-shaped block with flat roofs and low parapet. Principal south elevation is stuccoed with projecting bay windows topped by parallel gable roofs with half timbering. Remaining elevations show unique decorative brickwork with weeping mortar joints. Fenestration is original with wood sash cottage windows. Alterations include removal of ground floor garage entry on east elevation and addition of stucco to portions of main façade. Resource remains best example of multi-family pre-WWII design in Vancouver.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Vancouver, representative example of Tudor Revival style applied to multifamily residence.	
WA 150a	400 E Evergreen Blvd; House of Providence (Providence Academy) *18827*	39220000	1873–1891 School (business) No discernible form - Georgian Revival style. 3-story brick masonry building witsh complex footprint, low-pitched intersecting gable roof, and bell towers surmounted by lantern. Exterior elevations defined by wood segmental arch-topped frame 4-over-4 sash windows, as well as open balustraded wooden galleries along some elevations. Building expanded in 1891. Since 1891, alterations include removal of several exterior galleries, changes to roof cladding, limited changes to exterior doors, and substantial new construction on the surrounding parcel.	**NRHP Listed (1978)**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 150b	400 E Evergreen Blvd; Laundry	39220001	ca. 1870 Secondary structure (vacant) Demolished 2023	Resource demolished. No further action recommended.	
WA 150c	400 E Evergreen Blvd; Boiler House	39220001	1910 Energy facility (vacant) Demolished 2023	Resource demolished. No further action recommended.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 150d	400 E Evergreen Blvd; Gymnasium	39220000	1930s School Minimal Traditional style. Side-gabled 1-story brick building with minimal eaves and composition shingled roof. Original wood-frame multilight windows replaced with vinyl cottage units and setting has been impacted through new construction.	**NRHP Listed (1978)**	 Note: owing to resource location, image is derived from current 3D program models.
WA 165	1901 H St *89173*	41920000	1929 Single Dwelling Bungalow - Craftsman style. 1.5-story front-gabled building clad in wooden simple drop siding with shingled gable peaks. Building heavily remodeled between 1986 and 2007, removing recessed entry porch and original fenestration. Projecting porch topped with a small gable roof added at this time.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 168	499-501 E Mill Plain Blvd / Fort Motel (Fort Apartments) *33589*	39765000; 39780000	1957–1962 Multiple Dwelling Motel - Modern style. 2-story reinforced concrete building designed by Day Walter Hilborn with hollow tile walls clad in wooden lapped siding and brick masonry beneath a flat roof. Multi-phase construction resulted in older C-shaped footprint to north and newer O-shaped footprint to south. Interior courts defined by open air walkways, floating cast concrete stairs, and welded metal railings. Fenestration includes flush metal doors, aluminum frame windows, and aluminum sliding balcony doors. Since construction, original Googie style signage has been removed, some windows replaced, and office windows may have been covered in T1-11 paneling.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated development of Vancouver, representative example of Modern style. Work of master architect Day Walter Hilborn.	
WA 169	601 Broadway St; Econo Lodge *89175*	3850000	1956–1957 Hotel Motel - Modern style. 2-story building with L-shaped footprint, flat roof, and walls constructed from brick and concrete masonry units. Interior parking lot is surrounded by covered pedestrian walkways and porte cochere connects to office. Alterations since construction include replacement of original aluminum frame windows with vinyl units and original doors with 6-panel hollow core modern units.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 188	2501 F St *89186*	44090000	1925 Single Dwelling Side Gable - Cape Cod style. 1-story side-gabled building with imitation wood lapped fiber cement cladding and composition roofing. Fenestration is original grouped wood double-hung sash cottage windows and stamped metal front door with leaded fanlight. Detached garage to north. Changes since construction include replacement of original cladding and principal entry door.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 189	604 E 25th St *89187*	44100000	1911 Single Dwelling Bungalow - Craftsman style. 1.5-story front-gabled building with wood-frame construction and detached front-gabled garage. Clad in lapped wooden (possibly fiber cement) siding with shingled gable peaks and Craftsman ornamentation. Fenestration includes vinyl sash and sliding windows and modern Craftsman style entry door. Between 2020 and 2021, house was substantially remodeled including changes to its footprint, cladding, and fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 191	3405 K St *89189*	15770000	1911 Single Dwelling Bungalow - Craftsman style. 1-story building. Front gabled roof with projecting porch. Clad in lapped wood siding with shingled gable peaks ornamented with knee braces. Fenestration includes original wood sash windows with leaded upper sash. Changes since construction include aluminum storms atop original windows.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of Craftsman Bungalow.	
WA 192	3317 K St *89190*	15790000	1920 Single Dwelling Bungalow - Craftsman style. 1-story front gabled residence with recessed porch. Clad in horizontal lapped wood siding. Fenestration includes original wood sash windows with aluminum storm covers and modern sliding window in gable peak. Changes since construction also include porch railing updated at unknown point and modern skirting. Strong association with locally prominent veterinarian, Dr. Maurice V. Wilmot.	**Potentially recommend change from existing determination of NRHP not eligible (DAHP; 2011) to NRHP eligible: Criteria A, B, and C.** Associated with local neighborhood development, associated with prominent veterinarian, representative example of Craftsman Bungalow with recessed porch.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 195	901 E 32nd Ave *89193*	16235000	1939 Single Dwelling Side Gable - Minimal Traditional style. 1.5-story side-gabled residence with covered porch and dormer. Clad in grooved shingles with composition roofing. Fenestration consists of modern vinyl sash windows with vertically divided upper lights. Alterations include the replacement of the fenestration and the addition of a half-glass storm door over the original main entry door.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of the Minimal Traditional style.	
WA 228	714 E 26th St / Swan House *25528*	16285000	1906 Single Dwelling Single dwelling - Queen Anne style. 2-story wood-frame residence with intersecting gambrel roof and projecting full-width porch. Clad in lapped wood siding with singled gable peaks. Fenestration is varied including double-hung 1-over-1 wood sash windows, a multilight bay window, paired sash windows topped by a leaded fanlight, and fixed oval windows in the tops of the gable peaks. Changes after 1980 include infill of the original recessed front porch, addition of the present porch, addition of a dormer window, and possible construction of addition onto building's rear. Possesses strong association with members of prominent Swan family.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 229	804 E 26th St *89226*	16320000	ca. 1900 Single Dwelling/Business (Single Dwelling/Vacant) One-part commercial block/Single Dwelling - Victorian Folk style. Principal building: 1 story with irregular footprint topped by Dutch gable roof. Clad with tongue-and-groove siding and features covered porch to south and covered sleeping porch to east. Fenestration includes multi-light wood casement windows and 3-over-1 double-hung wood sash windows. To southwest is 1-story flat-roofed commercial building placed into embankment. Commercial building: covered in lapped wood cladding with two half-glass entry doors, two 3-over-1 wood sash windows, and two fixed windows with upper lights. 1973 assessor photos show main residence has been repeatedly altered with original front porch expanded, main entry moved, sleeping porch added, and alteration of the south elevation's windows. Commercial shop has also been altered with removal of earlier gable roof, replacement and rearrangement of fenestration, and replacement of cladding.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 367	Vancouver, WA; Spokane, Portland and Seattle Railway *90516*	Multiple	1908–1909, original construction; substantially altered 1983 Rail-related Rail segment consisting of standard-gauge double track curving southeast on stone ballast atop an earthen berm. A 3,500-foot-long rail segment originating at the intersection of Esther Street and the BNSF mainline was relocated to the south of its 1908–1909 alignment. The railroad bridges over Columbia Street and I-5 were both completed in 1983.	Potentially recommended not eligible. Segment completed outside of historic period and not yet 40 years old or older. Segment does not contribute to determined eligible rail line (DAHP; 2008).	
WA 368	610 E 5th St; Post Hospital *89315*	38279962	ca.1903–1904 Hospital (Vacant) No discernible form - Classical Revival style. 2.5-story brick masonry building with gable slate roof and prominent gabled dormers. Central block flanked by wings with glazed wraparound galleries. 3-story pavilion attached to south end after relocation from rear west end of building. Fenestration includes 2-over-2, 4-over-4, and 6-over-6 double-hung wood sash windows. Changes to building within historic period include the relocation of the south pavilion and the enclosure of the galleries. Subsequent changes have been minimal.	**Contributing Resource to Listed District (2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 369a	1105 E 5th St; Munitions Storehouse, Pearson Field Airport	38279914	ca.1904/1925 Air-related (Museum) Utilitarian - No discernible style. 1-story wood-frame building clad in corrugated metal with painted roof. Fenestration limited to 6-light wood frame windows protected by steel shutters. Changes to building have been limited since its initial construction.	**Contributing Resource to Listed District (1990, 2006).**	
WA 369b	1105 E 5th St; Pearson Field Office, Pearson Field Airport	38279914	ca. 1918/1929 Air-Related (Museum) No discernible form - Craftsman style. 1-story wood-frame building with L-shaped footprint and intersecting gable roof. Exterior clad in wooden simple drop siding with composition roofing. Fenestration includes modern wood sash windows and half glass doors. Since construction for adjacent Mill during WWI, the building was moved to its present site in the 1920s and has been more recently altered with updated fenestration and additional porch awnings.	**Contributing Resource to Listed District (1990, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 369c	1105 E 5th St; Original Pearson Hangar *89316/20553*	38279914	ca. 1921/1925 Air-Related (Museum) No discernible form - No discernible style. 1-story hangar with low-pitched gambrel roof. Exterior clad in tongue-and-groove siding with roof covered in standing-seam metal panels painted with checkerboard. Fenestration includes large-scale sliding hangar (barn) doors and 36-light wood windows. Since construction, building has been restored and connected a new museum building to north.	**Contributing Resource to Listed District (1990, 2006).**	
WA 381a	Columbia River; Interstate Bridge (Vancouver-Portland Interstate Bridge) (northbound) *18781*	2N1E33	1917 Road-Related (Vehicular) Through truss (Parker and Pennsylvania [Petit]) with vertical lift span. Large-scale bridge and approaches including 10 truss spans atop concrete piers, reinforced concrete approach bridge atop T-beams, and various associated features such as walkways, lift towers, a control room, maintenance room, etc. Bridge substantially altered between 1958 and 1960 when portions of raised and lengthened for increased height below. Additional small-scale updates over lifespan.	**NRHP Listed (1982)**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 381b	Columbia River; Interstate Bridge (Vancouver-Portland Interstate Bridge) (southbound)	2N1E33	1956–1958 Road-Related (Vehicular) Through truss (Parker and Pennsylvania [Petit]) with vertical lift span. Large-scale bridge and approaches including 10 truss spans atop concrete piers, reinforced concrete approach bridge atop T-beams, and various associated features such as walkways, lift towers, control room, maintenance room, etc. Small-scale features of bridge have been updated since completion including new traffic control features, decking, and changes to control tower.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Interstate in Washington, unique example of design using Pennsylvania-Petit Truss.	
WA 382	1601 E Fourth Plain Blvd; Army Barnes General Hospital Communications Building *44853*	986052057	ca. 1941 Hospital (Museum) No discernible form - Modern style. 1-story brick masonry building with flat roof and overhanging eaves, cast stone elements, and quoins. Fenestration includes multi-light steel windows covered by steel grills and a steel paneled entry door. Exterior has undergone few alterations since construction.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with WWII in Vancouver as last remaining building of earlier hospital complex, representative example Modern style with Stripped Classical elements.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 477	800 E 39th St *89357*	12830000	c. 1930 Single Dwelling Workingman's Foursquare – Minimal Traditional style. 1-story hipped roof residence with unusual Flemish Bond brick masonry walls and coved eaves. Original fenestration and front door replaced with modern vinyl units after 2016.	Potentially recommend change from existing determination of NRHP eligible. (DAHP; 2013). Lacks sufficient integrity.	
WA 478	3915 I St *89358*	12887000	1937 Single Dwelling Side Gable - Minimal Traditional. 1-story side-gabled residence with enclosed front gabled porch. Exterior is clad in stucco and roofed in composition shingles. Fenestration includes vinyl sash windows with false muntins. Alterations include replacement of original windows, shed-roofed addition at rear, and some changes to interior layout and finishes.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 520	215 W 4th St; Lucky Lager Warehouse *89391*	48400000	1916 Professional Utilitarian - No discernible style. 2-story utilitarian building with rectangular footprint and flat roof surrounded by stepped parapet. Walls constructed from reinforced concrete and structural clay tile with stucco façade, decorative belt course, and recessed paneling. Fenestration includes recessed aluminum frame window walls and fixed aluminum frame windows. Changes since construction include replacement of fenestration, addition of stucco, and complete remodel of interior.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 900	4201 Main St; Covington House *20458*	12454005	ca. 1848 Single Dwelling (Museum) Gable Frontier/Homestead House - No discernible style. 1-story side-gabled dwelling with rectangular footprint constructed from hewn logs with half dovetail joints. Other features include shed-roofed addition at rear, river cobble chimney, 6-over-6 double-hung wood sash windows, and detached log outbuilding. Building has been moved since original construction and placed on a modern foundation. Other changes likely on interior.	**NRHP Listed (1972)**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918a	601, 603 E Evergreen Blvd; Building 2 *722233*	38279941	1885 Single Dwelling (Business) Single Dwelling - Second Empire style. 2-story wood-frame residence with shingled mansard roof and multiple dormers. Exterior clad in wooden simple drop siding and fenestration includes wooden double-hung sash windows. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918b	650, 652, 656 E Evergreen Blvd; Building 3 *722236*	38279942	1885 Multiple Dwelling (Business) Duplex - Queen Anne style. 2-story hipped roof with intersecting gables and corner tower. Clad in wooden drop siding with wood double-hung sash windows. Surrounded by wrap around porch with square posts and decorative balusters. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918c	701, 703 E Evergreen Blvd; Building 1 *89678*	38279940	1885–1886 Single Dwelling (Business) Single dwelling - Second Empire style. 2-story wood-frame residence with shingled mansard roof and multiple dormers. Exterior clad in wooden simple drop siding and fenestration includes wooden double-hung sash windows. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918d	750, 754, 756 E Evergreen Blvd; Building 4	38279943	1886–1887 Multiple Dwelling (Business) Duplex - Queen Anne style. 2-story hipped roof with intersecting gables and corner tower. Clad in wooden drop siding with wood double-hung sash windows. Surrounded by wraparound porch with square posts and decorative balusters. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918e	800 A-D, 802 A-C, 804, 806 E Evergreen Blvd; Building 5	38279944	1881 Multiple Dwelling (Business) Duplex - Colonial Revival style. 2-story building with T-shaped footprint topped by an intersecting cross-gable roof. Exterior clad in wooden simple drop siding and inset with wooden 6-over-6 double-hung sash windows. Front surrounded by a wraparound porch with wooden posts and turned balusters. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918f	850 E Evergreen Blvd; Building 6	38279945	1903 Multiple Dwelling (Business) Duplex - Colonial Revival style. 2.5-story building with T-shaped footprint topped by side-gabled roof and intersecting hipped roof with dormers. Walls clad in wooden clapboard siding with slate-covered roof. Fenestration consists of wooden 6-over-2 double-hung wood sash windows. Front defined by separate wraparound porches with columns and classical detailing. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918g	901, 903, 905 E Evergreen Blvd; Building 7	38279946	1867 Single Dwelling (Business) Single dwelling - Greek Revival style. 1.5-story residence with front-facing gable, covered porch, and rear addition. Cladding is wooden lapped siding with a composition roof. Fenestration includes fixed and double-hung wooden windows. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	

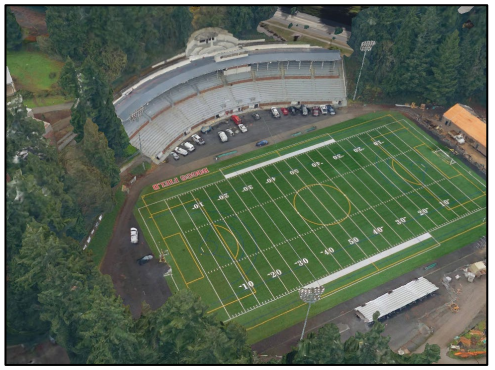
Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918h	951, 953, 955 E Evergreen Blvd; Building 8	38279947	1867 Single Dwelling (Business) Single dwelling - Greek Revival style. 1.5-story residence with front-facing gable, covered porch, and rear addition. Cladding is wooden lapped siding with a composition roof. Fenestration includes fixed and double-hung wooden windows. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918i	1001, 1003, 1005, 1007, 1009 E Evergreen Blvd; Building 9 *717526*	38279948	1886–1887 Multiple Dwelling (Business) Duplex - Queen Anne style. 2-story hipped roof dwelling with intersecting gables and corner tower. Clad in wooden drop siding with wood double-hung sash windows. Surrounded by wrap around porch with square posts and decorative balusters. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918j	1051, 1053, 1055, 1057, 1059 E Evergreen Blvd; Building 10 *718982*	38279949	1885–1886 Multiple Dwelling (Business) Duplex - Queen Anne style. 2-story hipped roof with intersecting gables. Clad in wooden drop siding with wood double-hung sash windows. Surrounded by wrap around porch with square posts and decorative balusters. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918k	1106 E Evergreen Blvd; Building 11 (Grant House)	38279950	1849 Single Dwelling (Business) Single dwelling - No discernible style. 2.5-story building with L-shaped footprint, dual-pitched hip roof, and 2-story wraparound veranda. Hewn log construction clad in lapped wood siding with wood shingle roof. Fenestration includes 9-over-6 and 6-over-6 wooden double-hung sash windows Substantial restoration efforts have returned building to late-nineteenth ca. appearance.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918l	1151, 1153, 1155, 1157, 1161, 1163, 1165, 1167 E Evergreen Blvd; Building 12	38279951	1886 Multiple Dwelling (Business) Duplex - Colonial Revival style. 2-story side gabled residence with a U-shaped footprint, shed-roofed dormers, and a wraparound porch. Building is clad in wooden simple drop siding with square porch posts and turned wood balusters. Fenestration consists largely of 1-over-1 double-hung sash windows. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918m	1201, 1203, 1205, 1207 E Evergreen Blvd; Building 13	38279952	1903 Multiple Dwelling (Business) Duplex - Queen Anne style. 2-story hipped roof dwelling with intersecting gables and corner tower. Clad in wooden drop siding with wood double-hung sash windows. Surrounded by wrap around porch with square posts and decorative balusters. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918n	1251, 1253, 1255 E Evergreen Blvd; Building 14	38279953	1885 Single Dwelling (Business) Single dwelling - Second Empire style. 2-story residence with shingled mansard roof and dormers. Exterior clad in wooden simple drop siding and fenestration includes wooden double-hung sash windows. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918o	1310, 1321, 1323, 1325 E Evergreen Blvd; Building 15 (Marshall House)	38279954	1886 Single Dwelling (Business) Single dwelling - Queen Anne style. 2.5-story dwelling with irregular footprint, complex roof form, wraparound covered porch, and projecting round tower. Clad in wooden drop siding with additional stylistic elements including fish scale shingles, sunburst motifs, and paneling. Fenestration includes wooden fixed and double-hung sash windows including numerous units with decorative upper sashes. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918p	1351 E Evergreen Blvd; Building 16	38279955	1885 Multiple Dwelling (Business) Duplex - Colonial Revival style. 1.5-story duplex with side-gabled roof, wraparound porch, and dormers. Clad in wooden clapboard siding with 1-over-1 double-hung wood sash windows and bay windows. Porch detailing includes square wooden posts and turned wooden balusters. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918q	1401, 1403, 1405, 1407 E Evergreen Blvd; Building 17	38279956	1884–1885 Single Dwelling (Business) American Foursquare - Italianate style. 2-story building with hipped roof and intersecting central gable, wraparound front porch, and L-shaped footprint. Clad in wooden drop siding with wooden double-hung windows and minimal ornamentation. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918r	1451, 1453, 1455, 1457 E Evergreen Blvd; Building 18	38279957	1884–1885 Single Dwelling (Business) American Foursquare - Italianate style. 2-story building with hipped roof and intersecting central gable, wraparound front porch, and L-shaped footprint. Clad in wooden drop siding with wooden double-hung windows and minimal ornamentation. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918s	1501, 1503, 1505, 1507 E Evergreen Blvd; Building 19	382799 58	1884–1885 Single Dwelling (Business) American Foursquare - Italianate style. 2-story building with hipped roof and intersecting central gable, wraparound front porch, and L-shaped footprint. Clad in wooden drop siding with wooden double-hung window and minimal ornamentation. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 918t	1551, 1553, 1555, 1557, 1559, 1561, 1563, 1565, 1567 E Evergreen Blvd; Building 20	38279959	1884–1903 Multiple Dwelling (Business) Duplex - Colonial Revival style. 2-story side gabled residence with U-shaped footprint, shed-roofed dormers, and wraparound porch. Clad in wooden simple drop siding with square porch posts and turned wood balusters. Fenestration includes 1-over-1 double-hung wood sash windows. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 918u	1601, 1603, 1605, 1607 E Evergreen Blvd; Building 21 *720862*	38279960	1903 Multiple Dwelling (Business) Dormitory - Colonial Revival style. 2.5-story building with intersecting gable roofs, U-shaped footprint, and separate entries with covered wraparound porches. Clad in wooden clapboard siding with a composition roof and porch roofs from standing seam metal panels. Fenestration includes 2-over-2 wood sash windows. Building features classical ornamentation and elliptical windows in gable peaks. Building has been restored to nearly original condition.	**Contributing Resource to Listed District (1974, 2006).**	
WA 993	800 E 40th St; Kiggins Bowl *89684*	12454005	ca. 1933 Sports facility No discernible form - PWA Moderne. Arc-shaped sports stadium built into natural bowl and surrounded by forested vegetation. Includes uncovered bench seating in front of covered seating beneath steel truss roof with announcers' box above. Constructed from reinforced concrete with brick veneer. Changes include addition of aluminum benches and some changes in setting through construction of adjacent school and fieldhouse.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Vancouver, representative example of PWA Moderne, work of master architect Day Walter Hilborn.	 Note: Owing to resource location, image is derived from current 3D program models.

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1107	415 E 13th St; Black Angus Steakhouse	39431001	1974 Restaurant One-part commercial block - Modern style. 1-story building with flat roof. Shed-roofed parapet covered with composition shingles placed over recessed shopfront on principal facade. Clad in tilt up pebble dash panels with limited fenestration. Changes since construction may include re-cladding of front roof.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
WA 1123	905 E 29th St	17280000	1974 Multiple Dwelling Duplex - Contemporary style. 1-story Ranch-like building with low-pitched side-gable. Clad in vertically orientated channeled plywood siding and staggered shingles. Fenestration includes slider windows, hollow-core paneled doors with upper fanlights, and sliding plate glass doors. All fenestration appears to have been replaced.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1124	814 E 29th St	16851000	c. 1900 Multiple Dwelling No discernible form - No discernible style. 2-story building with rectangular footprint and Dutch gable roof. Clad with T1-11 plywood siding. Fenestration includes sliding aluminum and vinyl windows. Fenestration includes sliding aluminum frame windows. Building has been entirely reconstructed with second story added, fenestration added, cladding altered, porches altered.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1125	1110 E 33rd St; United Pentecostal Church	15820000	1970 Religious Facility No steeple - Contemporary style. 1-story building with daylight basement. Low-pitched side-gable roof with shed roof extension and wide overhang with exposed rafter tails. Clad in lapped vinyl siding above masonry wainscotting. Fenestration includes vinyl double-hung and horizontal slider windows. Alterations include replacement of original cladding and fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1127a	1108-1110 E 37th St *551888*	19960000	1969 Multiple Dwelling Duplex - Modern style. 2-story building with rectangular footprint and front gabled roof. Clad in T1-11 plywood siding and lapped horizontal wood siding. Fenestration includes aluminum and steel doors and sliding vinyl windows. Changes since construction include new fenestration and reconstruction of projecting porch.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1127b	1112-1114 E 37th St *551888*	19960000	1969 Multiple Dwelling Duplex - Modern style. 2-story building with rectangular footprint and front gabled roof. Clad in T1-11 plywood siding and lapped horizontal wood siding. Fenestration includes aluminum and steel doors and sliding vinyl windows. Changes since construction include new fenestration and reconstruction of projecting porch.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1137	101 SE Columbia Way; Joe's Crab Shack *89672*	47585000	1980 Restaurant Demolished 2022	Resource demolished. No further action recommended.	
WA 1138	111 SE Columbia Way; Who Song and Larry's	38279908; 502300000	1980 Restaurant No discernible form - Roadside style. 2-story building with intersecting hipped forms, gables, and central square tower. Clad in clapboard siding with fenestration including multi-light windows with false muntins and ornamental stained-glass units. Large patio constructed onto south river side of building. Shortly after construction the building's interior appears to have been altered to suit a Mexican theme.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Vancouver in late twentieth century, representative example of Roadside style.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1142	1500 D St	40400000	1977 Business Strip Commercial - Late Modern style. 1-story commercial block with parking lot and flat roof. Exterior composed of heavy piers separating aluminum frame window walls topped by corrugated metal shed-roofed awnings. Piers clad in random ashlar masonry sheets beneath imitation wood fiber cement lapped siding. Alterations include changes to cladding between 2004 and 2007 and likely changes to awning materials.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1144	1514 E St	40410000	1977 Professional Commercial - Modern style. 1-story hipped roof commercial office clad with T1-11 plywood siding. Fenestration included fixed aluminum windows and recessed entries. Minimal changes since construction.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with development of Vancouver in late twentieth century, representative example of Modern style with Northwest Regional elements applied to professional building.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1148	605 E Evergreen Blvd; Vancouver Police Department	38279916	1975 Correctional Facility No discernible form - Modern style. 2-story building with T-shaped footprint and prominent radio antenna against west elevation. Clad in brick masonry and stucco with fixed aluminum frame windows, an aluminum frame window wall entry, and roll up metal garage doors. Possible replacement of some windows in south elevation but otherwise few notable changes to exterior.	**Potentially recommended NRHP Eligible: Criteria A and C.** Associated with development of Vancouver, representative example of the Modern style applied to law enforcement building.	
WA 1159	3921 I St	12882000	1981 Multiple Dwelling Four Unit Block - Contemporary style. 2-story multi-unit dwelling topped by gable roofs with extended eaves over separate garages. Clad in grooved vertical plywood siding with composition roofing. Fenestration consists of vinyl fixed, awning, and casement windows with 6-panel metal doors and stamped metal garage doors. Changes since construction include replacement of original aluminum frame windows and plywood garage doors.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1160	3919 I St	12884000	1981 Multiple Dwelling Duplex form - Contemporary style. 2-story duplex topped by gable roofs with extended eaves over separate garages. Clad in grooved vertical plywood siding with composition roofing. Fenestration consists of vinyl fixed, awning, and casement windows with 6-panel metal doors and stamped metal garage doors. Changes since construction include replacement of original aluminum frame windows and plywood garage doors.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1162	3601 I St	14763000	1974 Multiple Dwelling Duplex - No discernible style. 1-story side-gabled residence with recessed entries. Clad in vinyl horizontal siding with composition roofing and vinyl sliding windows. Detached rear carport with shed between bays. Since construction, exterior cladding and fenestration have been replaced.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1163	3405 I St	15240000	1971 Multiple Dwelling Duplex - Mansard style. 2-story dwelling clad in rubble masonry veneer and T1-11 plywood paneling beneath a standing-seam metal roof. Fenestration includes sliding vinyl windows and multi-paneled wood doors. Since construction original aluminum frame windows and cedar shake roof have been replaced.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1164	2601-2603 K St	17980000	1979 Multiple Dwelling Duplex - No discernible style. Unusual 2-story side gabled duplex with attached garages. Clad with T1-11 plywood siding and variegated brick masonry veneer. Fenestration includes sliding aluminum windows and multi-panel pedestrian and garage doors. Changes since construction include replacement of one garage door	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of duplex form with elements of late twentieth century stylistic elements.	
WA 1165a	2714 K St	17570000	1973 Multiple Dwelling Duplex - Contemporary style. 1-story building with L-shaped footprint and Dutch gable roof with wide overhang. Clad in T1-11 plywood paneling with vinyl and aluminum sliding windows and doors covered by aluminum storm doors. Changes include the replacement of some original fenestration.	Potentially recommended not eligible. Does not meet Criteria A, B, C, or D. Lacks sufficient integrity.	
WA 1165b	2716 K St	17570000	1973 Multiple Dwelling Duplex - Contemporary style. 1-story building with L-shaped footprint and Dutch gable roof with wide overhang. Clad in T1-11 plywood paneling with vinyl sliding windows and doors protected by aluminum combination storm/screen doors. Changes include the replacement of the original fenestration.	Potentially recommended not eligible. Does not meet Criteria A, B, C, or D. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1166	3505 K St	20231000	1971 Multiple Dwelling Duplex - Contemporary style. 1-story building with L-shaped footprint and Dutch gable roof with wide overhang. Exterior of building is clad in T1-11 plywood paneling with vinyl sliding windows and doors protected by aluminum combination storm/screen doors. Alterations since construction appear to have been minimal.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of Contemporary style applied to duplex form. Property is best example of its type in APE.	
WA 1167	3501 K St	20220000	1971 Multiple Dwelling Duplex - Contemporary style. 1-story building with L-shaped footprint and Dutch gable roof with wide overhang. Clad in grooved vertical plywood siding with panels of wooden lapped siding. Fenestration includes sliding aluminum frame windows and doors covered with combination storm/screen doors. Alterations include the removal of one window and addition of carport.	Potentially recommended not eligible. Does not meet Criteria A, B, C, or D. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1168a	2901 K St	19885000	1968 Multiple Dwelling. Duplex - Contemporary style. Unusual 1-story duplex with Dutch gable roof and recessed rear carports. Clad in lapped wood siding and brick masonry veneer. Fenestration includes aluminum sliding windows and stamped metal multi-panel doors. Minimal changes since construction.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of Contemporary style applied to duplex form. Property is best example of its type with inset carport in APE. May be part of same development with WA 1168B.	
WA 1168b	2901 K St	19885000	1968 Multiple Dwelling. Duplex - Contemporary style. Unusual 1-story duplex with Dutch gable roof and recessed rear carports. Clad in lapped wood siding and brick masonry veneer. Fenestration includes aluminum sliding windows and stamped metal multi-panel doors. Minimal changes since construction.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of Contemporary style applied to duplex form. Property is best example of its type with inset carport in APE. May be part of same development with WA 1168A.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1182a	1009 E McLoughlin Blvd; Marshall Center	38279920	1973 Sports Facility No discernible form - Northwest Regional style. Large-scale 2-story building with irregular footprint and complex roof of staggered gables. Clad in flush vertical cedar siding with aluminum frame fixed windows in side gables and aluminum frame window walls in gable ends. Substantial remodel in 2007 included new addition on front, replacement of all fenestration, and various interior improvements.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1182b	1009 E McLoughlin Blvd; Rudy Luepke Senior Center	38279920	1979 Meeting Hall No discernible form - Northwest Regional style. 1-story building with irregular footprint and deck roof with projecting gables and shed roofed service addition to east. Clad in vertical cedar siding with wood-framed window walls and exposed woodwork in interior. Alterations include enclosure of an original mechanical space to east with walls and shed roof. Other small-scale alterations likely.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated development of Vancouver and expansion of senior services, representative example of the Northwest Regional style applied to an institutional building.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1182c	1069 E McLoughlin Blvd / Marshall Park	38279920, 38279934, 38279937	1963 Park Park - No discernible style. 14-acre park including community center, senior center, large greenspace surrounded by mature trees, ballfield, community garden plots, and a playground currently under reconstruction. Substantially redesigned between 2002 and 2006 with updated circulation paths and other amenities.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1183	716 E McLoughlin Blvd; 716 East McLoughlin Apartments *561244*	41550000	1969 Multiple Dwelling Dingbat - Modern style. 2-story apartment block with rectangular footprint, flat roof, and verandas. Exposed parking provided below grade and accessed by ramp. Clad in imitation wood lapped fiber cement siding and fenestration includes sliding vinyl windows and hollow-core 6-panel doors with vinyl side lights. Changes include replacement of original T1-11 paneling and updated fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

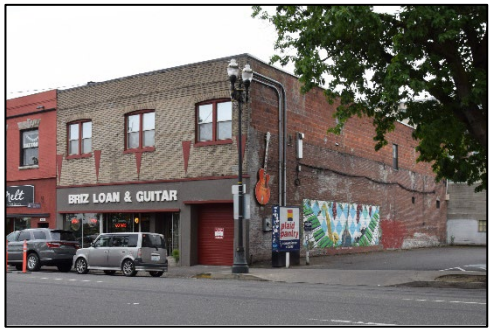
Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1190	1800 W Reserve St	41482000	1978 Multiple Dwelling Multiple Dwelling - Contemporary style. 2-story dwelling with rectangular footprint, staggered side gables, and verandas. Clad in horizontal channeled plywood, grooved shingles in gable peaks, and brick veneer along ground story entries. Fenestration includes tripartite vinyl sliding windows and modern 6-panel doors. Alterations include replacement of doors and windows and possible changes to cladding and upper walkway railing.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1191	1920 W Reserve St	42008000	1977 (Assessor) Multiple Dwelling Duplex - Garrison Revival style. 2-story side-gabled dwelling with upper-level jetty. Clad in T1-11 plywood siding with horizontal lapped wood under windows. Fenestration includes vinyl sliding windows and modern doors. Changes include replacement of some windows, doors, and some cladding.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1192	100 SE Columbia St; Interstate Bridge Transformer House / Portland Electric Power Company (PEPCO) Substation / Clark County Utility Substation *89097*	47580000	1918 (1919?) Energy Facility (Vacant) Utilitarian - Classical Revival style. 2-story building with L-shaped footprint from reinforced concrete with flat roof. 2-story east half inset with multi-light steel frame windows. 1-story west half lit by fixed vinyl windows with false muntins. Exterior ornamented by minimal classical detailing. West half modified with stuccoed entry portico clad in standing-seam metal panels. Building relocated to present site in historic period. West entry and windows have been updated, as have building garage doors and garage bays.	**Potentially recommended NRHP eligible: Criterion A.** Associated with development of Vancouver, associated with development of Pacific Highway in Washington.	
WA 1200	210 W 3rd St / 300 Washington St *33607*	48420000	1930/1940 Specialty Store (Business) One-part block - No discernible style. 1-story converted warehouse with rectangular footprint and flat roof. Altered between 2015 and 2017 with fiber cement and corrugated metal cladding, adjustments to original apertures, replacement of original fenestration with multi-light aluminum units, and likely alterations to interior layout and finishes. Among few remainders of historic building stock in urban renewal area.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1201	210 W 4th St *33608*	48350000	1890 Business Demolished 2022	Resource demolished. No further action recommended.	
WA 1202	412 Washington St	48320000	ca. 1981–1990 Business Demolished 2022	Resource demolished. No further action recommended.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1203	400 Columbia St / Webber Machine Works *33638*	48750000	1917 Specialty Store (Business) Two-part block - Commercial style. 2-story masonry building with rectangular footprint, decorative brick facades, and flat roof pierced by gables. Addition constructed to rear clad in stucco. Fenestration includes deeply set fixed windows with reflective glazing. Extensive renovations in 1980s include addition, replacement of wood windows, and relocation of primary entry. Also among few remainders of historic building stock in urban renewal area.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1204	514 Washington St *89382*	48250000	1920 Restaurant (Business) One-part block - No discernible style. 1-story building with rectangular footprint and flat roof. Clad in brick and sheet masonry with multi-light arched windows. Heavily altered between 2007 and 2012—current style and fenestration does not represent original design.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1205a	202 W 5th St / 500 Washington St *33692 / 89099*	48310000	1920 Specialty Store One-part block - Commercial style. Brick masonry building with flat roof fronted by decorative parapet on south and east elevations. Original shopfronts partially infilled with transoms removed and plate glass windows replaced with modern steel-framed windows and a full glass door.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1205b	502-504 Washington St *33566*	48310000	ca. 1910 Business Two-part block - Commercial style. Flat roofed 2-story brick masonry building with single shopfront adjacent to upper-level entry. Shopfront clad in stucco with midcentury aluminum-frame windows and recessed entry. Two original wood sash windows in upper level with granite surrounds. Since construction, original shopfront replaced and original cornice removed.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1206	506 Washington St *89381*	48300000	1910 Specialty Store Two-part block - Commercial style. Flat roofed 2-story building with shopfronts and garage door. Shopfronts clad in stucco with Art Deco detailing. Upper level shows paired aluminum sash windows beneath brick arches. Façade and second story are later addition visible in Sanborns and in alternating brick/structural clay tile in north elevation. Changes since expansion include replacement of upper windows and possible infill in north elevation.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1207	510 Main St / Evergreen Hotel Annex *33666*	47860000	1950 Hotel (Multiple Dwelling) Two-part vertical block - Italian Renaissance Revival style. 5-story building from reinforced concrete with flat roof and rectangular footprint. Some decorative ornamentation for compatibility with hotel to south (WA 21). Fenestration includes aluminum-frame single-hung sash windows on upper stories and aluminum-frame multi-light shopfront windows beneath original wood transoms on ground floor. Fenestration replaced since built.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1208	114 E 6th St *33714*	38665000	1920/1950 Specialty Store (road-related (vehicular)) One-part block - Streamlined Moderne style. 1-story roofless shell built from reinforced concrete with irregular footprint. Recessed curved window wall facing southeast. Window glazing gone and partially replaced with welded metal grating. Original garage door apertures provide access to interior parking lot within footprint. Building fully gutted since construction.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1209	606 Broadway St / Sparks Motor Car Company *33615*	38580000	1919/1935 Specialty Store (Restaurant) One-part block - Commercial style. 1-story building with rectangular footprint and flat roof and decorative parapet. Built from reinforced concrete clad in stucco. Original shopfront windows, transoms, and awning may remain on north half. South half altered with infilled garage door creating pedestrian entry and the replacement of original windows with 9-light aluminum frame units.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1210	107 E 7th St / Fraternal Order of Eagles *33613*	38600000	1920/1955 Meeting Hall (Business) One-part block - No discernible style. 1-story building with rectangular footprint and gable roof behind parapet. North elevation clad in lapped fiber cement boards with central sheet masonry panel. Includes five street entries: two flush door entries and shopfront entries surrounded by aluminum-frame window walls with mullions and false muntins. Heavily altered since original construction and no part of historic fabric is visible from street.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1211a	610 E 5th St/ Old Mule Barn (Artillery Stable) *18657*	986053203	1910 Defense/military facility 1-story, brick masonry building with rectangular footprint and monitor roof clad in composition shingles. All apertures possess arched tops with concrete sills. Fenestration includes 9-light windows with louvered vents. Principal entry provided through large aperture in south elevation. Alterations since construction include adjustments to entry, interior layout, and roof cladding. Building rehabilitated in 1980s.	**Potentially recommend no change from existing determination of NRHP eligible (DAHP; 1984).** Associated with the development of Vancouver Barracks, representative example military stable.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1211b	1200 E Fourth Plain Blvd / Federal Highway Administration *55507*	986053203	ca. 1932–1949 Commercial/institutional facility No discernible form - No discernible style. 2-story, brick masonry main structure, with a 1.5-story brick masonry wing addition to the east, and 2-story bridging brick masonry structure in the center. Original steel casement factory sash windows have been modified and/or replaced throughout the entire facility. Flat-roofed entry pavilion on the south façade appears to be a relatively recent addition.	Potentially recommend no change from existing determination of NRHP not eligible. (DAHP; 2008).	
WA 1213	608 E 15th St *33605*	40600000	ca. 1911–1928 Single Dwelling Bungalow - Craftsman style. 1.5-story front-gabled residence with rectangular footprint and full-length recessed porch. Foundation from decorative concrete blocks with channel drop wood siding and wood shingles above. Wood sash windows with decorative transoms in south elevation with modern stamped metal front door. Changes include reconstruction of front porch, updated balustrade, and modern entry door.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1214	611 E 16th St	40560000	ca. 1981–1990 Financial Institution (Professional) One-part block - Shed style. Small-scale 1-story shed-roofed building with brick corner piers and square footprint. Clad in vinyl lapped siding on west, south, and east elevations and split face concrete masonry units on north. Fenestration includes aluminum-frame windows with operable awnings. Originally constructed as a drive-in ATM for adjacent bank. Fully remodeled and walls infilled between 2007 and 2011.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1215	1601 G St *49709*	40640000	1925/1947 Single Dwelling (Specialty Store) Side gable - Minimal Traditional style. 1.5-story side-gabled building with dormer, covered porch, and detached large-scale garage. Clad in imitation wood lapped fiber cement siding and staggered fiber cement shingles in gable peaks. Fenestration includes vinyl sash and sliding windows and the roof is clad in standing seam metal panels. Since construction, footprint, cladding, roofing, and fenestration have all been altered.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1216	705 E 17th St *49649*	40630000	1928–1951 Single Dwelling Single dwelling - Minimal Traditional style. 1-story front-gabled residence with covered porch and rear gabled addition with recessed porch. Clad in wooden drop siding with half-glass wood doors and wood frame 2-over-2 double-hung sash windows. Changes include possible extension to rear in historic period.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of Minimal Traditional style applied to a vernacular cottage.	
WA 1217	701 E 17th St *49646*	40631000	1901 (likely older) Single Dwelling I-House - Victorian Folk style. 1.5-story side gabled building with shed-roofed porch and 1-story projection to rear. Clad in imitation wood lapped fiber cement siding with composition roofing. Fenestration includes vinyl sash and sliding windows and modern stamped metal door. Substantial changes since historic period including replacement of stoop with porch, all fenestration, and original cladding.	Potentially recommend no change from existing determination of NRHP not eligible (DAHP; 2007). Lacks sufficient integrity.	
WA 1218	714 E 17th St *49753*	41470000	ca. 1907–1911 Single Dwelling Side gable house - Victorian Folk style. 1.5-story side-gabled building with dormer and porch. Clad in wooden drop siding with 3-tab composition roof, vinyl sash windows, and modern half glass door. Changes include updated fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1219	712 E 17th St *49650*	41460000	ca. 1928–1955 Single Dwelling Single Dwelling - No discernible style. 2-story cross gabled residence with L-shaped footprint and porch. Clad in imitation wood lapped fiber cement siding with board and batten gable peaks in Neo-Craftsman style. Vinyl sash and slider windows. Changes include new fenestration, cladding, and addition of porch between 2007 and 2011.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1220	704 E 17th St *49648*	41450000	ca. 1901–1905 Single Dwelling Single dwelling - Victorian Folk style. 1.5-story front-gabled dwelling with dormer and recessed porch. Clad in simple drop siding with composition roofing. Fenestration includes vinyl sash and wood awning windows. Changes include alterations to original footprint, the addition of a second window to the principal south elevation, and the replacement of original windows.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1221	1812 W Reserve St *89144*	41480000	1939 Single Dwelling Side gable - Minimal Traditional style. 1-story side-gabled residence with covered stoop, projecting bays, and detached garage. Clad in grooved cedar shingles with composition roofing. Fenestration includes some original multi-light wood windows some sliding vinyl windows, and modern metal 4-panel door with upper fanlight. Changes since construction include the replacement of some original fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1222	1814 W Reserve St *89398*	41481000	1940 Single Dwelling Single dwelling - Craftsman style. Small-scale residence with 1-story front gable at front and 2-story side gable at rear including open porches. Clad in imitation wood fiber cement siding with composition roofing. Fenestration includes vinyl sash and sliding windows. Changes include the rear addition likely in 1970s or 1980s, replacement of cladding, and replacement of fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1223	1904 W Reserve St *89403*	42030000	1908 Single Dwelling Single dwelling - Victorian Folk style. 1-story hipped roof dwelling with infilled front porch and rear shed-roofed extension. Clad in wooden drop cladding inset with vinyl casement windows with decorative margin lights. Changes since construction include the infill of the porch and replacement of the original wood sash windows.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1224	1908 W Reserve St *89404*	42020000	1920 Single Dwelling Side gable - Victorian Folk style. 1-story side-gabled residence with front porch and projecting wing. Clad in fiber cement sheets with vinyl sash and multilight fixed windows. Since construction, original wooden drop siding has been covered, windows have been replaced, and front porch added. Footprint alterations likely occurred in historic period.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1225	1918 W Reserve St *89405*	42010000	1915 Single Dwelling Single dwelling - Queen Anne style. 1.5-story front-gabled residence with recessed porch, bay window, and side dormers. Clad in simple drop siding with singled gable ends. Fenestration includes vinyl sash windows rear 6-light casement windows, and a 4-panel metal door with fanlight. Changes include the replacement of the original fenestration and the addition of vents in the south gable end.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1226	1924 W Reserve St *89406*	42000000	1908 Single Dwelling Single dwelling - Queen Anne style. 1.5-story front-gabled residence with side dormer and bay window. Clad in lapped vinyl siding with aluminum-frame sash and sliding windows. Changes include replacement of original cladding and fenestration and likely infill of original recessed porch.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1227	815 E 20th St *25505*	41990000	1901 Single Dwelling Single Dwelling - Queen Anne style. 1.5-story hipped roof residence with projecting gable, dormer, and covered porch—partially infilled. Clad in false bevel drop siding, shingles, and lapped wood siding. Fenestration includes fixed, sliding, multi-light casement, and 1-over-1 sash vinyl windows. Some original wood windows still extant and modern fanlight added to gable peak. Changes include fenestration, infill and re-opening of porch.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1228	1907 H St *89429*	41930000	1928 Single Dwelling Single Dwelling - Craftsman style. 1.5-story residence with L-shaped footprint and nested front gables. Clad in fiber cement siding with board and batten, lapped, and shingle varieties. Fenestration includes vinyl sash windows with margin lights and Craftsman style door. Cladding, fenestration, and interior finishes all altered between 2016 and 2017.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1229	1911 H St *89172*	41940000	1919 Single Dwelling Workingman's Foursquare - Victorian Folk style. 1-story hipped roof residence with full width recessed porch, historic-age rear addition with upper dormer, and attached garage. Clad in clapboard with brick veneer along podium. Fenestration includes vinyl sash windows and modern wood front door. Changes include the relocation of original stairway to porch and replacement of original fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1230	812 E 20th St *89408*	44470000	1925 Single Dwelling Side gable - Craftsman style. 1-story side-gabled residence with projecting front porch and likely historic-age shed-roofed addition at rear. Clad in lapped vinyl siding with scalloped wood shingles above porch. Fenestration includes wood sash cottage windows with full glass entry door. Changes include enclosure and covering of original stickwork porch and re-cladding.	Recommended not eligible. Lacks sufficient integrity.	
WA 1231	821 E 22nd St *89415*	44420000	1938 Single Dwelling Side gable - Cape Cod style. 1.5-story side-gabled residence with upper dormers and rear shed-roofed addition. Clad in vinyl siding with steel porch awning and apparently original multilight and 1-over-1 sash windows covered in protective storm glazing. Changes since construction include rear addition and re-cladding.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1232	817 E 22nd St *89411*	44400000	1938 Single Dwelling Gabled Front and Wing - Minimal Traditional style. 1.5-story residence with intersecting gables, covered porch, dormer, and prominent chimney. Clad in lapped vinyl siding with varying multi-light windows including original wood sash and modern vinyl sash units. Changes include new cladding, new windows, and the addition of the front porch since recorded in 1973.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1233	815 E 22nd St *89149*	44395000	1938 Single Dwelling WWII Era Cottage - Minimal Traditional style. 1-story hipped roof residence with wood simple drop siding. Fenestration includes multi-light wood windows often arranged at corners and solid wood door with diamond light. Alterations limited to replacement of original rear door and kitchen window.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of Minimal Traditional style.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1234	810 E 22nd St *89422*	44815000	ca. 1920 (moved ca. 1952) Single Dwelling Bungalow - Craftsman style. 1.5-story front-gabled residence with dormers, covered front porch, and attached rear garage. Clad in lapped wood and staggered shingles with modern vinyl windows and iron railings. Assessor build date is 1920; however, building not present on 1949 Sanborn. Likely moved in 1952 during highway construction. Residence heavily remodeled in 2006 leaving almost no trace of historic fabric or design.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	
WA 1235	2204 I St *89423*	44810000	ca. 1920 (moved ca. 1948) Single Dwelling American Foursquare - Craftsman style. 2.5-story hipped roof dwelling with side projection, front-facing dormer, wraparound porch, and attached garage. Clad in imitation wood fiber cement lapped siding with vinyl sash windows and modern entry door. Assessor build date is 1920; however, building not present on 1928 Sanborn. Likely moved before 1948 when first listed in directory. Changes include alterations to floorplan, cladding, and fenestration.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1236	2208 I St *89424*	44805000	1916 Single Dwelling Single dwelling - Craftsman style. 1.5-story front-facing gabled residence with dormers, recessed entry, and shed-roofed extension to side. Clad in grooved wood shingles with knee braces supporting overhang. Fenestration includes vinyl sash and grouped windows with modern leaded glass entry door. Changes include updates to fenestration and entry door.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1237	2212 I St *89425*	44800000	1940 Single Dwelling WWII Era Cottage - Minimal Traditional style. 1-story hipped roof residence with detached garage. Clad in roman brick wainscotting and grooved wood shingles above. Fenestration includes modern vinyl sash and fixed windows with false shutters and modern paneled entry door. Changes include loss of original fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1238	2220 I St	44792000	ca. 1950 Single Dwelling Single dwelling - No discernible style. 1.5-story dwelling with steeply pitched front gable roof and front addition topped by nested gable over recessed porch. Clad in imitation wood lapped fiber cement with vinyl sliding windows and stamped metal door. Assessor date of 1995 is incorrect and building not present on 1949 Sanborn. Changes include updated cladding, fenestration, front addition, and numerous interior alterations shown in 2021 rental listing.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1239	2221 H St / Marshall House *97181*	44780000	1915 Single Dwelling Single dwelling - Craftsman style. 1.5-story residence with complex intersecting gable roof and minimal overhang. Clad in shingles. Fenestration includes 1-over-1 and multilight vinyl sash windows and 4-light vinyl casement windows. Changes since construction have been extensive including expansions to footprint, and replacement of fenestration.	Potentially recommend no change from existing determination of NRHP not eligible (DAHP; 2009). Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1240	517 E Fourth Plain Blvd *89632*	44110000	1920 Religious Facility No steeple - Tudor Revival style. 1-story building with gable roof. Stucco and stone cladding with decorative half timbering and jig sawed bargeboards. Fenestration includes vinyl sash windows and one 6 light wood casement unit. Tudor character added in remodel between 2007 and 2011.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1241	513 E Fourth Plain Blvd *89633*	44120000	1940 Single Dwelling Side gable - Minimal Traditional style. 1-story side-gabled residence with covered stoop, prominent chimney, and attached garage. Clad in vinyl siding with vinyl sliding windows. Changes since construction include the replacement of original cladding and windows, as well as the removal of some window apertures.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1243	600 E Fourth Plain Blvd *89213*	17875000	1927 Multiple Dwelling Duplex-Spanish - Mission Revival style. 1-story flat roofed dwelling with arcaded porch, stucco cladding, and detached garage. Fenestration includes sliding vinyl windows, fixed arched windows, an arched wood entry door, and a full glass entry door with multi-light side lights. Changes include the replacement of the original sash windows between 2011 and 2014 and the original arched windows at an earlier date.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1244	608 E Fourth Plain Blvd *20321*	17890000	1923 Single Dwelling Bungalow - Craftsman style. 1-story side-gabled residence with covered front gable porch. Notable cobble masonry chimney and podium with lapped vinyl cladding above. Additional Craftsman detailing including knee braces and intricate porch roof piers. Original sash windows may be present behind aluminum frame storm covers. Changes include re-cladding, some updated fenestration, and removal of central knee brace.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1245	607 E 27th St	17870000; 17912000; 17910000	1978 Multiple Dwelling Duplex - Contemporary style. 1-story front-gabled dwelling with front carport divided by enclosed storage. Clad in slump block masonry inset with T1-11 plywood siding beneath windows and in gable peak. Rubble masonry veneer on chimney. Fenestration includes aluminum fixed and sliding widows. Changes include possible update to entry doors but otherwise largely intact.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of Contemporary style applied to duplex form.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1246	611 E 27th St *89473*	17865000	ca. 1938 (likely wrong) Single Dwelling Bungalow - Craftsman style. 1.5-story residence with nested front gables, front porch, and rear garage. Clad in lapped wood siding with shingled gable ends, fiber cement skirting, and battered columns. Fenestration includes grouped vinyl sash and sliding windows often with margin lights. Construction date may be wrong but limited data found. Changes include fenestration, cladding, and porch reconstruction.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1247	617 E 27th St *89474*	17880000	1915 Single Dwelling Bungalow - Craftsman style. 1-story side-gabled dwelling with covered front porch. Clad in wooden shingles and horizontal lapped siding with grouped vinyl cottage sash windows and a half glass wooden entry door. Changes include addition of front porch and replacement of fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1248	701 E 27th St *89475*	17900000	1936 Single Dwelling Side gable - Tudor Composite style. 1.5-story side-gabled residence with intersecting front gable above arched porch. Clad in imitation wood fiber cement lapped siding with vinyl casement, sash, and fixed windows. Changes include replacement of cladding and fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1249	711 E 27th St *89476*	16265000	1929 Single Dwelling Gable front and wing - Tudor Composite style. 1.5-story dwelling with intersecting gables, prominent chimney, catslide roof, and large detached garage. Clad in wood shingles. Fenestration includes arched vinyl windows in bay and vinyl sash units. Changes include updated fenestration, addition of porch, possible reconstruction of chimney, and addition to rear.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1250	814 E 26th St *89491*	16310000	ca. 1900 Single Dwelling Single dwelling - Victorian Folk style. 1-story with irregular footprint, covered front porch, side porch, and Dutch gable roof. Clad in tongue-and-groove siding with shingles. Fenestration is various including multi-light wood sash windows, wood sash cottage windows, aluminum casement windows, and multi-light wood doors. Changes include partial infill of porch, alterations to original fenestration, and addition of side porch.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1251	2611 I St *89490*	16370000	1939 Single Dwelling WWII Era Cottage - Minimal Traditional style. 1-story hipped roof dwelling with projecting front gable and rear addition. Undergoing recladding at time of survey. Changes include updated fenestration, updated cladding, and addition at rear.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1252	2613 I St *89489*	16380000	1941 Single Dwelling WWII Era Cottage - Minimal Traditional style. 1-story hipped roof dwelling with projecting front gable and lapped vinyl siding. Fenestration includes vinyl sliding and sash windows and a stamped metal entry door. Changes include replacement of original fenestration and cladding.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1253	900 E 27th St *89488*	17630000	1942 Single Dwelling WWII era cottage - Minimal Traditional style. 1-story hipped roof dwelling with detached garage. Clad in roman brick with stone veneer wainscotting along south elevation and tile roofing. Fenestration includes wood-frame sash windows with aluminum storm covers and awnings. Changes include the addition of aluminum storm windows over original windows.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of the Minimal Traditional style.	
WA 1254	2707 I St *89487*	17632000	1942 Single Dwelling WWII era cottage - Minimal Traditional style. 1-story hipped roof dwelling with attached garage and concrete stoop. Clad in lapped wood siding with vinyl slider windows with false muntins and a modern aluminum garage door. Changes include replacement of original fenestration and possible addition of garage within historic period.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1255	2709 I St *89486*	17634000	1942 Single Dwelling WWII era cottage - Minimal traditional style. 1-story hipped roof dwelling with attached garage and concrete stoop. Clad in vinyl siding with vinyl sash windows and a modern aluminum garage door. Changes include replacement of original fenestration, replacement of cladding, removal of accent window by entry, and creation of covered patio at rear.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1256	904 E 28th St *89485*	17275000	1947 Single Dwelling WWII era cottage - Minimal traditional style. 1-story hipped roof dwelling with attached garage and recessed entry. Clad in brick wainscotting beneath imitation wood lapped aluminum siding. Fenestration includes double-hung wood sash windows, a multi-light picture window, a plywood flush garage door, and a full glass entry door with glass block sidelights. Changes include replacement of original cladding, garage door, and addition of entry storm door.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local residential growth, representative example of the Minimal Traditional style.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1257	900 E 28th St *89484*	17278000	1945 Single Dwelling Side gable - Minimal traditional style. 1.5-story side-gabled dwelling with enclosed brick entry and attached rear garage. Clad in lapped aluminum siding with fenestration of vinyl sash windows, vinyl picture windows, a solid wood entry door with storm door, and half glass secondary door. Changes include the replacement of original fenestration, cladding, and connection to rear garage.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1258	901 E 29th St *89483*	17285000	ca. 1908 Single Dwelling Workingman's Foursquare - Victorian Folk style. 1-story hipped roof dwelling with rectangular footprint. Clad in wooden drop siding with projecting covered front porch and composition roofing. Fenestration includes wooden double-hung sash windows protected by aluminum storm windows and modern 4-panel door with upper fanlight. Changes include historic-age addition to rear, and replacement of entry door.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of the Workingman's Foursquare in Victorian Folk style.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1259	904 E 29th St *89482*	16815000	1945 Single Dwelling WWII era cottage - Minimal Traditional style. 1-story hipped roof dwelling with recessed porch and detached rear garage. Clad in asbestos shingles and composition roofing with fenestration of fixed plate glass windows, 2-over-2 wood sash windows, 6-light awning windows in basement, and wood paneled entry door. Changes include replacement of front-facing windows and door in addition to recladding.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1260	900 E 29th St *89481*	16810000	1950 Single Dwelling Single dwelling - Minimal Traditional style. 1-story front-gabled residence with covered stoop, prominent chimney, and infilled garage. Clad in combination brick masonry and lapped vinyl siding. Fenestration includes sliding aluminum-frame windows and paneled entry doors. Some windows have aluminum awnings. Changes since construction include infill of garage and replacement of original wood cladding.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1261	903 E 30th St *89479*	16820000	1942 Single Dwelling Side gable - Minimal traditional style. 1-story side-gabled residence with attached garage and covered porch. Clad in lapped wood siding with fenestration of vinyl sash windows, stamped metal garage door, and modern 4-panel door with fanlight. Changes include addition of front porch awning and replacement of all fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1262	901 E 30th St *89480*	16825000	1942 Single Dwelling Bungalow - Craftsman style. 1-story side-gabled dwelling with dormer, full width porch, attached garage, and rear covered patio. Clad in lapped wood siding with singled gable ends and composition shingle roofing. Fenestration includes vinyl sash windows with margin lights, a Craftsman style entry door with upper multi-light glazing, and a stamped metal garage door. Changes include updates to fenestration, addition of rear patio, and likely addition of front porch.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1263	902 E 30th St *89191*	13668000	1941 (moved 1951) Single Dwelling WWII era cottage - Minimal Traditional style. 1-story hipped roof dwelling with intersecting front-facing gable, gable covered entry, and semi-attached garage. Clad in stucco and brick masonry with scalloped vertical wood siding in gable end. Hipped roof with front gable wing. Brick and wood panel scalloped cladding. Fenestration includes 2-over-2 wood sash windows, original solid wood entry door, fixed picture window, and original wood 16-panel garage doors. Property moved in 1951 for highway construction. Further changes are limited to addition of plywood covering between main residence and garage, and possible update to picture window.	**Potentially recommended NRHP eligible: Criterion C (Criteria Consideration B).** Property moved in 1951 but remains a representative example of the Minimal Traditional style with a detached garage.	
WA 1264	904 E 31st St *89507*	16225000	1937 Single Dwelling Gable front and wing - Minimal Traditional style. 1-story side-gabled residence with front gable projection, covered stoop, and infilled side garage. Clad in lapped vinyl or aluminum siding with standing seam metal roofing. Fenestration includes sliding vinyl windows, aluminum sash windows, and fixed corner windows. Changes include recladding and reroofing, updated fenestration, and infill of original garage.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1265	902 E 31st St *89192*	16230000	1939 Single Dwelling Single dwelling - Minimal Traditional style. 1.5-story cross-gabled residence with hipped roof projection, covered stoop, and attached side garage. Clad in lapped fiber cement siding with composition roofing. Fenestration includes vinyl fixed and double-hung units, also stamped metal garage door. Changes include hipped roof addition to front, recladding, and updated fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1266	3201 I St *89508*	15970000	1930 Single Dwelling Side gable - Craftsman style. 1-story side-gabled residence with covered front porch. Clad in lapped fiber cement siding with composition roofing and knee braces. Fenestration includes vinyl sash and fixed windows with decorative upper muntins. Changes include recladding and updated fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1267	3205 I St *89509*	15975000	1925 Single Dwelling Side gable - Craftsman style. 1-story side-gabled residence with covered front porch and rear-gabled addition. Clad in asbestos shingles with composition roofing and stuccoed chimney. Fenestration partially obscured includes double-hung wood sash windows and fixed wood windows with entry door covered by security door. Aluminum awnings cover front windows. Changes include re-cladding, some updated fenestration, and rear addition (historic age).	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1268	3211 I St *89121*	15980000	1930 Single Dwelling Side gable - Craftsman style. 1-story side-gabled dwelling with covered porch and rear historic-age addition. Clad in wooden drop siding with wooden double-hung cottage sash windows, and 6-panel wood entry door. Changes include addition of posts to support porch roof, possibly update of original entry door, and rear addition within built historic period.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of the Craftsman style applied to a cottage form. Property is the best example of its type in APE.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1269	3215 I St *89510*	15985000	1950 Single Dwelling Single dwelling - Minimal Traditional style. 1-story front-gabled residence with rear addition. Clad in vinyl siding with composition roofing and sliding aluminum frame windows. Wooden porch covered by aluminum-frame awning. Changes include construction of rear addition, recladding, and updated fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1270	815 E 33rd St *556655*	16000000	1910 Single Dwelling Side gable - Victorian Folk style. 1-story side-gabled residence with covered front stoop, historic-age rear addition, and detached garage. Clad in wooden drop siding with composition roofing. Fenestration includes wood cottage sash windows and multilight casement windows. Changes since historic age include possible addition of front porch awning and screen door.	Recommended not eligible. Building likely moved. Lacks significance for listing under Criterion Consideration B.	
WA 1271	814 E 33rd St *554789*	15600000	1936 Single Dwelling Single dwelling - Minimal Traditional style. 1-story side-gabled residence with unusual chamfered corner entry and detached rear garage. Clad in imitation wood lapped fiber cement siding with vinyl sliding and sash windows, as well as modern paneled entry door with upper fanlight. Changes include some additions to footprint, recladding, and updated fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1272	904 E 33rd St *89194*	15675000	1936 Single Dwelling Side gable - Minimal Traditional style. 1-story side-gabled residence with covered stoop and rear addition. Clad in lapped wood siding with vinyl sash windows, a vinyl picture window, and a half glass 9-light entry door. Changes include replacement of original 2-over-2 wood sash windows after 2003 and addition of rear wing with carport.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1273	905 E 34th St *89516*	15680000	1931 Single Dwelling Gable front and wing - Tudor Composite style. 1-story side-gabled residence with projecting front gable and recessed porch. Clad in grooved wood shingles with wooden multi-light fixed, casement, and 1-over-1 sash windows. Modern stamped metal entry door with rounded stained-glass panel. Changes since construction appear limited to replacement of original entry door.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development and a representative example of the Tudor Composite style.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1274	901 E 34th St *89515*	15690000	1930 Single Dwelling Gable front and wing - Tudor Composite style. 1.5-story side-gabled residence with projecting cross gable including catslide roof above recessed arched entry. Detached garage in rear. Clad in imitation wood aluminum lapped siding with composition roofing. Grouped wood sash windows and multi-light casement windows Likely addition to rear, possibly within historic period. Changes include addition, possible updates to some windows, and recladding. Built by A. E Collins in 1930, the house was the residence of Day W. Hilborn and family ca. 1934 to 1941. Hilborn retains a strong association with his self-designed residence at 3715 Clark Ave.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1275	900 E 34th St *89514*	15230000	ca. 1930 Single Dwelling Single dwelling - Minimal Traditional style. 1-story side-gabled dwelling with projecting front porch, attached patio awning, and detached garage. Clad in lapped vinyl siding with T1-11 plywood siding in gable. Side gable roof. Wood lapped cladding. Fixed metal windows. Covered porch with front gable roof and metal posts.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1276	3400 I St	15280000	1930 Single Dwelling Side gable - No discernible style. 1.5-story side-gabled residence with a shed-roofed front porch and infilled carport alongside. Clad in lapped wooden siding with vertical wood siding in gable peaks and standing-seam metal roof. Fenestration includes aluminum sash windows and small 4-light fixed windows in gable peaks. Alterations since construction include the addition of the infilled carport, the alteration of the fenestration, and the possible addition of the front porch.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1277	3409 I St *89242*	15241000	ca. 1930 Single Dwelling Bungalow - Craftsman style. 1.5-story dwelling with front-facing gable roof and covered front porch supported by classical columns. Clad in lapped wooden siding with fenestration consisting of 3-over-1 double-hung sash windows and a multi-light entry door. Alterations since construction include a rear addition (possibly historic-age), and updated vinyl fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1278	3415 I St *89513*	15250000	1925 Single Dwelling Side gable - No discernible style. 2-story side-gabled dwelling with 1-story center and 2-story extension. Clad in lapped wooden siding with sliding aluminum-frame windows and a multi-paneled wooden entry door. Changes since construction include 2-story addition, replacement of original windows, and replacement of original fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1279	3410 I St	15270000	1930 Single Dwelling Bungalow - Craftsman style. 1.5-story side-gabled residence with front-gabled front porch and jerkinheads at each gable peak. Clad in vinyl siding with composition roofing. Fenestration consists of multilight sliding vinyl windows. Changes include replacement of original porch supports, original cladding, and original fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1280	3414 I St	15260000	1930 Single Dwelling Side gable - Minimal Traditional style. 1-story side-gabled residence with L-shaped footprint. Includes covered front porch and patio and detached rear garage possibly connected by overhang. Clad in vertically orientated grooved plywood siding with sliding aluminum-frame windows and composition roofing. Changes since construction include rear addition, replacement of fenestration, replacement of cladding, addition of patio, and connection to rear garage.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1281	814 E 35th St *544826*	15039000	1947 Single Dwelling Ranch - Modern style. 1.5-story side-gabled residence with attached garage and carport and covered front porch. Clad in roman brick wainscoting with stucco above and horizontally orientated scalloped wood siding in gable end. Fenestration includes aluminum fixed and sliding, as well as vinyl sash windows. Changes since construction include addition of garage and carport and likely extension of original residence, and replacement of original fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1282	900 E 35th St *89511*	15090000	1930 Single Dwelling Gable front and wing - Tudor Composite style. 1.5-story side-gabled residence with a projecting front-facing gable, recessed porch, and minimal eaves. Clad in vinyl lapped siding with aluminum-frame sliding windows. Changes since construction include replacement of cladding, replacement of windows, and some changes to interior floorplan and finishes.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1283	904 E 35th St *89512*	15080000; 15095000	1930 Single Dwelling Side gable - Minimal Traditional style. 1-story side-gabled dwelling with covered front gabled front stoop and minimal eaves. Clad in lapped wood siding with a composition roof. Fenestration includes 3-over-1 double-hung sash windows, fixed picture window, and multi-panel metal entry door. Alterations since construction include replacement one window grouping with picture window and replacement of door.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1284	3504 I St	15037000	1953 Single Dwelling Side gable - Minimal Traditional style. 1-story side-gabled dwelling with attached front porch and irregular footprint. Lapped vinyl cladding with sliding vinyl windows and composition roofing. Changes since construction include additions on rear, changes to cladding, and changes to fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1285	3508 I St	15035000	1942 (moved ca. 1950) Single Dwelling Side gable - Minimal Traditional style. 1-story side-gabled dwelling with covered front-gabled stoop, rear additions, and detached rear garage. Clad in grooved wood shingles with vinyl sash windows flanked by vinyl shutters. Assessor build date is 1942; however, building not present on 1949 Sanborn. Likely moved during highway construction. Other changes since construction include the addition of the porch roof, additions to rear, and changes to fenestration.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	
WA 1286	811 E 36th St *567195*	15030000	1941 (moved 1951) Single Dwelling Single dwelling - Minimal Traditional style. 1.5-story dwelling with a complex roofline of intersecting gable roofs, a corner entry, and an angled addition off side. Clad in imitation wood fiber cement lapped cladding with board and batten in gable peaks. Fenestration includes vinyl sash and vinyl fixed windows. Property moved in 1951. Other changes since construction include substantial alterations to its footprint, massing, cladding, and fenestration.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1287	3515 I St *89379*	15105000	1942 (moved 1950) Single Dwelling Side gable - Minimal traditional style. 1-story side-gabled dwelling with a rectangular footprint and detached rear garage. Clad in imitation wood aluminum lapped siding with roman brick wainscotting along one corner. Fenestration includes fixed aluminum-frame windows. Dwelling not present on 1949 Sanborn but noted as remodeled in 1950 from newspaper permits. Likely moved from original location. Alterations since remodel include possible rear addition, replacement of cladding, replacement of entry door, and addition of shutters.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	
WA 1288	810 E 36th St *550857*	14795000	1950 Single Dwelling Side gable - Minimal Traditional style. 1-story side gabled residence with a detached garage connected by covered walkway. Clad in brick masonry and vinyl lapped siding. Fenestration includes fixed, sliding, and sash vinyl windows and an aluminum garden window. Changes since construction include updated cladding, updated fenestration, and covered walkway to garage. Additional changes with garden shed/structures.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1289	3605 I St *89378*	14765000	1955 Single Dwelling Single dwelling - Contemporary style. 1-story front-gabled residence with nested gabled garage and overhanging eaves supported by exposed beams. Clad in lapped vinyl siding with vinyl sliding windows and original wood garage door. Changes since construction include replacement of original cladding and original windows.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1290	3609 I St *89377*	14766000	1920 (possibly moved ca. 1935) Single Dwelling Side gable - Craftsman style. 1-story side-gabled residence with jerkinheads in its gable peaks, a side addition, and an enclosed front porch. Exterior clad in plywood siding secured by battens with multi-light sliding vinyl windows. Assessor build date is 1920; however, building not present in 1928 Sanborn. Possibly moved in 1930s with first directory listing in 1938. Alterations since construction include side addition, changes to cladding, changes to fenestration, and enclosure of original front porch.	Potentially recommended not eligible. Building possibly moved. Lacks sufficient integrity for listing under Criterion Consideration B.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1291	3615 I St *89376*	14768000	1924 (moved ca. 1952) Single Dwelling Single dwelling - Craftsman style. 1-story front-facing gable roofed dwelling with covered stoop, rear addition, and concrete masonry unit (CMU) foundation. Clad in lapped wood siding with vinyl sash, sliding, and fixed windows. Front entry door is multi-light half glass vinyl or stamped metal unit. Assessor build date is 1924; however, not present on 1949 Sanborn. Likely moved before first directory listing in 1952. Other changes since construction include replacement of fenestration, addition of basement, and side addition.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	
WA 1292	3701 I St *89375*	14686000; 14690000; 14691000	1930 (moved ca. 1970–1978) Single Dwelling Side gable - Minimal Traditional style. 1.5-story side-gabled dwelling with covered stoop, detached garage, upstairs porch, and minimal roof overhang. Clad in grooved wood shingles with a standing-seam metal roof. Fenestration includes aluminum sash and sliding windows, sliding aluminum doors, and a multi-paneled wood entry door. Assessor build date is 1930; however, building not present 1949 Sanborn. Likely moved. Changes since construction include addition of porch, rear addition, expansion of stoop, expansion of garage, alteration of roof cladding, and alteration of fenestration.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1293	3712 I St *89353*	14600000	1948 Single Dwelling Side gable - Minimal Traditional style. 1-story side gabled residence with minimal overhang, an enclosed front porch, rear covered patio, and detached garage. Clad in grooved wood shingles and lapped aluminum siding. Fenestration includes vinyl sash windows and full glass entry door. Changes since construction include replacement of fenestration, replacement of some cladding, and addition of rear patio.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1294	811 E 38th St *89354*	14590000	1938 Single Dwelling Single dwelling - Craftsman style. 1-story dwelling with front-facing gable roof with jerkinheads and gable covered porch with jerkinhead. Detached garage at rear. Grooved wood shingle cladding. Fenestration includes storm windows over original 1-over-1 wood sash windows and one 3-light wood window (fixed?). Alterations include addition of aluminum storm windows, replacement of front door, and historic-age rear addition.	**Potentially recommended NRHP eligible: Criterion A.** Associated with local neighborhood development.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1295	3917 I St *89359*	12885000	1949 Single Dwelling Side gable - Minimal Traditional style. 1-story side-gabled residence with recessed corner porch. Clad in imitation wood fiber cement lapped siding with vinyl sliding and sash windows. Alterations since construction include replacement of original cladding and fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1296	3615 K St	20245000	1958 Multiple Dwelling Ranch - Contemporary style. 1-story side-gabled duplex with projecting front gables and front paired garages. Clad in vertical grooved plywood siding with lapped wood gable peaks. Fenestration includes stamped aluminum garage doors, and vinyl sliding and sash windows. Alterations since construction include changes to footprint with front-facing gables and garages. Additional changes include replacement of fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1297	3607 K St *89571*	20243000	1930 (moved ca. 1950) Single Dwelling Side gable - Craftsman style. 1-story side-gabled residence with projecting front gable and gable-covered stoop. Clad in vinyl lapped siding with a composition shingle roof. Fenestration includes vinyl sash windows and a vinyl door with a half glass oval. Minimal ornamentation survives including some knee braces. Assessor build date is 1930, however, building not present on 1949 Sanborn. Likely moved for highway construction. Changes since construction include replacement of original cladding and fenestration.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	
WA 1298	3601 K St *89572*	20241000	1963 Single Dwelling Ranch - No discernible style. 1-story side-gabled residence with projecting front-gabled attached garage. Clad in lapped wooden siding, as well as sheet masonry applied on garage and used as wainscotting on principal elevation. Fenestration includes sliding vinyl windows, a stamped aluminum garage door, and a vinyl entry door with a half glass oval. Changes since construction include the replacement of original cladding and fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1299	3511 K St *89573*	20240000s	1940 Single Dwelling Gable front and wing - Victorian style. 1-story dwelling with L-shaped footprint, intersecting gable roof, and covered porch. Clad in vinyl siding with composition roofing. Fenestration includes vinyl sliding windows with false muntins. Changes include multiple expansions of building footprint, replacement of fenestration, relocation of entry door, and recladding.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1300	3509 K St *89574*	20230000	1930 Single Dwelling Single dwelling - Minimal Traditional style. 1-story with intersecting gable roof and asymmetric front gable. Clad in grooved wood shingles and grooved vertical plywood siding. Fenestration includes aluminum-frame picture and sliding windows and paneled door with fanlight. Changes include expansion of front gable, partial recladding with T1-11, replacement of the original fenestration, and removal of chimney.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1301	3213 K St	15830000	1960 Single Dwelling Ranch - Minimal Traditional style. 1-story dwelling with L-shaped footprint and intersecting gable roof. Clad in grooved wood singles with vertical wood siding and T1-11 plywood siding. Fenestration includes aluminum-frame picture and sliding. Alterations include infill of original garage using T1-11 cladding.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1302	3214 K St *89498*	15840000	1928 Single Dwelling Single dwelling - Mansard style. 1-story dwelling with low mansard roof and covered porch. Clad in horizontal vinyl siding with composition roofing. Fenestration includes vinyl sash windows and modern paneled door with vinyl sidelights. Changes difficult to assess without early photo but appear to include alteration of roof form, replacement cladding, replacement fenestration, and updated porch.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1303	3208 K St *48989*	15850000	1921 Single Dwelling Bungalow - Craftsman style. 1.5-story front-gabled building with recessed corner porch. Clad in wooden drop siding with vinyl windows and a modern front door. Some Craftsman features present in decorative knee braces and grouped windows. Since construction, building's fenestration has been replaced and its front porch altered with a new balustrade and stairway.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1304	3204 K St *89500*	15860000	1913 Single Dwelling Bungalow - Craftsman style. 1-story side-gabled residence with L-shaped footprint and recessed corner porch. Clad in grooved vertical plywood siding with wood shingles and unusual wood paneling in gable peaks. Fenestration includes sliding vinyl windows. Since construction, an original shed dormer has been removed, windows have been replaced, and decorative timberwork has been removed along porch. Front porch may also have originally been full length. If extant, porch was altered within historic period.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1305	3200 K St *89501*	15870000	1939 Single Dwelling WWII Era Cottage - Minimal Traditional style. 1-story building with irregular plan, hipped roof, and detached rear garage. Clad in imitation wood lapped vinyl siding. Original windows have been replaced by likely vinyl fixed and 1-over-1 sash windows. Since construction, exterior has been re-clad, windows have been wholly replaced, and small porch has been added along principal east elevation.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1306	3114 K St *89502*	13455000	1942 Single Dwelling Side gable - Minimal Traditional style. 1.5-story side-gabled building with rectangular footprint, rear detached garage, and front-gabled front porch. Clad in imitation wood lapped vinyl siding with vinyl picture windows and vinyl sash windows. Since construction, building has been reclad and its windows wholly replaced.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1307	3106 K St *89503*	13470000	1966 Multiple Dwelling Duplex - Contemporary style. 1-story building with L-shaped footprint and cross gabled roof with swept-back peak. Clad in lapped wood siding with T1-11 plywood siding in peaks. Fenestration includes sliding vinyl windows, paneled entry doors, and multi-light double doors. Since construction, fenestration has been replaced and a carport has been added onto the building's west end.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1308	3100 K St *89504*	13471000	1910 Single Dwelling Side gable - Queen Anne style. 1.5-story side-gabled building with projecting front gable and covered front and side porches. Clad in lapped vinyl siding with imitation wood shingle vinyl roofing. Some windows obscured—most appear to be 1-over-1 wooden double-hung sash units. Changes include recladding and front porch column has been replaced with wood post.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1309	3014 K St *89505*	13700000	1925 Single Dwelling Gable front and wing - Tudor Composite style. 1-story residence with high-pitched cross gabled roof with sloped front gable wing covering arched recessed entry. Clad in grooved wood shingles with prominent stuccoed chimney. Fenestration includes modern vinyl fixed and sliding windows, and wooden 6-light windows. Since construction, building has been extended to rear and most windows have been replaced.	Recommend Not Eligible. Lacks sufficient integrity.	
WA 1310	3012 K St *89506*	13710000	ca. 1925 Single Dwelling Side gable - Cape Cod style. 1.5-story side-gabled residence with two dormers flanking intersecting gable of covered front porch. Clad in asbestos cement siding. Fenestration includes vinyl multi-light windows, original wooden multi-light windows, and modern four panel door with upper fanlight. Changes include recladding, some new fenestration, the removal of the chimney, and the alteration of the front porch piers.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1311	3004 K St *89119*	13720000	1961 Multiple Dwelling Duplex - Contemporary style. Front-facing gable roof with recessed corner windows. Clad in roman-style brick wainscotting beneath lapped wooden siding. Principal elevation features tripartite sliding vinyl windows. Fenestration has been replaced since construction.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1312	2914 K St / William J. and Belle Kinney Residence *89659*	16750000	ca. 1909 Single Dwelling American Foursquare - Classical Revival style. 2.5-story building topped by hipped roof with dormer. Principal entry covered by semi-circular balcony supported by classical columns. Balcony flanked on second floor by bay windows. Exterior clad in wooden clapboard with classical detailing including balusters, dentils, and modillions. Fenestration includes multi-light wooden casement windows likely multi-light vinyl sash windows in addition to 4-light wooden slider windows. Alterations since construction include replacement of some windows and likely addition to rear constructed during historic period.	**Potentially recommended NRHP eligible: Criteria A, B, and C.** Associated with local neighborhood development, associated with William and Belle Kinney, representative example Classical Revival style.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1313	2816 K St *89660*	17290000	1959 Single Dwelling Split-Level - Contemporary style. 1.5-story residence with full-light basement, irregular footprint, and low-pitched hipped roof. Basement level clad in roman-style brick masonry with upper levels clad in lapped wood and horizontal wood cladding. Fenestration includes aluminum sliding windows and solid wood front door with decorative side lights covered by shed-roofed porch. Original garage infilled with stamped metal 4-panel door and multi-light vinyl window. Detached garage at rear of property. Since construction, garage has been infilled and shed roof added above principal entry.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1314	2800 K St *89661*	17300000	ca. 1920 Single Dwelling Bungalow - Craftsman style. 2-story side-gabled building with dormer and detached rear garage. Clad in wooden false bevel drop siding and wood shingles with exposed eaves, knee braces, and an enclosed front porch. Fenestration consists of vinyl sash windows and 2-over-2 double-hung wood sash windows along enclosed porch. Alterations include removal of upper porch in front of central dormer, enclosure of original recessed porch, and replacement of much original fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1315	2700 K St *89661*	17586000	1917 (moved ca. 1952) Single Dwelling Bungalow - Craftsman style. 1.5-story side-gabled residence with porch covered by front-facing gable and dormer added to rear. Detached garage at rear. Clad in horizontal lapped wood siding with composition roofing. Fenestration includes wood cottage sash windows and multilight windows. Some Craftsman detailing in stickwork around porch. Assessor build date is 1917; however, building not present on 1949 Sanborn. Likely moved for highway construction with first directory entry in 1952. Changes include addition of dormer at rear, and replacement of original front door.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	
WA 1316	2614 K St *89663*	17925000	1938 Single Dwelling Single dwelling - Minimal Traditional style. 1.5-story front-gabled residence with rear hipped addition and stoop cover. Clad in lapped wood siding with composition roof. Fenestration includes vinyl sash and sliding windows, also half-glass entry door and 6-panel metal doors. Changes since construction include rear addition since 1973, and updates to fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1317	2610 K St *89664*	17935000	1942 Single Dwelling Side gable - Cape Cod Revival style. 1.5-story side-gabled residence with covered stoop and small-scale historic-age side addition. Clad in grooved wood shingles with vertical wood siding in gable ends and composition roof. Fenestration includes vinyl fixed and sash windows and 6-panel metal entry door. Changes include side addition and replacement of fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1318	2600 K St *89665*	17950000	ca. 1920 Single Dwelling Side gable - Craftsman style. 1.5-story front-gabled dwelling with jerkinhead, prominent chimney, and formerly detached garage connected by covered walkway. Clad in vinyl siding with standing seam metal roof. Fenestration includes vinyl sash and sliding windows, multi-light half-glass metal door, and 4-panel metal door with upper fanlight. Changes include recladding, replacement of fenestration, addition of side porch, and addition of rear walkway.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1319	1200 E Fourth Plain Blvd / Vancouver Barracks National Cemetery *20317*	38279906	1882 Cemetery No discernible form - No discernible style. Triangular cemetery with river cobble gateways. Includes mature vegetation along with combination of institutional and non-standard headstones.	**Potentially recommend no change from existing determination of NRHP eligible (DAHP; 2016).** Cemetery associated with the growth of the Vancouver Barracks.	
WA 1320	1401 E 29th St / St. James Acres Catholic Cemetery / Mother Joseph Catholic Cemetery of Vancouver	17450000	1871 Cemetery No discernible - No discernible style. Irregular-shaped cemetery with variety of headstones dating from late-nineteenth century to present. Longstanding Catholic cemetery connected to original St. James congregation.	**Potentially recommended NRHP eligible: Criterion A and Criterion Consideration D.** Cemetery associated with the development of Vancouver and its Catholic residents.	
WA 1321	1200 Fort Vancouver Way / Clark County Utilities *545211*	38279918	1956 Public Works No discernible form - Modern style. Large-scale 3-story service center with rectangular footprint and flat roof. Includes double height colonnades.	Potentially recommend no change from existing determination of NRHP not eligible (DAHP; 2020).	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1322	WA-14 / Confluence Land Bridge	38279927	2008 Park No discernible form - No discernible style. Large-scale reinforced concrete pedestrian bridge constructed over SR 14. Roughly U-shaped footprint connects Old Apple Tree Park to Fort Vancouver. Bridge supports variety of native plantings and permanent Indigenous art installations. Includes contributions by architect Johnpaul Jones, artist/architect Maya Lin, and artist Lillian Pitt. Few changes have been made since construction.	Potentially recommended not eligible. Lacks requisite significance for listing under Criterion Consideration G at present time.	 Note: Note: owing to resource size, image is derived from current 3D program models.
WA 1323	SR 14, State Road No. 8, North Bank Highway *33243*	Multiple	ca. 1905, original; substantially altered 1984 Road-related (vehicular) Paved roadway stretching from Vancouver to Maryhill roughly paralleling north shore of Columbia River. Roadway includes four lanes and various on and off ramps within project area. Historic components of roadway are generally limited to alignment. Portions within project area west of SR 14 milepost 0.52 were completed in 1984.	Potentially recommended not eligible. Segment completed outside of historic period and not yet 40 years old or older. Segment does not contribute to larger linear structure outside of APE.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1324	Fort Vancouver Alleé	Multiple	ca. 1850s Cultural landscape From the Vancouver National Historic Reserve Cultural Landscape Report, October 2005: "The Civilian Conservation Corps were instrumental in introducing substantial plantings of canopy trees throughout Vancouver Barracks. Ornamental plantings were also added at the same time that new barracks buildings were constructed, and an alleé of trees was planted along the north-south river road. By the end of this time period, the upland Douglas fir forest was virtually gone due to expansion of city grid, and only a few remnants of the forest remained."	**Potentially recommended NRHP eligible** as a contributing resource to the existing Fort Vancouver National Historic Reserve Historic District.	
WA 1325	100 Columbia St / Port of Vancouver Terminal 1 Dock [beneath former Red Lion Inn] *721495*	502250000, 502246000, 502245000, 502240000	1921 Water-Related Utilitarian - No discernible style. Largescale rectangular dock supported by wood, steel, and concrete piles beneath wood and concrete decking all covered by poured concrete. Structure repeated altered with significant expansion in 1991.	Potentially recommended no change from existing determination of NRHP not eligible (DAHP; 2022). Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1326	514 E 15th St *33604*	40550000	1920 Single Dwelling No discernible form - Craftsman style. 1-story front gabled residence clad in staggered wood shakes. Fenestration includes sliding aluminum frame windows and stamped metal door. Changes since construction include all fenestration, cladding, and possible alterations to an original porch.	Potentially recommended no change from existing determination of NRHP not eligible (DAHP; 2021). Lacks sufficient integrity.	
WA 1327	610 E 25th St, Vancouver, WA 98663 / Arnada Park	45040000, 45150000, 45140000, 45195000, 44060000, 44070000, 44080000	1934 Park Park - No discernible style. Originally a ballfield constructed in 1934 by New Deal. Converted in 1979 to an open recreation field and playground, surrounded by paths. Trees along periphery screen from neighborhood and roadways. Field, paths, and plantings remain original to the 1979 re-design. Playground was modified and a gazebo added in 1992.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1328	815 E 29th St *559445*	17200000	1945 Single Dwelling Single dwelling - No discernible style. 1-story front gabled residence with wooden side porch. Clad in vinyl siding with sliding aluminum windows. Changes since construction include cladding, fenestration, and porch.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1329	809 E 29th St *544798*	17190000	1951 Single Dwelling No discernible form - Modern style. 1-story residence with hipped roof. Walls constructed from brick masonry with fixed picture windows and attached garage topped by hipped roof with dovecote. Changes since construction appear limited to replacement of original garage door.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of the Modern style.	
WA 1330	810 E 29th St *544804*	16850000	1941 Single Dwelling Single dwelling - No discernible style. 1-story hipped roof residence with detached garage and wraparound porch with turned wood posts and brackets. Clad in vinyl lapped siding. Fenestration includes vinyl front bay window and aluminum 1-over-1 windows. Changes since construction include Victorian elements, cladding, fenestration, and alterations to plan.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1331	815 E 30th St	16830000	1907 Single Dwelling Single dwelling - Craftsman style. 1.5-story residence with steeply pitched front gable roof and flared eaves, and projecting front porch. Clad in asbestos shingle siding with vinyl sash windows. Changes include cladding, fenestration, and rear addition.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1332	2805 K St *552704*	17380000	1910 Single Dwelling Gable front and wing - No discernible style. 1-story dwelling with intersecting gable roofs and shed-roofed front bays. Clad in imitation-wood metal siding with vinyl windows and modern front door. Changes since construction include cladding, fenestration, and likely projecting front bays and porch.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1333	2811 K St *551453*	17390000	1965 Single Dwelling Ranch - Prairie Ranch style. 1-story residence with Roman brick masonry, low-pitched hipped roof, and overhanging eaves. All windows have been replaced with vinyl equivalents and all doors replaced with stamped-metal multi-panel equivalents.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1334	1105 E 29th St *551887*	17395000	1940 Single Dwelling Gable front and wing - No discernible style. 1-story dwelling with intersecting gable roof and covered porch. Clad in imitation wood and shingle fiber cement siding with vinyl sash and sliding windows and modern front door. Changes include cladding fenestration, and alterations to porch.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1335	2911 K St *557001*	19890000	1915 Single Dwelling Single dwelling - Craftsman style. 1.5-story residence with steeply pitched intersecting gable roof and recessed front porch. Clad in imitation lapped wood and fish scale fiber cement siding. Fenestration includes original wood sash windows with decorative upper sash and replacement vinyl sash windows. Changes include cladding, fenestration, and the addition of Victorian style stickwork between 2014 and 2015.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1336	3200 I St	16030000	1930 Single Dwelling Demolished 2021.	Resource demolished. No further action recommended.	
WA 1337	809 E 33rd St *561282*	16010000	1930 Single Dwelling Side gable - Minimal Traditional style. 1-story side gabled residence with lapped vinyl siding. Fenestration includes vinyl sash windows with false shutters and modern front door. Alterations include cladding, fenestration, front porch railing, and a new rear addition.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1338	3306 I St *557060*	15590000	1950 Single Dwelling Workingman's Foursquare - Minimal Traditional style. 1-story hipped roof dwelling with shed-roofed porch clad in lapped wood siding. Fenestration includes fixed, sash, and sliding vinyl windows. Changes since construction include new fenestration and new porch covering.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1339	815 E 34th St *554087*	15570000	1930 Single Dwelling Side gable - Craftsman style. 1-story side gabled dwelling with projecting front porch. Clad in lapped wood siding with original wood sash windows and half glass door, as well as modern stamped metal door, vinyl sash and sliding aluminum windows on side and rear. Changes since construction include updated fenestration and new of side porch covering.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1340	3207 K St *552755*	13200000	1910 Single Dwelling Single dwelling - Dutch Colonial Revival style. 2-story gambrel roofed dwelling with shed dormers. Clad raked wood shingles with T1-11 skirting. Fenestration includes wood sash windows with decorative tops covered by aluminum storms. Strong association with stylist Ann Sharkey who operated business from residence. Changes since construction include addition of front porch, possible small-scale addition to rear, and updated skirting. Additional research needed to determine possible presence of original recessed porch.	**Potentially recommended NRHP eligible: Criteria A and C.** Associated with local neighborhood development, representative example of the Dutch Colonial Revival style.	
WA 1341	3307 K St *89497*	15810000	1925 Single Dwelling Side Gable - Craftsman style. 1-story side gabled dwelling with jerkinheads and projecting porch cover. Clad in imitation wood aluminum siding with combination of multilight wood casement and sash windows covered by aluminum storms and sliding and sash vinyl windows. Changes include windows and shed-roofed rear addition altering roofline.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1342	3309 K St *89496*	15800000	1920 Single Dwelling Single dwelling - No discernible style. Front gabled dwelling with L-shaped footprint including projecting porch and bay window. Stone masonry wainscotting and chimney on rear wing while remainder clad in aluminum siding. Fenestration includes multi-light vinyl sash windows. Alterations include plan, fenestration, and cladding.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1343	3401 K St *89495*	15780000	1940 Single Dwelling Side gable - Minimal Traditional style. 1-story side gabled residence with covered porch. Clad in heavily embossed imitation wood siding; possibly vinyl or fiber cement. Fenestration includes wood sash windows with aluminum storms. Changes since construction include alterations to cladding.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1344	3409 K St *89494*	15760000	1920 Single Dwelling Side gable - Craftsman style. 1-story side gabled residence with projecting front porch clad in simple wooden drop siding. Multiple additions added to rear. Fenestration includes sliding and sash multi-light vinyl windows. Changes since construction include alterations to building's plan and windows.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1345	3415 K St *89188*	20320000	1928 (moved 1955) Single Dwelling Bungalow - Craftsman style. 1.5-story front gabled residence with projecting enclosed porch. Clad in lapped wood siding with a combination of wood sash and casement windows and vinyl sash and sliding windows. Changes include enclosure of original front porch and alterations to fenestration.	Potentially recommended not eligible. Building likely moved. Lacks sufficient integrity for listing under Criterion Consideration B.	
WA 1346	3708-3710 L St *561930*	19950000	1967 Multiple Dwelling Duplex - Modern style. 1-story dwelling with L-shaped footprint and gabled roof partial basement with garage. Clad in lapped wood siding and T1-11 plywood siding. Fenestration includes modern vinyl sliding windows and modern entry and garage doors. Changes since construction include fenestration and porch step reconstructions.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1347	3708 I St *89374*	14610000	1910 Single Dwelling Side gable - No discernible style. 1-story dwelling with side gable roof and shed-roofed porch. Clad in lapped vinyl siding with vinyl singles in gable peaks. Addition constructed onto rear. Fenestration includes vinyl sliding and sash windows.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1348	3721 H St *89269*	14675000	1940 Single Dwelling Side gable - Minimal Traditional style. 1.5-story dwelling with side gable roof and projecting entry and recessed corner porch. Largescale addition to rear connects to attached garage. Clad in lapped and shingled wood siding, as well as T1-11 plywood on garage. Fenestration includes modern fixed and sash vinyl windows. Changes include addition built between 2014 and 2017, and new fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1349	3801 H St *89355*	13930000	1928 Single Dwelling Single dwelling - French Norman style. 1-story dwelling with intersecting gable roof with jerkinheads and corner entry surrounded by brick quoins. Clad in stucco with both multilight vinyl and wood sash windows. Changes include replacement of fenestration and use of imitation red tile roof shingles added between 2017 and 2020.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1350	3803 H St	13940000	1971 Multiple Dwelling Duplex - Contemporary style. 1-story brick masonry duplex with front gable roof and attached carport. Constructed from brick masonry with T1-11 plywood siding in gable peaks. Fenestration includes original fixed narrow light windows with colored glass and modern vinyl sliding windows Changes include window replacement and the addition of carport.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1351	3809 H St *89268*	13950000	1928 Single Dwelling Workingman's Foursquare - Minimal Traditional style. 1-story dwelling with hipped roof and covered porch. Constructed from brick with unique Flemish bond. Fenestration has been replaced with modern vinyl units. Other changes include possible alterations to front porch supports and door.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1352	3811 H St *558526*	13960000	1967 Business Strip Commercial - Modern style. 1-story commercial building with L-shaped footprint around parking area. Constructed from variegated brick masonry topped by intersecting gable roof With T1-11 plywood siding in gable peaks. Fenestration includes modern sliding vinyl windows and stamped multi-panel metal doors.	Potentially recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
WA 1353	3814 H St *89360*	13980000	1931 Single Dwelling Gable Front and Wing - Tudor Composite style. 1.5-story side gabled residence with catslide roof across arched entry. Clad in imitation wood fiber cement siding with modern vinyl fixed, sliding, and sash windows, as well as modern stamped metal door. Includes original eyebrow window in roof. Changes since construction include cladding and fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD ID	Tax Lot	Construction Date / Alteration Date / Physical Description	National Register Recommendation	Photograph of Resource
WA 1354a	3907 H St *565119*	12825000	1917 Single Dwelling Single dwelling - Tudor Composite style. 1.5-story gable roofed dwelling with steeply pitched covered entry supported by decorative knee braces. Clad in T1-11 siding with paired vinyl sash windows and stamped metal entry door. Changes since construction include a likely shed-roofed addition to north, replacement of cladding, and modern fenestration.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1365b	3907 H St	12825000	1920 Single Dwelling Single dwelling - No discernible style. 1-story front gabled dwelling clad in T1-11 plywood siding. Fenestration includes sliding vinyl windows and a modern entry door with leaded glass. Alterations include replacement of building's cladding and fenestration. Possible early conversion from garage to residential purpose.	Potentially recommended not eligible. Lacks sufficient integrity.	
WA 1355	4400 NE Leverich Park Way / Leverich Park	Multiple	1954 Park Park - No discernible style. Original design by Portland landscape architect David E. Thompson. Open fields, pedestrian paths, groves of trees, a picnic shelter, and a footbridge across Burnt Bridge Creek remain original. A new restroom building, playground, a second bridge, and new picnic tables added in 1983-1984. Original access road alignment and restroom were also modified 1983-1984.ss	Potentially recommended not eligible. Lacks sufficient integrity.	

Table 2. Washington Cultural Resource in the IBR Survey Area Found to be Out of Period.[7]

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
WA 1110	404 E 15th St / Davies Homes / United Building	40440000	1971 with 1983 completion. Business	Additional research indicates resource is out of period.	
WA 1212	415 E Mill Plain Blvd / M.H. Zoller Co / Cano Real Estate	39690000	1984 Professional	Additional research indicates resource is out of period.	

[7] Resources in this table were initially evaluated as historic-age resources based upon incorrect data from the Clark County Assessor, as well as other sources. Additional research indicated all of them were constructed or fully constructed outside of the historic period for IBR.

Map ID	Address / Historic Resource Name / Current Resource Name	Tax Lot	Construction Date / Alteration Date / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
WA 1242	NE Corner I-5 and E McLoughlin Blvd / Former WSDOT Rest Area	38279909	1983–1986	Additional research indicates resource is out of period.	ca. 1985. Courtesy of WA State Archives.

Historic Context Statements

Contact and the European Exploration of the Columbia River (Late 1700s–Early 1800s)

In 1792, American Captain Robert Gray (1755–1806) became the first European American explorer to enter the mouth of the Columbia River—so named after his ship the *Columbia Rediviva*—and cross the treacherous river bar. Gray's crew did not traverse far upstream due to weather conditions but made it as far as what is now known as Gray's Bay.[8] Later that same year, English explorer, Captain George Vancouver (1757–1798) sent his lieutenant, William Broughton (1762–1821), to navigate and chart the depths of the Columbia River. Broughton traveled approximately 100 miles upstream, ultimately reaching the mouth of the Sandy River.[9]

On October 28 of 1792, Broughton reached a place he referred to as "Warrior Point," at the tip of Sauvie Island. Here, he reportedly encountered

> …twenty-three canoes, carrying from three to twelve persons each, all attired in their war garments, and in every other respect prepared for combat. On these strangers, discoursing with the friendly Indians who had attended our party, they soon took off their war dress, and with great civility disposed of their arms and other articles for such valuables as were presented to them, but would neither part with their copper swords, nor a kind of battle-axe made of iron. (Lamb 1984:755–756).

Continuing upriver, Broughton, from his sailing vessel the *Chatham*, assigned names to several places including the Lewis River (Rushleigh's River) and the Multnomah Channel (Call's River). Broughton named present-day Kelly Point in north Portland, "Belle Vue point," and from there traveled to Hayden Island on October 29, 1792;

> From Belle Vue point they proceeded in the above direction, passing a small wooded island, about three miles in extent, situated in the middle of the stream. Their route was between this island and the southern shore, which is low; the surroundings between its northwest point and the main land were three fathoms, increasing to four, five, and six, off its southeast point; from whence the river took its course S 75 E. This obtained the name of Menzie's Island [Hayden]; near the east end of which is a small sandy woody island that was covered with wild geese [Tomahawk].[10]

[8] Frederic William Howay, ed. *Voyages of the 'Columbia' to the Northwest Coast 1787-1790 and 1790-1793* (Boston: Massachusetts Historical Society, 1941), 437-438.
[9] John Hussey, *Champoeg: Place of Transition, A Dispute History* (Portland, Oregon: Oregon Historical Society Press, 1967), 3.
[10] W. Kaye Lamb, ed.,*The Voyage of George Vancouver (1791-1795), vol. 2.,* (London: The Hakluyt Society, 1984), 757–758.

On October 31, having gone ahead to the mouth of the Sandy River and then returned to an encampment near Tomahawk Island, Broughton again remarked on the landform,

> Soundings were pretty regular, until the party were abreast of some barren land, off which is an extensive bank. On this there were only three feet water; this depth continued nearly to the east point of the islet, that was observed before to be covered with wild geese, and obtained the name of Goose Island. The channel here is on the southern shore, until the passage between Menzies island and the north shore is well open; this is good and clear with regular soundings from three to seven fathoms, quite to Belle Vue point, where a spit lies out at some small distance. The land in the neighbourhood of this reach, extending about five leagues to Baring's river is on the southern side low, sandy, and well wooded.[11]

He continued to describe the north side of the Columbia, writing that "the country rises beyond the banks of the river with a pleasing degree of elevation, agreeably adorned with several clumps of trees; and towards the eastern part of the reach, it finishes at the water's edge in romantic rocky projecting precipices."[12] Broughton claimed these charted areas, including the islands of the Columbia for Britain.[13]

Additional records of the Hayden Island landform come from the journals of Meriwether Lewis (1774–1809) and William Clark (1770–1838), when they traversed this stretch of the Columbia River with the Corps of Discovery (1804–1806), mapping geological landmarks, waterways, and the numerous Indigenous villages that lined the Columbia River and its tributaries. In 1803, guided by legal principles of the Doctrine of Discovery, President Thomas Jefferson delegated the Corps of Discovery Expedition to explore the lands west of the Mississippi River that had been acquired by the Louisiana Purchase. Moreover, the Corps of Discovery Expedition, led by Lewis and Clark, was sent to document the bountiful natural resources that would inspire overland Westward Expansion and European American dominion of the west.[14] The expedition arrived in present-day Washington State in October of 1805 and continued downriver on the Columbia, ultimately arriving at the Pacific Ocean in November of 1805.

Lewis and Clark called Hayden and Tomahawk Islands collectively "Image Canoe Island" after the elaborately decorated canoes they saw in the area.[15] The Corps passed the island on their way west in November of 1805, but on their return trip in March and April of 1806, the expedition camped in view of the island, at Jolie Prairie on the Washington side. The journal entries of William Clark provide details on the environment and topography of the islands in the Columbia

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[11] Lamb, *The Voyage of George Vancouver*, 761-762.
[12] Lamb, *The Voyage of George Vancouver*, 762.
[13] Carl Abbott, *Portland in Three Centuries: The Place and the People* (Corvallis, OR: Oregon State University Press, 2011), 10.
[14] Robert J. Miller, *Native American Discovered and Conquered: Thomas Jefferson, Lewis and Clark, and Manifest Destiny*, (Westport, CT: Praeger Publishers, 2008), 59.
[15] Gary E. Moulton, *The Journals of the Lewis and Clark Expedition*, vol. 6. (Lincoln, NE: University of Nebraska Press, 1990), 23.

River between Vancouver and Portland. On November 4, 1805, Clark mentioned Government and McGuire Islands. Downstream, Lewis and Clark passed Hayden Island, describing the landform:

> …about 3 miles a fine open Prairie for about 1 mile, back of which the country rises gradually and wood land comencies Such as white oake, pine of different kinds, wild crabs with the taste and flavour of the common crab and Several Species of undergrowth of which I am not acquainted, a few Cottonwood trees & the Ash of this country grow Scattered on the river bank…[16]

European American Encroachment and Disease

Following the expansion of the coastal fur trade, direct contact between the Native people of the lower Columbia River and European settlers began in the 1770s; almost immediately thereafter, a smallpox epidemic killed an estimated one-third of the Native population. Subsequent periods of contact introduced new diseases for which Native populations had no resistance, with devastating consequences.

By the 1840s, the character of the Native settlements throughout the lower Columbia River drainage had been radically altered by these epidemics. Native people who lived at or near the mouth of the Columbia River would have been especially vulnerable as they were the first groups to encounter the ships of explorers and navigators in the 1700s.[17] The most severe wave of disease was an outbreak of malaria in the 1830s. This epidemic devastated the Native communities of the lower Columbia, destroying entire villages in a matter of days or weeks and eventually spreading east of the Cascade Range and south to northern California.[18]

The forts and missions of the greater Willamette Valley, constructed as visible signs of Manifest Destiny and Westward Expansion, were used as centers for trade and communication but also dangerous exposure points for Native people, whose previous isolation made them particularly susceptible to the spread of imported diseases. Regionally, the epicenters of these outbreaks were at Sauvie Island and Fort Vancouver.[19] Between 1829 and 1844, the populations of the villages near present-day Vancouver and Portland, including the large community on Wapato (Sauvie) Island had been almost entirely decimated by breakouts of smallpox and the “Cold Sick” (intermittent fever or malaria). The Cold Sick of 1829–1830, alone, killed up to 90 percent

[16] Moulton, *The Journals of the Lewis and Clark Expedition*, 17.
[17] Douglas Deur, *Empires of the Turning Tide: A History of Lewis and Clark National and State Historical Parks and the Columbia-Pacific Region*, Pacific West Region: Social Science Series Publication Number 2016-001 (Washington DC: National Park Service, U.S. Department of the Interior, 2016), 22.
[18] Robert Thomas Boyd, “Demographic History, 1774-1874” in *Handbook of North American Indians, Volume 7:Northwest Coast*, ed. Wayne Suttles (Washington, DC: Smithsonian Institution, 1990), 146-147; Robert Thomas Boyd, *The Coming of the Spirit of Pestilence*. (Seattle: University of Washington Press, 1999) 233-238.
[19] Abbott, *Portland in Three Centuries*, 14–15.

of the Native population at villages in the Lower Columbia watershed.[20] By the 1830s, Sauvie Island communities were unrecognizable, with villages in ruins and unburied remains on the shore.[21]

The loss of life resulting from European American diseases created a perceived population void in the Pacific Northwest, which white settlers rapidly took advantage of. Large swaths of fertile land that had been created and maintained for millennia through Native management practices were now legally available to claim. Many white settlers believed that the decimation of the Native Nations of the Columbia River was part of a predestined plan. In the mid-1830s, when Nathaniel Wyeth (1802–1856) was building Fort William at Sauvie Island, he remarked, "a mortality has carried off to… [Sauvie Island's] inhabitants and there is nothing to attest that they ever existed except their decaying houses... So you see as the righteous people of New England say, providence has made room for me."[22] During his voyage of the Northwest coast, French Canadian explorer Gabriel Franchère (1786–1863) expressed a similar sentiment,

> At the mouth of the Columbia, whole tribes, and among them, the Clatsops, have been swept away by disease. Here again, licentious habits universally diffused, spread a fatal disorder through the whole nation, and undermining the constitutions of all, left them an easy prey to the first contagion or epidemic sickness. But missionaries of various Christian sects have labored among the Indians of the Columbia also; not to speak of the missions of the Catholic Church, so well known by the narrative of Father De Smet and others; and numbers have been taught to cultivate the soil, and thus to provide against the famine to which they were formerly exposed from their dependence on the precarious resources of the chase; while others have received, and a living germ of civilization, which may afterward be developed.[23]

Historic Period Development

The Fur Trade and Fort Vancouver (1811–1840s)

The fur trade served as the major impetus for early historic period resettlement in the Pacific Northwest. The global demand for sea otter skins, instrumental in the manufacture of apparel and accessories, generated a competition for hides and furs in the west, with British and American governments and corporations vying for untapped resources during the first few decades of the nineteenth-century. Dominant corporations included the American Pacific Fur

[20] Abbott, *Portland in Three Centuries*, 14; 2012, Jewel Lansing and Feed Leeson, *Multnomah: The Tumultuous Story of Oregon's Most Populous County*, (Corvallis, OR: Oregon State University Press, 2012) 10.
[21] National Park Service (NPS), "Sauvie Island and the Hudson's Bay Company," 2020, https://www.nps.gov/articles/sauvieisland.htm.
[22] NPS, "Sauvie Island."
[23] Gabrial Franchère, *Journal of a Voyage on the North West Coast of North America during the Years 1811, 1812, 1813, and 1814*, (Toronto: The Champlain Society, 1969),189–190.

Company and the Canadian North West Company (NWC), as well as the Hudson's Bay Company (HBC), an Anglo–Canadian conglomerate.[24]

British royal charter created the HBC in 1670, granting the company absolute rights and dominion over lands within the Hudson's Bay Watershed in order to legitimize and control resource extraction in northeastern Canada.[25] Today, the HBC is the oldest continually operational commercial enterprise in North America. The company's nineteenth-century monopoly of resources and profits from the North American fur trade, particularly in the Pacific Northwest, was rooted in its original decree. Well beyond its goals related to the fur trade, the HBC built an empire in the region that included the production and export of material and agricultural goods and the establishment of centers for trade and communication at its various posts and forts.

In 1811, John Jacob Astor's (1763–1848) Pacific Fur Company established Fort Astoria, near the mouth of the Columbia River in present-day Astoria (Figure 10). Fort Astoria was the first permanent American settlement on the west coast. Two years later, the NWC purchased the post and renamed it Fort George. Beginning in 1816, the NWC deployed crews of trappers or, "fur brigades," that spread across the Willamette Valley, as well as the regions of the Umpqua and Snake Rivers.[26] In the 1810s, following the overhunting of sea otters, corporate interests turned to beaver pelts. Companies in the Northwest were exporting upwards of 5,000 beaver pelts to China annually. The NWC, however, failed to solidify a direct trade relationship with China which resulted in lost profits and ultimately, its merger with the HBC.[27] In 1821, the HBC subsumed the company, but retained Fort George as an operational satellite of HBC's upriver headquarters at Fort Vancouver.[28]

In 1818, Britain and the United States (U.S.) signed a joint occupancy agreement for the lands between the 42nd parallel (the present border between California and Oregon) and the 54th parallel (in present-day British Columbia). This agreement stipulated that neither nation could

[24] James R. Gibson, *Otter Skins, Boston Ships, and China Goods: The Maritime Fur Trade of the Northwest Coast, 1785-1841*, (Montreal: McGill-Queens University Press, 1992); Hussey, *Champoeg: Place of Transition*, Anne Hyde, *Empire, Nations, and Families: A New History of the North American West, 1800-1860*, (New York: HarperCollins, 2011).
[25] Keith A. Murray, "The Role of the Hudson's Bay Company in Pacific Northwest History," *The Pacific Northwest Quarterly* 52, no.1 (January 1961): 24-25; Gregory P. Shine, "Hudson's Bay Company," Oregon Encyclopedia, 2018, Last modified August 19, 2022, https://www.oregonencyclopedia.org/articles/hudson_s_bay_company/#.YuJbzoTMJD.
[26] Hussey, *Champoeg: Place of Transition*, 6.
[27] Gibson, *Otter Skins*, 62-63; Shine, Hudson's Bay Company."
[28] Abbott, *Portland in Three Centuries*, 13; Hussey, *Champoeg: Place of Transition*, 5; Lucile McDonald, *Coast Country: A History of Southwest Washington*, (Long Beach, WA: Midway Publishing, 1989), 30-32; Shine, "Hudson's Bay Company."

Figure 10. Map showing the locations of Fort Astoria (Fort George), Hayden Island, and Fort Vancouver in relation to present-day geographic place names. Other locations called out in text are highlighted in pink.

maintain a government in the newly established Oregon Country, leaving the region open to settlement by both British and American immigrants, as well as various business enterprises.. The agreement became the catalyst for intensive HBC development in the Pacific Northwest.[29]

During the mid-1820s, the HBC controlled a massive region between the Rocky Mountains and the Pacific Ocean. Lands north of the Thompson River in British Columbia were referred to as "New Caledonia" and territory south of said river, the "Columbia District" (Figure 11). During this period, the colonial governor of the HBC, George Simpson (1792–1860) sent several brigades, including those led by Peter Skene Ogden (1790–1854) and John Work (1792–1861), into the Snake and Umpqua River Basins to monopolize the region's rich fur resources.The goal of the HBC was to extract as much resource wealth from the Umpqua and Willamette Valleys as possible, recognizing that the future settlement of a northern British-American boundary could carve them out of Oregon Country and thus remove them from British hands. The HBC wanted to leave little behind for independent and contracted American trappers to come.[30]

In 1824, challenged by U.S. control over the Oregon side of the Columbia, the HBC abandoned its post at Fort George in Astoria, a preemptive move to avoid imminent American competition. Additionally, the heads of HBC's regional departments, known as Chief Factors, were instructed to focus their efforts in areas that would support greater agricultural efforts to feed the burgeoning population of employees and their families. Instead of the exposed location of Fort George, a new site was needed at "a spot which will command the entrance of the [Columbia] River convenient to the vessels frequenting it, sufficiently elevated if possible to be well seen from the sea and in a dry place with good water."[31] A new site at the present-day location of Vancouver provided for these needs and further, was found to be more sheltered from potential military threats than the old NWC headquarters.[32] The HBC returned to Fort George in 1829 and reestablished the site as a small satellite post and fishery. It remained operational at this scale until the 1840s.[33]

[29] Hyde, *Empire, Nations, and Families*, 94–94.
[30] Hussey, *Champoeg: Place of Transition*, 32–35.
[31] Hussey, *Champoeg: Place of Transition*, 24–25.
[32] Hussey, *Champoeg: Place of Transition*, 23–45; University of Washington, "The Farm at Fort Vancouver," *Washington Historical Quarterly*, 2, no. 1, (1907): 40–41.
[33] Wiliam L. Lang, "Fort George (Fort Astoria)," Oregon Encyclopedia, last modified August 30, 2022, https://www.oregonencyclopedia.org/articles/fort_george/#.YtnT0ITMK3B.

Figure 11. Map depicting the approximate boundaries of the HBC's west coast districts.

Establishment of Fort Vancouver

In 1825, Fort Vancouver was established under the joint guidance of the HBC's Colonial Governor George Simpson and Chief Factor John McLoughlin (1784–1857). Fort Vancouver became a center of industry and a home base for a diverse population of Native people, immigrants, trappers, traders, and missionaries throughout the 1820s and 1830s. The post at Vancouver served as the main hub for all HBC operations along North America's west coast, with several smaller satellite forts and subsidiary businesses across the northwest established during the years of its operation. Approximately 800 people lived and worked in or around Fort Vancouver.[34] The demography of the fort included Native Americans, Native Hawaiians, French Canadians, Scottish, English, and Métis people.[35]

Fort Vancouver became the epicenter for trade between the HBC and the Indigenous groups of the lower Columbia and beyond. The "Klickitat Trail," an overland route used by Native people prior to, during, and after contact with Europeans, extended from the area of present-day Yakima, east of the Cascade Range, to Fort Vancouver. As part of an 1853 U.S. railroad survey, a crew mapped the trail and recorded several Sahaptin place names along the route and in its vicinity.[36] The trail served as an inland route to numerous prairie and riverine resources for the Klickitat and Cowlitz peoples, whose subsistence areas were linked by the network. Seasonal summer encampments were established along the route. Additionally, the Klickitat Trail provided a trans-Cascades network for trade and communication between Native groups, and between the Indigenous population and European Americans at Fort Vancouver.[37]

The original Fort Vancouver was established on a bluff northeast of the current Fort Vancouver National Historic Site. Between the end of 1824 and early 1825, the HBC, under McLoughlin's leadership, constructed stores and temporary worker housing at Fort Vancouver, as well as potato and vegetable fields.[38] In the years immediately following the fort's development, its bluff-top location was found difficult for the movement of goods and people owing to a steep grade separating it from the Columbia River shoreline.

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[34] Hyde, *Empire, Nations, and Families*, 400–402.
[35] National Park Service (NPS), "Fort Vancouver Cultural Landscape Report," 2003, http://www.npshistory.com/publications/fova/clr/chap1-1.htm; Douglas C. Wilson, "Fort Vancouver: History, Archaeology, and the Transformation of the Pacific Northwest," in *Exploring Fort Vancouver*, ed. Douglas C. Wilson and Theresa E. Langford (Seattle: University of Washington Press, 2011), 7-–11.
[36] Norton, Helen H., Robert Boyd, and Eugene S. Hunn. "The Klickitat Trail of South-central Washington: A Reconstruction of Seasonally Used Resource Sites," in *Prehistoric Places on the Southern Northwest Coast*, ed. Robert E. Greengo, (Seattle: Thomas Burke Memorial Washington State Museum, University of Washington, 1983) 68.
[37] Douglas Deur, *An Ethnohistorical Overview of Groups with Ties to Fort Vancouver National Historic Site*. Northwest Cultural Resources Institute Report No. 15 (Seattle: University of Washington, 2012), 107; Norton et.al., *Prehistoric Places*, 68–69.
[38] Hussey, *Champoeg: Place of Transition*, 43–44.

In 1829, the HBC relocated its facilities to an open lower plain with better water access. The new site was not only more accessible, it also had a pond, making it a prized location for raising stock (Figure 12).[39] By 1829, several additional buildings were erected to house local blacksmiths, carpenters, bakers, and other tradespeople. Outside of the Fort Vancouver stockade and adjacent properties, the HBC constructed sawmills and flouring mills on the north bank of the Columbia River. A grist mill was built approximately six miles upriver from the new fort location, reportedly near the historical crossing of Mill Creek and the Columbia River, parallel to the west end of present-day Government Island (Figure 13).[40]

By the mid-1840s, the HBC had acquired thousands of acres of agricultural land throughout present-day British Columbia and the State of Washington.[41] In 1839, the HBC contracted with the Russian American Company to export agricultural harvests to Russian-owned posts in Alaska. Chief Factor McLoughlin saw this as an important commercial opportunity to diversify the interests of the HBC and move away from a fur-centric focus. To meet the supply demands of the Russian outposts, the HBC formed the Puget Sound Agricultural Company (PSAC). The company consisted of two farms, one at the Cowlitz River and the other located at Fort Nisqually in present-day DuPont, Washington. Cowlitz Farms covered about 4,000 acres north of present-day Toledo, Washington. The PSAC operated an associated warehouse near present-day Longview.[42] The Cowlitz River became a pivotal transportation corridor for the HBC, as it linked Fort Vancouver to the satellite posts at Cowlitz Farms and Nisqually Farms.[43] These outposts were frequented by Cowlitz people who came to trade and find work as HBC farmers and river guides during the 1830s.[44]

[39] Hussey, *Champoeg: Place of Transition*, 70–71; Wilson, *Exploring Fort Vancouver*, 9.
[40] John C. Fremont, *Map of an exploring expedition to the Rocky Mountains in the year 1842 and to Oregon & north California in the years 1843-1844*, 1843-1844. Library of Congress call no. G4051.S12 1844.F72, https://www.loc.gov/resource/g4051s.ct000909/?r=0.061,0.034,0.129,0.062,0; Hussey, *Champoeg: Place of Transition*, 196; Leonard Wiley, “Mill Creek Site of Grist Mill of Hudson's Bay Company,” *Oregon Historical Quarterly* 43, no.3, (1942):282–283.
[41] Hyde, *Empire, Nations, and Families*, 400–402.
[42] Ruth Kirk and Carmela Alexander, *Exploring Washington’s Past: A Road Guide to History*, (Seattle: The University of Washington Press, 1990).
[43] David Wilma, “Cowlitz County – Thumbnail History,” HistoryLink.org Online Encyclopedia of Washington State History, September 18, 2005, https://www.historylink.org/file/7482.
[44] Cowlitz Indian Tribe, “The Disposessed: The Cowlitz Indians in Cowlitz Corridor, https://www.cowlitz.org/23-the-dispossessed.html, accessed June 11, 2022.

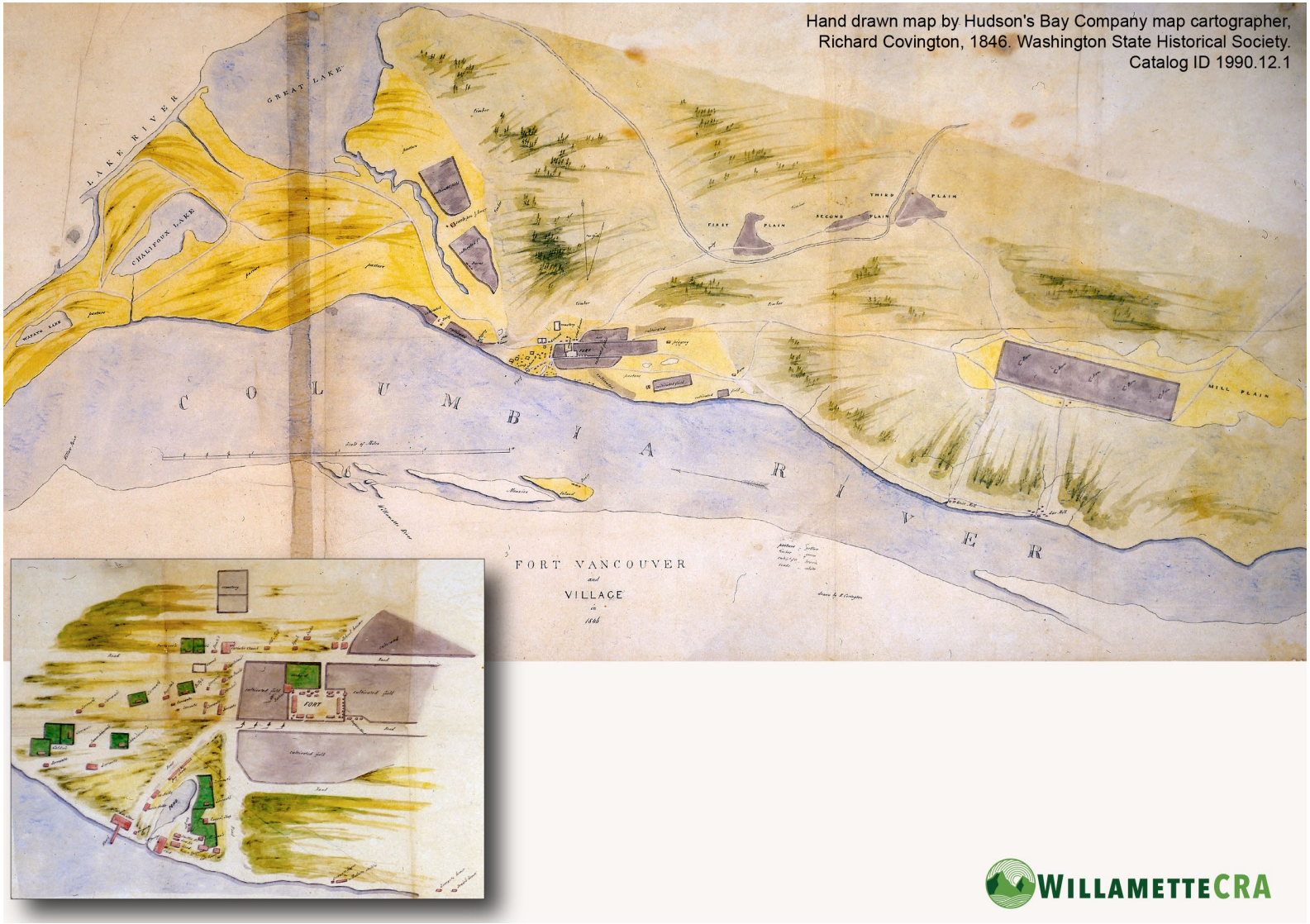

Figure 12. Detail of map showing development of Fort Vancouver. Richard Covington, Fort Vancouver and Village. 1846. (Washington State Historical Society Illustration, Catalog ID 1990.12.1) (Used with permission of the Washington State Historical Society).

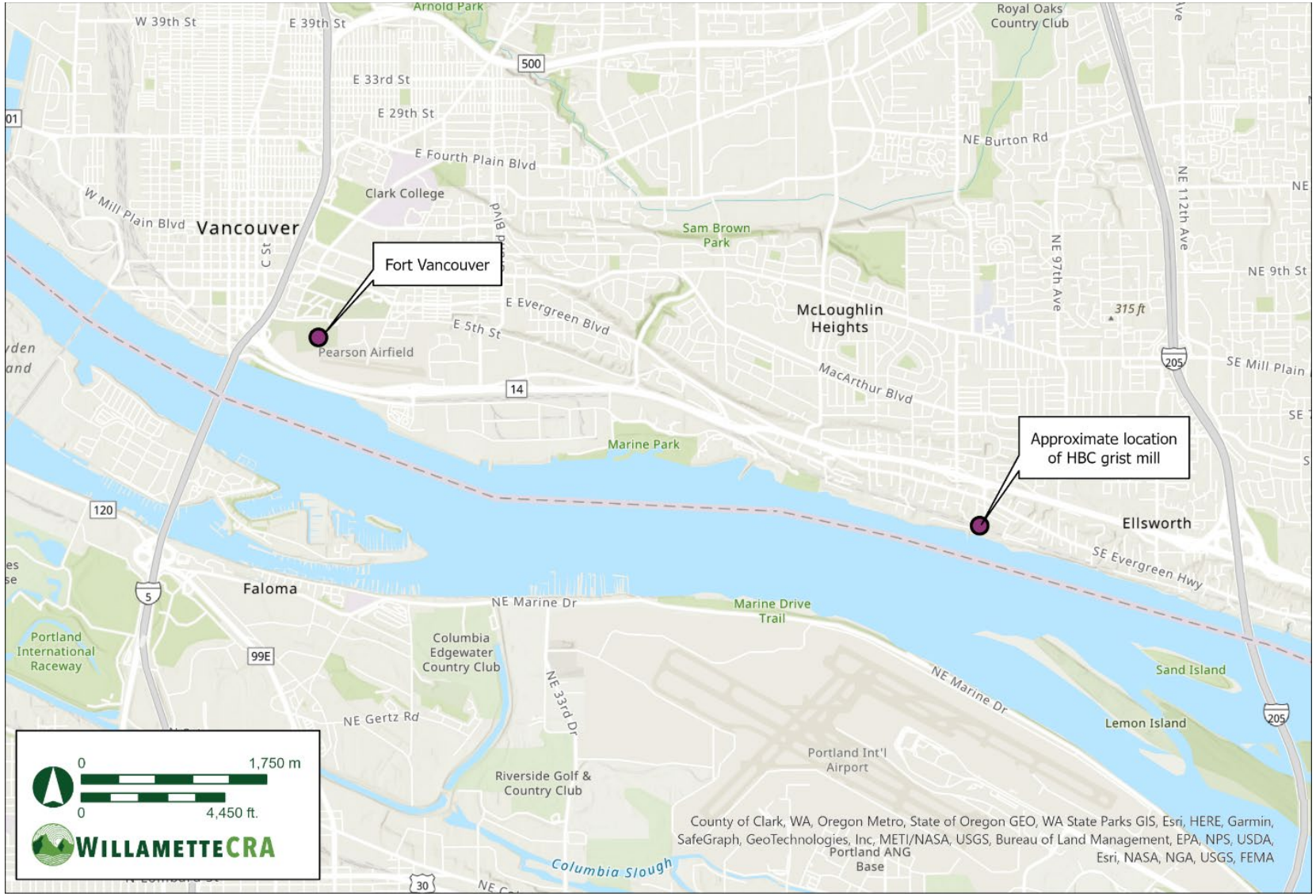

Figure 13. Map depicting the location of Fort Vancouver and approximate location of the HBC grist mill. Location approximations derived from Captain J.C. Fremont's *Map of an exploring expedition to the Rocky Mountains in the year 1842 and to Oregon & north California in the years 1843-44*.

Fort Vancouver's Role in the Oregon Trail Migration and the Development of Oregon Territory

In the 1840s, Fort Vancouver served as the final stop for the thousands of European American immigrants traveling west on the Oregon Trail. Prior to the establishment of Oregon City as the official "end of the trail," approximately twelve miles south of present-day Portland, the fort was a place of respite after the arduous journey (see Figure 13).[45] Settlers arriving at Fort Vancouver during the Great Migration of 1843 were dependent on the HBC for food, clothing, and other necessities to continue their onward trek into the greater Willamette Valley. For a period in the early 1840s, Fort Vancouver was the only supplier of material goods in the region. John McLoughlin established a credit system for Oregon Trail arrivals who turned to the fort for provisions, food, clothing, and tools to construct houses or establish farms. His extension of credit was swiftly discontinued by the HBC after they learned that upwards of 400 people had received goods on unpaid credit.[46]

In 1841, a group of Willamette Valley settlers including fur trapper Joseph Meek (1810–1875) initiated the organization of a governing body. In 1843, they established the Provisional Government of Oregon. In 1846, Britain and the U.S. signed the Oregon Treaty and in 1848, formally established the boundaries of Oregon Territory. The delineation granted the U.S. an area encompassing the modern states of Washington, Oregon, Idaho, and parts of Montana and Wyoming. Until the creation of Washington Territory in 1853, the area north of the Columbia River was governed by the Oregon Territorial Government.[47]

In 1843, the Provisional Government of Oregon created a system wherein settlers could claim up to 640 acres and pioneers therefore raced to claim lands in the Portland Basin and southwest Washington, then still part of Oregon Territory. This alarmed Chief Factor McLoughlin, who quickly acted to assign lots adjacent to the Fort to various high-ranking HBC employees, thereby keeping the properties under the control of the company. Regardless, American settlers still laid claim to lands in the vicinity of the Fort.[48].

Faced with the growth of the American population in the Willamette Valley during the 1840s, the British government and the HBC felt increasing pressure to relinquish their remaining outposts in the region. American settlers claimed the acreage previously controlled by the company. With

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[45] Hyde, *Empire, Nations, and Families*, 402; Wilson, *Exploring Fort Vancouver*, 9.
[46] Hyde, *Empire, Nations, and Families*, 140-141; H.L.W. Leonard, *Oregon Territory Containing a Brief But Authentic Account of Spanish, English, Russian and American Discoveries on the North-west Coast of America ; Also, the Different Treaty Stipulations Confirming the Claim of the United States, and Overland Expeditions* (Cleveland: Younglove's Steam Press, 1846), 67.
[47] Hussey, *Champoeg: Place of Transition*; Barbara Mahoney, "Provisional Government," *Oregon Encyclopedia*, last modified May 24, 2022, https://www.oregonencyclopedia.org/articles/provisional_govt_conference_in_champoeg_1843/#.Y0c4KkzMK3A.
[48] Hussey, *Champoeg: Place of Transition*, 82–83.

the signing of the Oregon Treaty and the placement of Britain's colonial boundary at the 49th parallel, Fort Vancouver was now isolated some 300 miles south of the new national border. Coupled with the resignation of John McLoughlin, the influence of the HBC in the region rapidly dwindled. The primary headquarters for the HBC's west coast presence became Victoria, British Columbia (Fort Victoria).[49] The HBC maintained some presence at Fort Vancouver until 1860, when their remaining holdings were sold to the U.S. Military for inclusion in their 640-acre claim, later referred to as the Vancouver Barracks.[50]

Homesteading South of the Columbia River (1830s–1840s)

The earliest individual European American settlements or homesteads in the Willamette Valley were concentrated at French Prairie, near Champoeg (Figure 14). By at least 1820, and possibly as early as the 1810s, former employees of the NWC, known as "Astorians," and trappers with no company affiliation, so-called "freemen," were building homes and farms in the Champoeg area. By the early 1820s, they were joined by retired HBC employees, largely French Canadians and their Native wives who settled in the area between the Willamette and Pudding Rivers, approximately 30 miles southwest of Portland (see Figure 14).[51] By 1833, there were approximately nine farms established along the Willamette River in this area.[52] The site of present-day Portland remained mostly ignored by white settlers during this period as newcomers in Oregon Country chose to build their homes in the agriculturally fertile prairies of the upstream Willamette River.[53] The regional center of life and commerce remained the British-controlled Fort Vancouver. The importance of the fort to Oregon settlers waned following the HBC's development of a trading post and mercantile at Oregon City in 1829 and the town's incorporation in 1844 (see Figure 10).[54]

[49] Hussey, *Champoeg: Place of Transition*,86-89; Hyde, *Empire, Nations, and Families*,402.
[50] Bureau of Land Management (BLM), "General Land Office Records," 2022. http://www.glorecords.blm.gov/search/default.aspx; L. Cartee, *Field notes of the Subdivisions of township,* Hussey, *Champoeg: Place of Transition*, 86-89, National Park Service (NPS), "Fort Vancouver Cultural Landscape Report."
[51] James R. Gibson, *Farming the Frontier: The Agricultural Opening of the Oregon Country, 1786-1846*, (Seattle: University of Washington Press, 1985), 130-133; Joseph Schafer, *A History of the Pacific Northwest*, (1905; reis., New York: The Macmillan Company, 1909), 76; John Work and Leslie M. Scott. "John Work's Journey From Fort Vancouver to Umpqua River, and Return, in 1834," *The Quarterly of the Oregon Historical Society* 24 no.3 (September 1923) 242.
[52] Gibson, *Farming the Frontier*, 133.
[53] Abbott, *Portland in Three Centuries*, 14–15.
[54] Abbott, *Portland in Three Centuries*, 16; Eugene E. Snyder, *Early Portland: Stumptown Triumphant, Rival Townsites on the Willamette, 1831-1854*, (Portland, OR: Binford and Mort Publishing, 1970), 18–19; Leonard, *Oregon Territory*, 65.

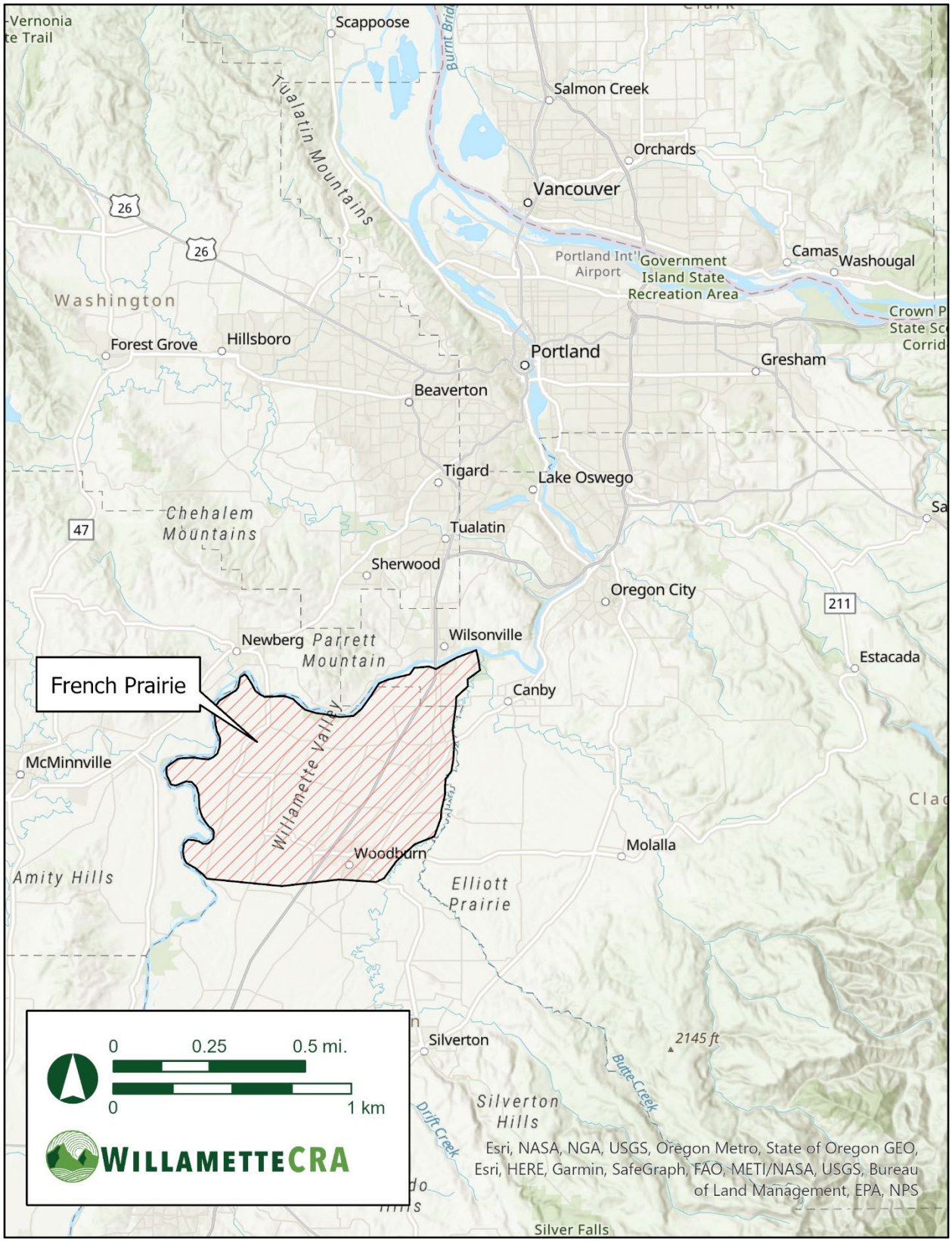

Figure 14. Map depicting the area between the Pudding and Willamette Rivers at French Prairie.

Another promising settlement on the Oregon side of the Columbia sprang up in the Tualatin Valley during the winter of 1840, when a small group of retired fur trappers and their families established farms in the area north of present-day Hillsboro. They were joined in 1841 by a group of Methodist missionaries, who were relocating from missions east of the Cascade Range (see Figure 10). The prairies of the Tualatin Valley became a major center for American settlement as immigration to the Oregon Territory accelerated in the 1840s and 1850s.[55] By 1850, the Tualatin Valley was the most densely settled region within the greater Willamette Valley. The effects of land management efforts by Native people, including prescribed burns, made the region attractive to settlers who found the area ready to farm and proximal to the growing markets of Oregon City and, eventually, Portland.[56]

Settlers made substantial additional modifications to the local environment, converting river valleys, wetlands, and marshes into agricultural fields. They established irrigation systems and drained and filled area wetlands to cultivate dryland crops.[57] During the first half of the 1840s, while the Tualatin Valley was experiencing a population boom, the site of present-day downtown Portland remained largely void of development. It was referred to as “The Clearing” by those passing by because it was a small, open area surrounded by dense forest. Travelers used the spot as a temporary stopping point and camping site.[58]

Charles Wilkes (1798–1877) of the U.S. Exploring Expedition reported traveling southward up the Willamette River from Fort Vancouver in early June of 1841. He noted briefly visiting the missionary Jason Lee (1803–1845), who was camped with his family along the river, en route to the mission at the Clatsop Plains. Wilkes wrote that the Lee camp was “close to the river, and consisted of two small tents.”[59] Jesse Applegate (1811–1888), another European American settler, described traveling with his family up the Willamette in 1843 and appears to have camped at “The Clearing”: “[n]o one lived there and the place had no name; there was nothing to show that the place had ever been visited except a small log hut near the river, and a broken

[55] Robert L. Benson, “The Glittering Plain,” in *Land of Tuality. Vol. 1*, ed. Virginia E. Moore, (Hillsboro, OR: Washington County Historical Society,1975), 8-9; William A. Bowen, *The Willamette Valley: Migration and Settlement on the Oregon Frontier*, (Seattle: University of Washington Press, 1978), 10; Dorothy O. Johansen and Charles M. Gates, *Empire of the Columbia: A History of the Pacific Northwest*, (New York: Harper and Row Publishers, 1957) 235.
[56] Camile A. Cope, “Making Lives, Changing a Landscape: An Environmental History of the Tualatin Valley, Washington County, Oregon,” (Master’s thesis, Portland State University, 2012); Norton et.al, *Prehistoric Places*, 73–74.
[57] Cope, “Making Lives, Changing a Landscape."
[58] Abbott, *Portland in Three Centuries*, 16.
[59] Charles Wilkes, *United States Exploring Expedition during the Years 1838, 1839, 1840, 1841, 1842. Vol. XXIII: Hydrography*, (Philadelphia: C. Sherman, 1861), 92.

mast of a ship leaning against the high bank."[60] Applegate and his family camped at the site for a day or two and then continued along upriver.

William Overton (unknown–ca. 1840) settled a claim along the west bank of the Willamette River in 1843 or 1844, at the foot of present-day Southwest Washington Street in Portland. Shortly thereafter, he sold his claim to Asa Lovejoy (1808–1882) and Francis Pettygrove (1812–1887) in 1844.[61] The history of Overton's claim and its location at a cleared area along the river is muddied by conflicting accounts through the late-nineteenth and early-twentieth centuries, but it is likely that this was the area previously referred to as "The Clearing."[62]

Between 1845 and 1848, settlers surveyed the plat of Portland, and the new community began to grow rapidly. By 1847, approximately 100 people lived in the settlement, but most of them, especially the men, spent only a couple of years at the site, before heading south to take advantage of the 1849 California Gold Rush.[63] Local newspaper accounts from the period suggested that due to gold fever, approximately two-thirds of able-bodied men had left Oregon, depopulating established townsites and halting the construction of others for a period.[64] Within the year, the Oregon townsites, including Portland, had recouped their populations as men moved back to establish land claims and work in the industries that were supporting mining efforts in California: lumber, stock-raising, and agriculture.[65]

Donation Land Claims and the General Land Survey (1850s and 1860s)

Fueled by Manifest Destiny and federal policy that supported the Doctrine of Discovery, European American settlers began claiming large tracts of land in Washington and Oregon under legislation like the Donation Land Act of 1850 and the Homestead Act of 1862. The Donation Land Act allowed for white married couples who settled in the west by 1850 to claim up to 640 acres. Single individuals could claim half as much, a total of 320 acres. The legislation stipulated that claimants had to "prove up" or live on and develop the land over a period of four years in order to receive their acreage for free. Under the law, land claims had to be formally surveyed and mapped under the direction of the Commissioner of the General Land Office

[60] Jesse Applegate, *Recollections of My Boyhood*, (Madison,WI: Press of Review Publishing Company:1914), 57.
[61] Snyder, *Early Portland*, 30–32.
[62] Jewel Lansing, *Portland: People, Politics, and Power, 1851-2001* (Corvallis, OR: Oregon State University Press, 2003), 6; E. Kimbark MacColl, *Merchants, Money, and Power: The Portland Establishment, 1843-1913* (Georgian Press, 1988), 6; H.W. Scott, ed. *History of Portland Oregon* (Syracuse, NY: D. Mason & Co. Publishers, 1890), 89.
[63] Abbott, *Portland in Three Centuries*, 20; Snyder, *Early Portland*, 47–53.
[64] Snyder, *Early Portland*, 47–48.
[65] Snyder, *Early Portland*, 51.

(GLO).[66] The Donation Land Act set the stage for discriminatory property practices, excluding African Americans, Native Hawaiians, and Native Americans from participation, although Métis or biracial Indigenous people could apply. Additionally, white women could not claim lands independently of their husbands.[67]

GLO Mapping of Hayden Island

In 1852, surveyors with the GLO formally mapped the extent of Hayden Island, which, at the time, was split into two lobes by a slough (Figure 15). GLO surveyors labeled the landform "Vancouver Island." On the north side of the Columbia River, the original plat of Vancouver is depicted, as well as the Vancouver Barracks, shown as a 636-acre Military Reserve. This boundary as drawn excludes the final purchase of Fort Vancouver by the U.S. Army from the HBC in 1860. Two wharves are shown on the 1852 map, jutting into the Columbia, one extending south from the plat of Vancouver and the other, from the Army Barracks. A substantial network of formal roadways was present in the Vancouver area by this time, including the Salmon Creek Road, running north-south, and Fourth Plain Boulevard as well as Mill Plain Boulevard running east from the Military Reserve.[68]

Oregon Claimants

By the 1850s, the Oregon shoreline of the Columbia River was substantially less developed than that of Washington, with a few scattered homesteads and agricultural fields at the river's edge and along the Columbia Bayou (present-day Columbia Slough) to the south (see Figure 16). The area bordering present-day I-5 on the Oregon side of the Columbia would have been part of the Donation Land Claims (DLCs) of George William Force (1819–1898) and Joseph Robinson "J.R." Switzler (dates unknown).

George and Susan Jane Force (1830–1868) claimed 633 acres under the Donation Land Act, including much of Section 4, and a portion of Sections 3, 9, and 33, in Township 1N, Range 1E. Their claim (Nos. 37 and 39) was officially issued in 1866; however, the family had developed the land years earlier as evidenced in GLO surveyor notes and maps from the 1850s and 1860s.[69] The GLO surveyor noted that the land was "[l]evel. Soil 1st and 2nd rate. Mostly

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[66] William G. Robbins, "Oregon Donation Land Law," Oregon Encyclopedia, Last modified August 17, 2022, https://www.oregonencyclopedia.org/articles/oregon_donation_land_act/#.Yz82IkzMK3A; Gideon and Company Printers, *Instructions to the Surveyor General of Oregon; Being a Manual for Field Operations* (Washington DC: Gideon and Company Printers, 1851), iii.
[67] Chris J. Magoc and David Bernstein. *Imperialism and Expansionism in American History: A Social, Political, and Cultural Encyclopedia and Document Collection*. *Volume I.* (Santa Barbara, CA: ABC-Clio, 2015), 24-25.
[68] General Land Office (GLO), *Plat of Township No. 1 North, Range No. 1 East, Willamette Meridian*. Microfiche on file. Portland, OR: U.S. Bureau of Land Management, Oregon State Office, 1852.
[69] Bureau of Land Management (BLM), "General Land Office Records," 2022. http://www.glorecords.blm.gov/search/default.aspx; L. Cartee, *Field notes of the Subdivisions of township*

inundates by backwater of the Columbia River."[70] Surveyors with the GLO recorded the boundaries of Force Lake and the meanders of the Columbia Bayou and other smaller sloughs that crossed the Force's claim. At the Oregon shoreline, the current Interstate Bridge location would have cut through the Force's DLC, skirting the historic location of their agricultural field and house.

The 411-acre DLC (No. 38) of Joseph and Mary Switzler encompassed the majority of Section 3 and part of Section 10 in Township 1N, Range 1E. It was formally issued in 1866, several years after the Switzlers had made improvements to the land, including the construction of a house.[71] The GLO surveyor described the Switzler DLC as, "…level. Soil 1st and 2nd rate; Inundates during the 'June rise of the Columbia River;' the river & bayou is skirted with ash & willow."[72] The surveyor also remarked on a house above the Columbia River and a small trail segment that reportedly connected the bank of the Columbia to a slough, 190 meters south.[73] The extent of homesteading in the north Portland area was hindered due in part to the topography, which consisted of a series of swales, lakes, and wetland marshes between present-day Marine Drive and the Columbia Slough.

Gay Hayden (1819–1902) and his wife Mary Jane Hayden (1830–1918) claimed 644 acres including portions of Sections 28, 29, 32, 33, and 34, in Township 2N, Range 1E, which were officially issued in 1866, although the couple reportedly settled on the island in 1856.[74] Their claim included the land mass of what would be known as Hayden Island (previously Vancouver Island). The Haydens reportedly built a large house on the island and lived there for a time, but there is no mention of such developments in the notes of the GLO surveyors.

one north of range one east of the Willamette meridian in the Territory of Oregon, 1853, Microfiche copy on file, Portland, OR: USDI Bureau of Land Management, Oregon State Office.

[70] Cartee, *Field notes of the Subdivisions*, 12.

[71] Bureau of Land Management (BLM), "General Land Office Records, 2022," http://www.glorecords.blm.gov/search/default.aspx, General Land Office, *Plat of Township No. 1 North, Range No. 1 East, Willamette Meridian,* Microfiche on file. Portland: U.S. Bureau of Land Management, Oregon State Office, 1852.

[72] Cartee, *Field notes of the Subdivisions*, 16.

[73] Cartee, *Field notes of the Subdivisions*, 15.

[74] BLM, "General Land Office Records."

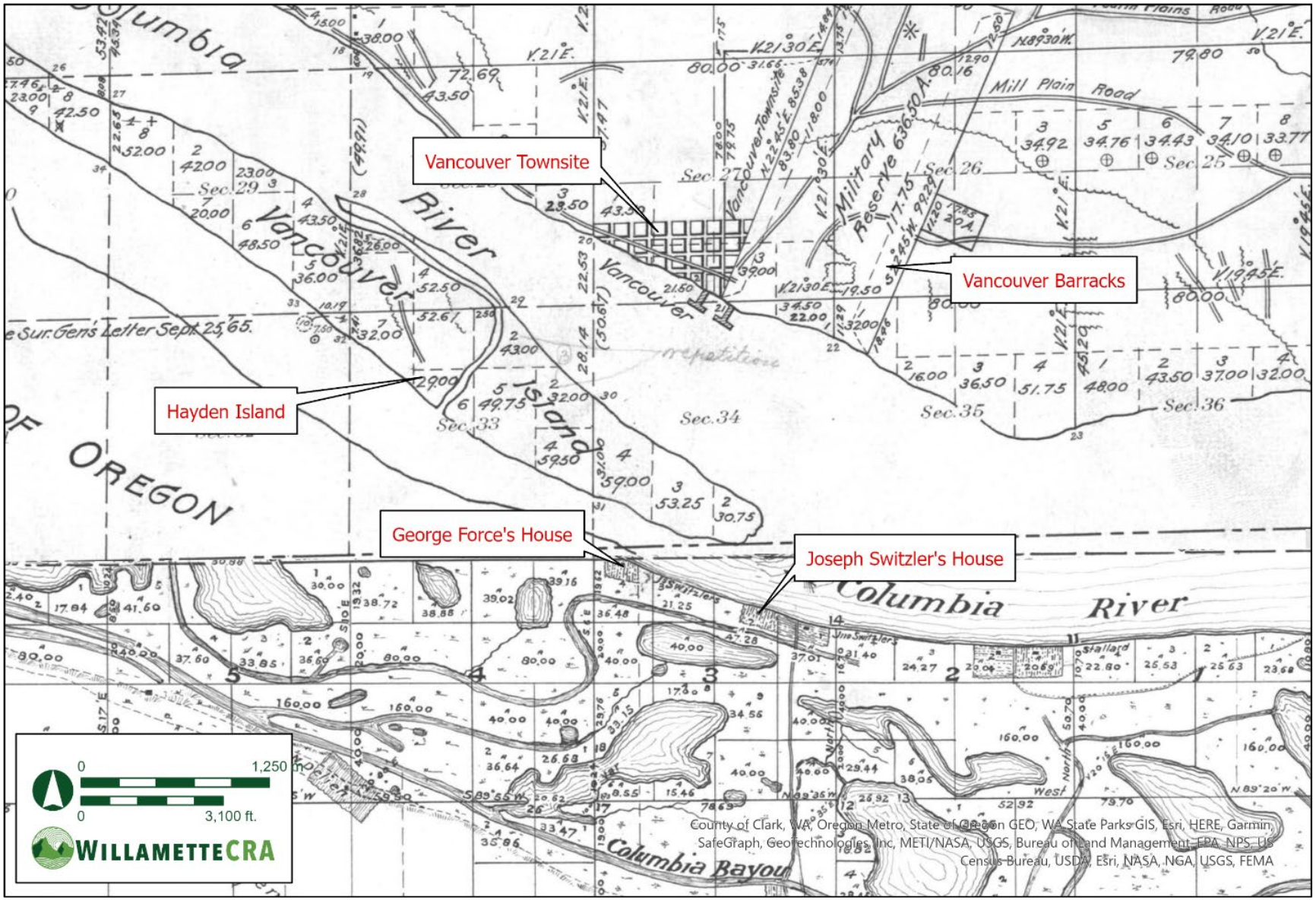

Figure 15. 1852 (Oregon) and 1860 (Washington) GLO maps depicting historic developments.

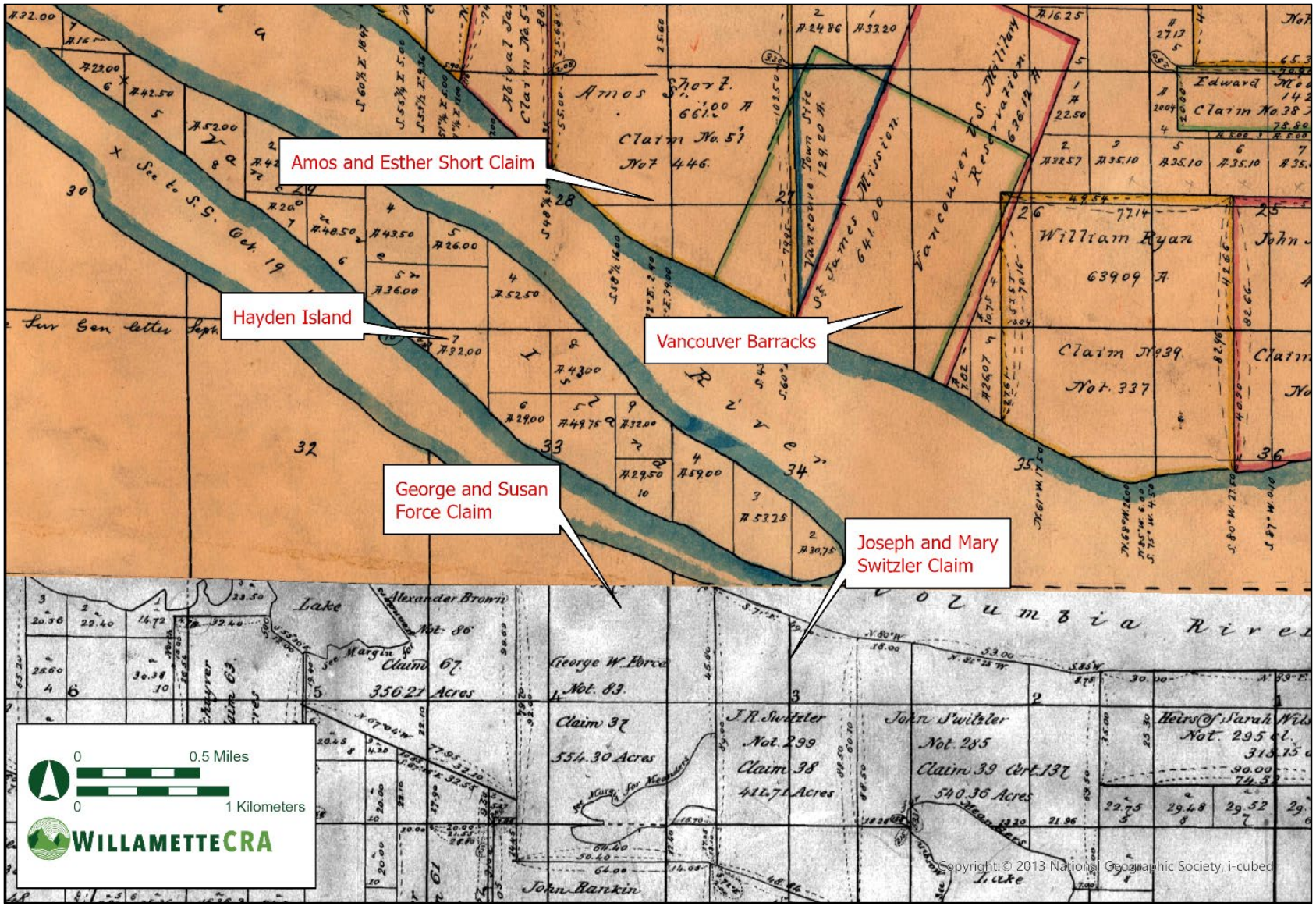

Figure 16. GLO Land Claims Map. Top: 1863 map of Township 2 North, Range 1 East. Bottom: 1860 map of Township 1 North, Range 1 East.

Washington Claimants

The 1860 GLO map of the Washington side of the Columbia River depicts developments including the extension of the Vancouver Townsite. Vancouver (Hayden) Island remained undeveloped.[75] The present-day Interstate Bridge alignment cuts through Section 27, Township 2N, Range 1E across land that was claimed by St. James Catholic Mission and the Vancouver Barracks Military Reserve in 1862. Settler Abel G. Tripp (1811–1875) sold lands in Section 27 to the city to form the Vancouver Townsite in 1844. The eastern half of Section 27 was part of the DLC of Amos and Esther Short who claimed a total of 712 acres.[76] The Short family was foundational in the development of the City of Vancouver.

Amos (1810–1853) and Esther Short (1806–1862) settled on their claim near Fort Vancouver in 1845. Their property had been formerly owned by Henry Williamson, who had let the HBC use and take care of the property. At the time, American settlers had typically laid claim to the lands in the Willamette Valley, southwest of Portland.[77] The Shorts became the first European American settlers in what would become Clark County, much to the chagrin of HBC management, who desired to keep American pioneers south of the Columbia River.[78] Land disputes between the parties followed and the Shorts and HBC became a prominent example of rising tensions between British and American settlers in the northwest.[79] In 1853, the Shorts were officially granted their claim which is in the present-day area between West Fourth Plain Boulevard and the Columbia River (Figure 16).

Surveyor's notes from 1860 refer to numerous residences and businesses within the Short claim, bordering Fort Vancouver and the U.S. Military Reserve. Known as the Vancouver Townsite, this area was already considerably developed with stores, groceries, bakeries, saloons, churches, several houses, and hotels, including one owned and operated by Esther.[80] Esther Short built her hotel, the Pacific House, which stood at the intersection of Main and 2nd Streets, in 1854.[81] Esther and Amos Short's claim was later purchased by Gay Hayden. Describing the Vancouver Townsite area, another early pioneer Lewis Van Vleet (1826–1910) noted that,

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[75] General Land Office, *Plat of Township No. 2, Range No. 1 East, Willamette Meridian.* Microfiche on file. Portland: U.S. Bureau of Land Management, Oregon State Office, 1860.
[76] BLM, "General Land Office Records."
[77] Gibson, *Farming the Frontier*, Hyde, *Empire, Nations, and Families*, Hussey, *Champoeg: Place of Transition*.
[78] Hyde, *Empire, Nations, and Families*, 401, Colleen O'Connor, "Esther Clark Short and her family settle near Fort Vancouver on December 25, 1845," HistoryLink.org Online Encyclopedia of Washington State History, posted March 19, 2008. https://www.historylink.org/File/8528.
[79] O'Connor, "Esther Clark Short and her family settle."
[80] Lewis Van Vleet, *Field notes of the Subdivisions of township two north of range one east of the Willamette meridian in the Territory of Oregon*, 1860, Microfiche copy on file, Portland, OR: USDI Bureau of Land Management, Oregon State Office, 3-5.
[81] O'Connor, "Esther Clark Short and her family settle."

> The land in the Township is much above the common average, the uplands are good 2nd rate, timbered with Fir, Cedar, Hemlock, Ash, and Maple, the Columbia bottom is prairie with a deep rich and warm soil, and subject to annual inundations in the months of June and July. The land in this Township is nearly all claimed by donation claimants, and several preemption claims are now being taken. (Van Vleet 1860).

Van Vleet's account of the townsite illustrates the degree of settlement that had occurred by 1860.

Additionally, few individuals and one couple claimed lands in the current vicinity of the Interstate Bridge north of the Vancouver Townsite and the Vancouver Barracks. These claimants include Attorney William Langford (1835–1893) and Butler (1794–1866) and Matilda Marble (1798–1839), who were the namesakes for Marble Creek (later renamed Burnt Bridge Creek).[82] In 1857, Butler Marble and his son Ansil (1833–1914) built a sawmill at the ford of Burnt Bridge Creek. It is depicted on the 1860 GLO map, along "Marble's Creek." To the west, a settlement was established on the Marble claim in the northwestern quadrant of Section 15, in Township 2N, Range 1E. This community was named "Alki." The land claims in the northern portion of the current program area were made under both the Land Act of 1820 and the Donation Land Act of 1850. Additional details on these claims are presented in Table 3. They are not present on the GLO maps from the period.

Table 3. Land Claims Filed North of the Vancouver Townsite and Barracks, within the 2022 I-5 Corridor.

Claimant Name	Claim Type	Total Acreage	Legal Description (within the program boundary)	Date Formally Issued
George T. McConnell	Land Act of 1820	115	23, W ½ of NW ¼, W ½ of SW ¼	1866
William G. Langford	Land Act of 1820	153	22, E ½ of NE ¼, E ½ of SE ¼	1869
Joseph Morin	Land Act of 1820	160	14, SW ¼	1866
Butler and Matilda Marble	Donation Land Act of 1850	320	15, E ½	1865

[82] BLM, "General Land Office Records."

History of Clark County

Non-Native Settlement

What is now Clark County was caught in a land dispute with Great Britain in 1843, and in 1845 first became known as the Vancouver District.[83] The dispute was resolved in 1846 when the boundary of the U.S. and Great Britain was established at the 49th parallel. The resolution split the disputed area in two: Clark and Vancouver. Clark County (at that time spelled "Clarke"), was renamed in honor of Captain Clark of the Lewis and Clark Expedition.[84] The county gradually diminished in size as other counties were partitioned off, reaching its modern form and size by 1875.[85]

The few non-native inhabitants of the Oregon Territory in the early 1800s were trappers or missionaries who comprised the majority of these residents. In time however, Congress passed the time the Distribution-Preemption Act in 1841 and settlers were both allowed and encouraged to come to the territory to claim 160 acres of land.[86] The act recognized squatters' rights, or the notion that an individual who continuously occupies real property without legal permission for a certain length of time is able to lay claim to that property. Under the act, individuals could purchase land for $1.25 an acre after residing upon that land for 14 months. The goal of the act was for the U.S. government to establish land claims to the region, which was at that time held jointly by the U.S. and Great Britain.[87]

The earliest non-Native settlement of Clark County took place along the Columbia River, which offered considerable wharfage and promised potential for waterpower and regional transportation and trade. The bottomlands along neighboring rivers and creeks were rich and plentiful, and inland areas offered large tracts available for settlement. One noted early settler in Clark County was Scottish-born Forbes Barclay (ca. 1807–1873) who claimed a portion of Township 2N, Range 1E in October of 1845.[88] Few others are mentioned as having taken claims prior to the Oregon Treaty of 1846 and the passage of the Oregon Donation Land Claim

[83] HistoryLink Staff, "Vancouver District, encompassing what is now Clark County in southwest Washington, is created on August 20, 1845." HistoryLink.org Online Encyclopedia of Washington State History, May 4, 2016, https://www.historylink.org/File/11219.

[84] William S. Hanable, "Clark County – Thumbnail History," HistoryLink.org Online Encyclopedia of Washington State History, February 4,2004, https://www.historylink.org/File/5644

[85] "History And Facts Of Washington Counties," My Counties. Accessed October 13, 2022, https://mycounties.com/washington; Edmond S. Meany, *Origin of Washington Geographic Names*, (Seattle: University of Washington Press, 1923).

[86] Distribution-Preemption Act, 27th Congress, Ch. 16, 5 Stat. 453 (1841).

[87] Margaret Riddle, "Donation Land Claim Act, spur to American settlement of Oregon Territory, takes effect on September 27, 1850," HistoryLink.org Online Encyclopedia of Washington State History, August 9, 2010, https://www.historylink.org/file/9501.

[88] "Dr. Forbes Barclay Obituary. The Oregonian. 14 May 1873, page 2." Oregon Pioneer Obituaries. Accessed November 23, 2022. https://sites.google.com/site/oregonpioneerobituaries/clackamas-county-a-l/dr-forbes-barclay

Act of 1850.[89] Following the passage of the Donation Land Claim Act and the creation of the Washington Territory three years later, European American settlers established claims throughout Clark County.[90] Salmon Creek, located north of Fort Vancouver, was a popular site for early European settlement, but its steep banks presented a major obstacle for overland travel within the county.[91]

Agriculture

Clark County was predominantly an agricultural area during the early development of Washington Territory. Census records note the marked increase in agricultural production, particularly within dairy products (Table 4).

From the first dairy herds at Fort Vancouver in the 1820s, dairy farming spread throughout the territory; the first purebred dairy cows arrived in the 1880s. Simeon Durgan (1850–1923), whose father had established a dairy just outside of Fort Vancouver as early as 1859, encouraged a Chinese farmer, Kong Loy (1867–1951), to transition from produce to dairying. With Durgan's help, Loy began selling milk to the Vancouver Barracks and found local success, eventually expanding his distribution to hospitals, restaurants, and boarding schools.[92]

Table 4. Agricultural Statistics for Clark County by Census Year, 1860–1890.

	1860	1870	1880	1890
Barley (bushels)	161	N/I	N/I	N/I
Buckwheat (bushels)	491	N/I	N/I	N/I
Orchard products (value)	14,291	6,547	11,028	N/I
Tobacco (lbs)	N/I	190	0	0
Wool (lbs)	N/I	23,144	24,952	N/I
Peas & beans (lbs)	N/I	1,282	734	492
Potatoes	N/I	30,222	107,759	96,160
Butter (lbs)	45,706	86,803	N/I	395,123
Cheese (lbs)	7,000	10,944	N/I	8,005
Hay (tons)	1,983	5,802	10,530	22,000

[89] Oregon Donation Land Claim Act, 31st Congress, Ch. 76, 9 Stat. 496 (1850).
[90] Jollata, "Vancouver" ; Riddle, "Donation Land Claim Act"
[91] B.F. Alley and J.P. Munro-Fraser, *History of Clarke County Washington Territory,* (Portland: The Washington Publishing Company, 1885), 336- 337.
[92] Martin Middlewood, "Clark County History: Yacolt Burn," *The Columbian* (Vancouver, WA), December 19, 2021.

Grass (bushels)	100	55	70	0
Hops (lbs)	3	0	0	12,506
Clover (bushels)	0	2	2	6
Honey (lbs)	4,638	13,175	2,515	N/I

Source: Department of the Interior 1864, 1872, 1883, 1895.
N/I: No information available.

The county's hop industry also flourished at the end of the 1800s, despite a hop lice infestation in 1892 that devastated local hop fields.[93] While the majority of the state's hops were subsequently grown in other counties, Clark County maintained local crops because of the local Star Brewery, founded in 1890. Hops and the brewing industry found another foothold within the county when Great Western Malting was founded in 1935, shortly after the end of Prohobition in 1933. The malt company grew to dominate the West Coast barley-malt market in the latter-half of the century.[94]

Orchards served as another backbone to the county's early economic development. In the late 1800s, Arthur Hidden (ca. 1830–1910) established the area's first plum orchard, and by 1888 Clark County was producing roughly 200,000 pounds of prunes a year. Prune sales plummeted in the late 1910s—Germany was one of the country's largest customers in the prewar years, and Prohibition had also taken a toll on the crop that was a necessary component of brandy.[95] In an attempt to revitalize the prune industry, local growers and merchants formed a group called The Prunarians in 1919, aimed at encouraging cooperation between growers and merchants and raising enthusiasm for the prune industry. The Prunarians established the Prune Festival, complete with a "Queen of Prunes," parades, music, drinks, dancing, and a prune eating contest. However, the publicity was not sufficient and, coupled with Prohibition, the onset of the Great Depression, and changes in American export demands, the prune industry never recovered from the decline.[96]

The practice of growing and milling grains was present in the Washington Territories since the early 1800s, and by 1857 there were seventeen established mills within Clark, Lewis, and Pierce counties.[97] Early mills were typically built of wood, and none in the county have survived.

[93] HistoryLink.org Staff, "Hop Louse Invades Washington, Oregon, And British Columbia in 1892," HistoryLink.org Online Encyclopedia of Washington State History, December 15, 2000. https://www.historylink.org/File/2889
[94] HistoryLink Staff, "Hop Louse"
[95] Sue Vorenberg, "Prunes Prominent In Clark County's Past," *The Columbian* (Vancouver, WA), March 17, 2012. https://www.columbian.com/news/2012/mar/17/county-has-proud-prune-past/
[96] Vorenberg, "Prunes"
[97] Norman Reed, "Flour Milling in Washington – A Brief History," HistoryLink.org Online Encyclopedia of Washington State History, July 11, 2010, https://www.historylink.org/File/9474

Millers began to build with poured concrete in the early twentieth century, and a few water-powered examples have survived, including the Cedar Creek Grist Mill located in Woodham, north of Vancouver.[98] The mill was established in 1874 by George Woodham (1827–1895) and his sons.[99] After weather damage and a succession of ownership, the mill was purchased by Gorund Rosalund in 1901 and began operating in 1909 when he added a shingle mill to the operation.[100] Rosalund likely reconstructed the mill in the poured concrete style around this time.[101] The local timber boom kept the mill busy through the next few decades, and the Rosalunds added a machine shop and a blacksmith shop. When the last family member owner died in the 1950s, the Washington State Fisheries Department purchased the property. After many years of renovations, the state converted the facility into a working museum in 1989.[102]

Timber

Inland Clark County was timber rich and at the turn of the twentieth century, the Weyerhaeuser Company took advantage of the thickly forested lands by purchasing large plots from the Northern Pacific Railway: in 1900, timberman Frederick Weyerhaeuser (1834–1914) purchased 900,000 acres of Washington lands from the railway.[103] Disaster struck with the Yacolt burn of 1902, which resulted in the loss of 370 square miles of timber in southwestern Washington across Clark, Cowlitz, and Skamania counties.[104] The fires traveled 30 miles in 36 hours, shooting flames 300 feet into the air. While named for the town of Yacolt, the fire stopped a half-mile outside of town. After the fires died out, Weyerhaeuser dispatched their subsidiaries, the Clarke County Timber Company and the Twin Falls Logging Company, the latter based out of Yacolt, to salvage what they could.[105] The fire caused a $12 million to $30 million loss in 1902 dollars and remained the largest wildfire in Washington state until the Carlton Complex Fire in Okanogan in 2014.[106]

The timber industry slowed considerably within the county during the 1930s, after Weyerhaeuser's operations (then called Clarke County Timber Company) announced that it would close its doors in the winter of 1929.[107] It was not until after the conclusion of World War II that further timber logging occurred on a large scale in the county. In 1948, Harbor Plywood re-

[98] Reed, "Flour Milling in Washington"
[99] Cedar Creek Grist Mill, "About the Grist Mill," Cedar Creek Grist Mill (website), accessed October 13, 2022, https://www.cedarcreekgristmill.org/index.php/about.
[100] Cedar Creek Grist Mill, "About the Grist Mill."
[101] Reed, "Flour Milling in Washington"
[102] Cedar Creek Grist Mill, "About the Grist Mill."
[103] Timothy Egan, *The Good Rain: Across Time & Terrain in the Pacific Northwest*, (New York, New York: Knopf Doubleday Publishing Group, 2011), 167.
[104] Martin Middlewood, "Clark County History: Yacolt Burn," *The Columbian* (Vancouver, WA), December 19, 2021.
[105] Middlewood, "Yacolt Burn."
[106] Middlewood, "Yacolt Burn."
[107] "History of the Chelatchie Prairie RR," Chelatchie Prairie RR. Accessed November 30, 2022. https://tickets.bycx.org/history

opened the Chelatchie Prairie area to logging; the company quickly sold to Longview, Portland and Northern rail.[108] After a decade of minor logging operations, the rail company constructed a large lumber and plywood mill called the International Paper Company in 1960.[109] The mill operated until 1979, and the rail spur has been used over the decades for commercial and passenger traffic and has been the subject of renovation efforts in more recent years.[110]

Railroads

The introduction of the railroad provided the momentum for much of the early development and immigration to Clark County. The enthusiasm for transcontinental rail lines hit Washington Territory by the mid-1800s, and early squatters who had hoped for a legal pathway to land ownership found themselves at odds with the industrial giants. Beginning in 1850, the federal government ceded millions of acres to the railroads; within two decades, roughly 130 million acres of land had been granted to over seventy railroad companies throughout the country.[111] This put the railroads at odds with squatters and farmers; the Northern Pacific Railway, to name a specific example, was at the center of no less than 3,000 formal land disputes.[112] Railways generally received land grants according to a specific number of square mile sections of land within a prescribed distance. Typically, these were allotted as odd-numbered sections of land, and they also required completion of roads by a certain date—usually within ten years. The granting of odd-numbered sections resulted in a checkerboard pattern of land ownership across the landscape.

The legislation passed for the Northern Pacific in 1864 was the largest to date, including nearly 50 million acres to facilitate the construction of a railway from Lake Superior to Puget Sound, with a branch along the Columbia River.[113] The company declared that such a large amount of land was necessary because of the challenge of constructing a railroad through the desolate regions of the American West.[114] The Northern Pacific was allotted the typical odd-numbered sections of land abutting twenty miles of the railway within state boundaries and, in the territories, those sections of land within forty miles—much greater than the standard ten miles granted to other railroads. Because Washington was a territory until 1889, the Northern Pacific

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[108] "Chelatchie Prairie- Clark County- A History." *The Columbian* (Vancouver, WA). February 22, 1979. Last updated 2020. https://history.columbian.com/chelatchie-prairie-3/; "History of the Chelatchie Prairie RR," Chelatchie Prairie RR.
[109] "Chelatchie Prairie- Clark County- A History." *The Columbian*
[110] "History of the Chelatchie Prairie RR," Chelatchie Prairie RR.
[111] David Maldwyn Ellis, "The Forfeiture of Railroad Land Grants, 1867-1894," *The Mississippi Valley Historical Review* 33, no. 1 (1946), 28; Sean M. Kammer, "Railroad Land Grants in an Incongruous Legal System: Corporate Subsidies, Bureaucratic Governance, and Legal Conflict in the United States, 1850–1903," *Law and History* Review 35, no. 2 (2017), 392. https://www.jstor.org/stable/26338433.
[112] Kammer, "Railroad Land Grants," 393.
[113] Kammer, "Railroad Land Grants," 402; Northern Pacific Railway Act, 38th Cong., Ch. 217, 13 Stat. 365 (July 2, 1864).
[114] Kammer, "Railroad Land Grants," 402–403.

was provided a forty-mile buffer within its boundaries. The federal government allowed the Northern Pacific to issue bonds on their lands and gave further authorization to extend its Columbia branch line from Portland to Puget Sound, which provided the railway an additional land grant between Portland and Tacoma.[115] By the time the transcontinental line was completed in 1883, the railway owned 7.7 million acres in Washington Territory, almost one-fifth of the total land area.[116] Northern Pacific's land grants impacted Clark County to a greater extent than other counties within the territory because the majority of the county fell within the 1864 grant area.[117]

One of the first railroad developments in the county was Northern Pacific's establishment of the town of Kalama in 1870. Located west of Vancouver along the Columbia River, the town first operated as a staging area, taking delivery of equipment, material, and other supplies as necessary for the railway's work in the region. Kalama was linked by rail with the terminus of the Northern Pacific at Tacoma but was only connected to Portland by boat at that time.[118]

The federal practice of railroad land grants ended in 1870, marking the beginning of an era of land forfeiture, when the government took back granted land from the railways in areas that had not yielded track. The Northern Pacific was able to mostly avoid forfeiture as they were actively building lines when the legislation passed; however, they did begin to sell off granted lands at this time. Of the almost 40 million acres of land granted to the Northern Pacific, the railway forfeited only 2.9 million due to its failure to build the Portland–Wallula section.[119]

In the 1880s, the sale of Northern Pacific grant lands to immigrants was a leading cause of population growth within Washington Territory, and Clark County grew at a modest pace during that time. Railroads were eager to transport settlers and their freight, offering land for purchase, discounts for paying cash, as well as low down-payment plans.[120] Northern Pacific Bureau of Immigration distributed a plethora of literature and advertisements throughout Europe, printing in English, German, Norwegian, and Swedish newspapers.[121] Whether the advertisements were true or just wishful thinking, the number of land grants distributed in 1880 was 8,692, rising to

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[115] Kammer, "Railroad Land Grants," 404.
[116] Connie Y. Chiang and Michael Reese. "Seeing the Forest for the Trees: Placing Washington's Forests in Historical Context." Evergreen State: Exploring the History of Washington's Forests- Center for the Study of the Pacific Northwest, University of Washington. Accessed December 2, 2022. https://www.washington.edu/uwired/outreach/cspn/Website/Classroom%20Materials/Curriculum%20Packets/Evergreen%20State/Section%20II.html
[117] Ellis, "Forfeiture," 45.
[118] Gregg Herrington, "Railroading in Vancouver and Southwest Washington," HistoryLink.org Online Encyclopedia of Washington State History, August 4, 2008. https://www.historylink.org/file/8702.
[119] Ellis, "Forfeiture," 45
[120] Carlos A. Schwantes, "Landscapes of Opportunity: Phases of Railroad Promotion of the Pacific Northwest." *Montana: The Magazine of Western History* 43, no. 2 (1993), 40.
[121] James B. Hedges, "Promotion of Immigration to the Pacific Northwest by the Railroads." The Mississippi Valley Historical Review 15, no. 2 (1928), 186.

20,983 in 1883 and covering a total area of 2,905,000 acres.[122] Immigrants and farmers in California were equally encouraged to come northward.[123] Scandinavians were sought after in particular for their "patience and sagacity."[124] Dutch immigrants had settled in Vancouver since its earliest years and had begun moving into outlying rural areas after the U.S. took over Fort Vancouver. The population of Clark County increased from 2,367 "white" individuals in 1860 to 5,308 "white" individuals in 1880.[125] The 1880 census also mentions 183 "colored" persons in the county, as well as 48 Chinese and 135 "Indians" and "half-breeds."[126] Those Chinese people in the Vancouver area were employed in "wash-houses," at the barracks, and for cheap manual labor.[127] More than 100 Chinese were employed to dig the Eureka Ditch to drain a swampy agricultural area in east Clark County; called "China Ditch," it runs alongside modern 172nd Avenue.[128]

The Vancouver, Klickitat & Yakima Railroad was the earliest local railroad in Clark County, starting operations in 1887 and connecting between Vancouver Junction and Yacolt. The Portland, Vancouver, and Yakima Railroad purchased and renamed the line after its initial owners went bankrupt in 1897. The line was extended to the Chelatchie Prairie, near the northeast corner of the county, and was thereafter colloquially known as the Chelatchie Prairie Railroad.[129] The Northern Pacific later purchased the line, converted it to a spur, and went on to use the line to haul logs in a milling operation during the late 1900s.

After a series of bitter lawsuits, the Northern Pacific Railway teamed with the Great Northern Railway in 1905 to begin construction of the North Bank Road from Pasco to Vancouver. On March 19, 1908, regular passenger service began between Vancouver and Pasco. The 221-mile journey took eight hours to complete; from Pasco the line connected to Spokane and all points farther east. Later that same year the Columbia River Bridge was completed placing Vancouver on the critical rail line between Portland and the Puget Sound and eliminating the time consuming train ferry between Goble and Kalama.[130]

[122] Hedges, "Promotion of Immigration," 340–341.
[123] Hedges, "Promotion of Immigration," 340–341.
[124] Hedges, "Promotion of Immigration," 340–341.
[125] Alley and Munro-Fraser, *History of Clarke County*, 299.
[126] "Analysis of the population," *Vancouver Independent* (Washington Territory), January 13, 1881, 1.
[127] Martin Middlewood, "Clark County History: First Chinese residents," *The Columbian* (Vancouver, WA), December 20, 2020. https://www.columbian.com/news/2020/dec/20/clark-county-history-first-chinese-residents/.
[128] Jino Conklin, "China Ditch," The Columbian: Clark History. Last updated 2020. https://history.columbian.com/china-ditch-3/.
[129] "History of the Chelatchie Prairie Railroad" 2022
[130] Herrington, "Railroading."

Roads

By the time of early European settlement, there were established Native American trails linking the Columbia River to inland areas such as the Chelatchie Prairie. Most of the county's early roads were constructed to connect the burgeoning town of Vancouver with outlying areas, often following preexisting trails that paralleled rivers and connected riparian areas with prairies and homesteads. The first military road established in Washington Territory opened around 1857, running from the Vancouver Barracks to Fort Steilacoom near present-day Tacoma.[131] Vancouver's military reservation became the locus of a series of roads radiating northward as well as east-west into larger Clark County. The first official state road in Washington State was designated in 1893, and the first official state road in Clark County was State Road No. 8, which connected Lyle in Klickitat County to Washougal in Clark County.[132]

Prior to the ubiquity of the automobile, bicyclists were the earliest and most vocal advocates for road improvements; they were instrumental in calling for the first substantial road improvements throughout Clark County. Advocates successfully demanded state and county funding for road improvement and maintenance, codified in legislation in 1907.[133]

Ports

The first public ports in Washington state were the result of a backlash against the domination of private railroad companies of the state's docks and harbors. The Port District Act was passed in 1911, and in 1912, voters approved the creation of a port district along the Columbia River at Vancouver.[134] This was the third port district approved in the state, after the Port of Seattle and the Port of Grays Harbor.[135] Driven by the exigencies of World War I, voters approved a bond in 1918 to create a shipyard on filled swampland at the Port of Vancouver. The Standifer Wooden Shipyard employed over 450 workers and launched six merchant vessels before the federal government canceled all wooden-ship contracts in December of 1918.[136] Standifer quickly transitioned to steel construction and won a contract to build steel steamships over the next two years, even after the end of the war effort.[137] By the early 1920s, however, Standifer production declined, and the company was forced to deed the property back to the City of Vancouver.

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[131] Thomas W. Prosch, "The Military Roads of Washington Territory." *The Washington Historical Quarterly* 2, no. 2 (1908): 123. http://www.jstor.org/stable/40473854.
[132] Washington Department of Highways, "Forty Years with the Washington Department of Highways." 1945, 1-2. Accessed July 24, 2022. https://cdm16977.contentdm.oclc.org/digital/collection/p16977coll9/id/2113/rec/23.
[133] "Of Interest To Bicyclists," *The Vancouver Weekly Columbian,* (Vancouver, WA), February 20, 1908, 7.
[134] Port of Vancouver USA. "History." Port of Vancouver USA. Accessed October 14, 2022. https://www.portvanusa.com/about/history/.
[135] HistoryLink.org Staff, "Washington Public Ports: A List with Founding Dates," HistoryLink.org Online Encyclopedia of Washington State History, April 29, 2011. https://www.historylink.org/file/9809.
[136] Middlewood, "Clark County History."
[137] Middlewood, "Clark County History."

During the Great Depression, the Works Progress Administration came to Clark County, providing jobs and funding for roads, bridges, public buildings, parks, and other structures. In total, Clark County received the contemporary equivalent of $10 million and over 800 jobs were created.[138] In 1934, the Port of Vancouver constructed a 2.1-million-bushel grain elevator on the site of the old Standifer Shipyard and leased it to the Pacific Continental Grain Company. The next year, following the repeal of Prohibition, the Port purchased an adjacent property with federal funding from the Public Works Administration, where they constructed a second dock and a malting plant in order to take advantage of the state's newly legal hops.[139] Additional ports along the Columbia River were established in Clark County in the following years, with the Port of Camas-Washougal, established by public vote in 1935, and the Port of Ridgefield, voted in on March 15, 1940.[140]

World War II and Later Development

The U.S. entry into World War II brought economic relief to much of the county, most prominently from the construction of a new, gigantic shipyard along the Columbia River, built by the Kaiser Corporation (discussed below). In addition to shipbuilding, Clark County's ports brought economic opportunity with the establishment of the first aluminum to be manufactured in the West. The Aluminum Company of America (later, ALCOA) plant started production in Vancouver on September 23, 1940 and reached an all-time production high during the war in 1943.[141]

In 1942, following the U.S. entry into World War II, President Franklin Delano Roosevelt (1882–1945) issued Executive Order 9066, a decree ordering the forced removal of Japanese Americans, predominantly those living on the West Coast, to incarceration camps.[142] Clark County residents were sent to Tule Lake camp in California.[143] Japanese immigrants had played a large role in the growth of the county during the early twentieth century, despite being unable

[138] Martin Middlewood, "Clark County History: Works Progress Administration." *The Columbian* (Vancouver, WA). July 24, 2022. https://www.columbian.com/news/2022/jul/24/clark-county-history-works-progress-administration/
[139] John Caldbick, "Great Western Malting Company," HistoryLink.org Online Encyclopedia of Washington State History, posted October 8, 2011. https://www.historylink.org/file/9946.
[140] HistoryLink.org Staff, "Washington Public Ports."
[141] Kit Oldham, "Alcoa plant at Vancouver produces the first aluminum in the West on September 23, 1940," HistoryLink.org Online Encyclopedia of Washington State History, February 21, 2003. https://www.historylink.org/file/5265.
[142] "Executive Order 9066: Resulting in Japanese-American Incarceration (1942)," The U.S. National Archives and Records Administration, accessed November 29, 2022. https://www.archives.gov/milestone-documents/executive-order-9066
[143] Charles A. Ptolemy, "The Evacuation of Japanese-Americans from Washington State During World War II: A Study in Race Discrimination." Master's Thesis. Dept. of Education, Central Washington University, Ellensburg, WA, 1965. https://digitalcommons.cwu.edu/etd/494

to own land or gain citizenship because of anti-Asian covenants and laws.[144] Japanese workers played large but uncelebrated roles, as illustrated in the fact that by 1930, 47 percent of truck farmers in Clark County were Japanese American.[145] The 1940 census recorded nineteen Japanese American families residing in Clark County. It was extremely rare for families to return; after World War II, only one family in the county is recorded to have moved back after release, and they were required to buy back their land from its temporary caretaker.[146]

After the conclusion of the war, Vancouver and Clark County commenced the planning and construction of an Interstate Highway system which ultimately opened the door to greater visitation and commerce in the latter half of the century.[147] Vancouver grew exponentially, due to an influx of residents as well as many large adjacent land annexations; by 1964, it had become Washington's sixth most populous city.[148] The county began to find its stride in the tourism industry in the mid-1960s, starting with a multiyear plan to reconstruct the HBC stockade in Vancouver and the designation of parklands by the NPS.[149] Vancouver built several important civic amenities throughout the 1960s, spurred by federal urban renewal and road improvement funding programs (discussed below).

The latter decades of the twentieth century witnessed a regrowth of Vancouver and Clark County: public revitalization projects and transportation programs redirected the county's economies towards commerce and tourism industries. The reconstruction of the Fort Vancouver site and its designation as a National Historic Site was an early and significant step in the county's growth. Guided by the development of Vancouver and strengthened by its connections to the larger Pacific Northwest, Clark County has expanded far beyond its roots as a colonial frontier and agricultural hinterland.

Vancouver National Historic Reserve

Origins

The Vancouver National Historic Reserve is one of the most historically important sites within the Pacific Northwest, where strands of indigenous, colonial, and modern history are deeply entwined and overlapping. The site was one of the earliest permanent British outposts on the continent's western edge and, from its inception, remained a bastion of governmental authority

[144] Cherstin Lyon, "Alien land laws," *Densho Encyclopedia*, accessed December 2, 2022. https://encyclopedia.densho.org/Alien%20land%20laws.
[145] Ptolemy, "Evacuation" ; "Truck farmer" here connotes farmers who grew produce and "trucked" it to local markets and stores.
[146] City of Vancouver, "Nikkei Park Naming History," The City of Vancouver, Washington: Parks, Recreation & Cultural Services, accessed October 13, 2022. https://www.cityofvancouver.us/parksrecculture/page/nikkei-park-naming-history
[147] "Photograph of Interstate Highway 5," *The Columbian* (Vancouver, WA), November 10, 1958, 6.
[148] Tony Bacon, "Vancouver's Growth District," *Oregonian* (Portland, OR), December 27, 1964, 3.
[149] Erigero, *Historic Overview*, 63; Jollota, "Vancouver."

into the twentieth century. Such extended use encompassing periods of both British and European American expansion necessitated substantial changes to the site, which have left behind a multilayered landscape of architectural and archaeological resources.

Members of the HBC founded the Vancouver National Historic Reserve as Fort Vancouver in the early nineteenth century.[150] The origins of the HBC date to 1670 when England's King Charles II established it by royal charter.[151] Although its corporate structure allowed it to receive private financing, the HBC acted as a powerful colonial arm in the British settlement of North America with sweeping governmental authorities.[152] Over more than a century, it directed fur trade throughout the North American interior from a collection of settlements and forts that were the nodes in a vast trading network.[153] Beginning in 1821, the HBC's jurisdiction was extended west to include the "Columbia Department" (what U.S. citizens called the "Oregon Country") after its merger with an upstart rival, the NWC.[154] The merger would allow the HBC to protect and foster British interests in the region which had remained contested territory since the War of 1812.[155]

With the merger, the HBC found that existing NWC posts within the Columbia Department were unprofitable and poorly located.[156] To rectify the situation, HBC Governor Sir George Simpson and the region's new Chief Factor, Dr. John McLoughlin, arrived in the region in 1824 and made plans for a new site along the Columbia River.[157] Traveling inland from the coast, McLoughlin proposed the construction of a new post along the river's north edge in an area known to trappers as "Jolie Prairie" near the confluence with Willamette River.[158]

Long used and cultivated by area tribes, the prairie provided an attractive open area that was suitable for construction activities and to support a program of farming and grazing.[159] Simpson

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[150] Kit Oldham, "Hudson's Bay Company opens Fort Vancouver on March 19, 1825," HistoryLink.org Online Encyclopedia of Washington State History, posted February 20, 2003, https://www.historylink.org/File/5251; René M. Senos, Anita Hardy, Allen Cox, Anne-Emilié Gravel, Mischa Ickstadt, James Sipes, and Keith Larson, *Vancouver National Historic Reserve Cultural Landscape Report, Vancouver, Washington*, (Washington, DC: Department of the Interior, National Park Service, 2005); Gregory P. Shine, "Fort Vancouver," Oregon Encyclopedia, Portland: Portland State University and the Oregon Historical Society, 2018. Updated August 30, 2022, https://www.oregonencyclopedia.org/articles/fort_vancouver/#.YuJb5YTMJD8,
[151] Greogry P. Shine, "Hudson's Bay Company," Oregon Encyclopedia. Portland: Portland State University and the Oregon Historical Society, 2018, Updated August 19, 2022, https://www.oregonencyclopedia.org/articles/hudson_s_bay_company/#.YuJbzoTMJD
[152] Shine, "Hudson's Bay Company."
[153] Senos et al., *Vancouver National Historic Reserve*, 14.
[154] Shine, "Hudson's Bay Company."
[155] Shine, "Fort Vancouver."
[156] Senos et al., *Vancouver National Historic Reserve*, 14-15; Shine, "Fort Vancouver."
[157] Shine, "Fort Vancouver."
[158] Oldham, "Hudson's Bay Company opens Fort Vancouver."
[159] Oldham, "Hudson's Bay Company opens Fort Vancouver."; Senos et al., *Vancouver National Historic Reserve*, 15; Shine, "Fort Vancouver."

hoped this would allow the post to become largely self-sufficient and make it less of a demand on company expenses.[160] In addition to its environmental qualities, the site also offered the company a strategic location along a navigable portion of the Columbia River which could both outfit an upriver fleet of trade bateaux (barges), as well as supply ocean-going freight ships. Even more broadly, because the prairie was critically located on the river's north bank it reinforced England's claim to the Columbia Department and its calls to use the river as a permanent international boundary.[161] Construction on the outpost began in 1824 and, on March 19, 1825, Simpson christened the site Fort Vancouver.[162] While the British explorer George Vancouver had never personally sailed the Columbia, Simpson later explained that the "object of naming it after that distinguished navigator… is to identify our [Britain's] claim to the Soil and Trade with his discovery of the River and Coast on behalf of Gt Britain."[163]

Although initially intended as a secondary outpost, Fort Vancouver grew rapidly under McLoughlin's leadership and, by 1829, became the permanent headquarters of HBC's Northwestern activities.[164] In the same year, the fort was moved from its original location to the prairie's lower plain where a new wooden stockade enclosed some twelve buildings.[165] Around its perimeter, McLoughlin inaugurated the region's first western-style agriculture with the planting of 120 acres.[166] With more limited success, McLoughlin worked to establish other industries by constructing grist and grain mills, and attempted to package Columbia River salmon for export.[167]

While McLoughlin's direction helped the post to prosper, his efforts were supported by a large staff stationed at the fort.[168] This staff was divided by HBC into a rigid hierarchy but included a remarkable variety of ethnic backgrounds that reflected the fur industry more broadly.[169] By the time of Fort Vancouver's establishment, HBC employed Englishmen, Scots, French-Canadians, Cree, Iroquois, and "Métis" among other groups.[170] Further, many of the post's employees were married by common law ("in the fashion of the country") to Native women who, though initially

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[160] Shine, "Fort Vancouver."
[161] Shine, "Fort Vancouver."
[162] David Lavender, *Land of Giants: The Drive to the Pacific Northwest, 1750-1950*, (Edison, NJ: Castle Books, 2001), 122; Shine, "Fort Vancouver."
[163] Qtd. in Shine, "Fort Vancouver."
[164] Shine, "Fort Vancouver."
[165] Shine, "Fort Vancouver."
[166] Shine, "Fort Vancouver."
[167] Jack Nisbet and Claire Nisbet, "Hudson's Bay Company," HistoryLink.org Online Encyclopedia of Washington State History, posted July 24, 2011, https://www.historylink.org/file/9881.
[168] Douglas C. Wilson, "The Decline and Fall of the Hudson's Bay Company Village at Fort Vancouver." In *Alis Volat Propriis: Tales from the Oregon Territory, 1848-1859*, ed. Chelsea Rose and Mark Axel Tveskov, (Salem, OR: Association of Oregon Archaeologists, 2014), 24.
[169] Dana Lynn Holschuh, "An Archaeology of Capitalism: Exploring Ideology through Ceramics from the Fort Vancouver and Village Sites," (Master's thesis, Portland State University, 2013), 21.
[170] Senos et al., *Vancouver National Historic Reserve*, 21; Wilson, "The Decline and Fall of the Hudson's Bay Company," 22–23.

barred from the post by Simpson, were continuously present within Fort Vancouver from its establishment onwards.[171] After 1828, Native Hawaiians—called variously Kanakas, Owyhees, or Sandwich Islanders by the British—arrived on HBC ships as another source of labor, eventually forming one-third of the Fort's total workforce.[172] In time, the prevalence of this group was such that the small worker's village developing west of the fort was termed "Kanaka Village."[173]

For more than fifteen years, Fort Vancouver prospered and functioned as the de-facto colonial capital of the Pacific Northwest.[174] During these years, the fur trade remained strong, and the post sought to export 20,000 beaver pelts per year along with other, less lucrative skins.[175] Pelts and furs were collected from across the region, stored at the fort, and then loaded onto the ships that arrived annually with fresh trading supplies.[176] After traveling around Cape Horn, the pelts were sold at market to Europeans and Americans who turned them into hats and other fashionable items.[177]

Visiting in 1841, American explorer Lt. Charles Wilkes described the fort's prosperity writing:

> "[The] establishment at Vancouver is upon an extensive scale, and is worthy of the vast interest of which it is the centre… Everything may be had at the fort; they have an extensive apothecary's shop, a bakery, blacksmiths' and coopers' shops, trade offices for buying, others for selling, others again for keeping accounts and transacting business; [and] shops for retail… of the quantity on hand, some idea may be formed from the fact that all the posts west of the Rocky Mountains get their annual supplies from this depot."[178]

Such developments were grounded upon more than furs, for McLoughlin's agricultural experiment had proven enormously successful, eventually expanding to 1,420 acres by 1846.[179] The fields not only supplied food for residents of Fort Vancouver but also became an important secondary revenue source for the site.[180] As Wilkes noted, surplus produce was distributed to posts throughout the Columbia District and was also traded with Russians in fulfillment of treaty obligations.[181]

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[171] John A. Hussey, "The Women of Fort Vancouver." *Oregon Historical Quarterly* Vol. 92, (1991): 266.
[172] Holschuh, "An Archaeology of Capitalism," 20.
[173] Senos et al., *Vancouver National Historic Reserve*, 21; Wilson, "The Decline and Fall of the Hudson's Bay Company."
[174] Shine, "Fort Vancouver."; Wilson, "The Decline and Fall of the Hudson's Bay Company," 24;
[175] Lorne Hammond, "Marketing Wildlife: The Hudson's Bay Company and the Pacific Northwest, 1821-49." *Forestry & Conservation History* 37, no.1 (January 1993): 20.
[176] Wilson, "The Decline and Fall of the Hudson's Bay Company," 22.
[177] Wilson, "The Decline and Fall of the Hudson's Bay Company," 22.
[178] Wilkes, *United States Exploring Expedition*, 184.
[179] Senos et al., *Vancouver National Historic Reserve*, 15.
[180] Shine, "Fort Vancouver."
[181] Wilson, "The Decline and Fall of the Hudson's Bay Company," 22; Shine, "Fort Vancouver."

Arrival of European American Settlers

Beginning in 1840, U.S. citizens began to travel overland along the Oregon Trail to establish homesteads in the Willamette Valley.[182] These interlopers left the East for a variety of reasons and headed west in search of new opportunities.[183] Their choice of Oregon was encouraged by developments in contemporary U.S. political discourse which supported an expansionist agenda.[184] Private publications throughout the 1830s including John B. Wyeth's *Oregon…* (1833), Washington Irving's *Astoria* (1936), and John Kirk Townsend's *Narrative of a Journey Across the Rocky Mountains to the Columbia River* (1839) all helped to promote the region in the popular imagination and were substantiated by government-funded surveyors in the 1830s and 1840s.[185]

The first arrivals in 1840 traveled over the Blue Mountains before floating down the Columbia River to Fort Vancouver.[186] While McLoughlin had historically maintained a welcoming attitude toward Europeans and European American visitors, the arrival of the settlers complicated his position as their presence threatened British claims on the region.[187] Risking the displeasure of his company and government, McLoughlin was generous to many parties that were near the end of their provisions, giving them clothing and food from the Fort's stores.[188] He further supported activities that were mutually beneficial to the company and settlers' interests including selling seed for planting and lending cattle for breeding.[189] By 1843, immigrants began pouring into the region, and by[190] 1845, the European American population had swelled to 3,000, dwarfing both British and Indigenous residents by an increasingly large margin.[191]

Just as the tides of settlement were changing, so too were fashions, namely the popularity of beaver hats and attire. Beginning in 1842, HBC auctions for beaver pelts failed to achieve their standard profits and prices dropped precipitously.[192] Among high society, the iconic beaver hat of the early nineteenth century had been replaced by the silk hat by 1845, and unused pelts

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[182] Stephen Dow Beckham, *An Interior Empire: Historical Overview of the Columbia Basin* (Walla Walla: Eastside Ecosystem Management Project, 1995), https://www.fs.fed.us/r6/icbemp/science/beckham.pdf, 31; Senos et al. *Vancouver National Historic Reserve*, 16.
[183] Beckham, *An Interior Empire*, 29.
[184] Beckham, *An Interior Empire*, 29.
[185] Beckham, *An Interior Empire*, 29.
[186] Lavender, *Land of Giants*, 235.
[187] Lavender, *Land of Giants*, 211; Senos et al., *Vancouver National Historic Reserve*, 16.
[188] John David Holliday, "The Leadership of John McLoughlin in Relation to the People and Events of Pacific Northwest History 1824-1846," master's thesis, Portland State University, 1995, 75; Donna L. Sinclair, *Part I, "Our Manifest Destiny Bids Fair Fulfillment": An Historical overview of Vancouver Barracks, 1846-1898*, (Washington, DC: Department of the Interior, National Park Service, 2004), 9.
[189] Shine, "Fort Vancouver."
[190] Beckham, *An Interior Empire*, 31–32; Senos et al., *Vancouver National Historic Reserve*, 16.
[191] Beckham, *An Interior Empire*, 31–32.
[192] Hammond, "Marketing Wildlife," 21.

began piling up in company warehouses.[193] By 1847, beaver was sold for a price of 3 to 4 shillings—down from a price of 35 shillings in the early 1820s.[194] This was good news for the beaver population, whose numbers had plummeted in the intervening decades.[195] All told, between 1825 and 1847, over 443,000 beaver pelts had been exported from the HBC's Columbia District, most of them by way of Fort Vancouver.[196]

In 1846, due to the decline in the fur trade, combined with American emigration and the difficult navigation of the Columbia River Bar (the "Graveyard of the Pacific"), the HBC moved their headquarters to the southern tip of Vancouver Island.[197] The transfer coincided with the expansionist agenda of the U.S. Polk Administration and the signing of the Oregon Treaty in the same year.[198] The treaty marked the official removal of British claims to the Oregon Territory and placed a permanent international boundary on the 49th parallel.[199] While HBC retained ownership of Fort Vancouver, its regional business dealings were relocated to a mercantile shop in Oregon City, as well as additional shops in Champoeg and on the grounds of the fort itself.[200] By this time, the prairie post had matured into an extensive site—since renamed Fort Plain—including the enclosed fort, the adjacent village, various cultivated fields, and a working area near the river with trade shops, stables, and storehouses.[201] Additional "plains" or prairies to the north and east had been numbered and either utilized by the company or were becoming homesteads for new American settlers.[202]

With the removal of the company's headquarters to Victoria, company lands at Fort Vancouver were leased to the U.S. Army, which established Camp Vancouver in 1849.[203] The camp—later the Columbia Barracks (1850–1853), Fort Vancouver (1853–1879), and finally the Vancouver Barracks (1879 onward)—was located on lands above the stockade and village, looking down on the company center.[204] Around it, a rectangular reserve was created to both protect HBC

[193] Hammond, "Marketing Wildlife," 21.
[194] Hammond, "Marketing Wildlife," 21.
[195] Barton Barbour, "Fur Trade in Oregon Country," Oregon Encyclopedia, Last updated April 20, 2022. https://www.oregonencyclopedia.org/articles/fur_trade_in_oregon_country/#.YkdKkTVlBhE.
[196] Hammond, "Marketing Wildlife," 17.
[197] Wilson, "The Decline and Fall of the Hudson's Bay Company," 24; Shine, "Fort Vancouver."
[198] Sinclair, *Part I, "Our Manifest Destiny Bids Fair Fulfillment,*´8.
[199] Shine, "Fort Vancouver."
[200] Wilson, "The Decline and Fall of the Hudson's Bay Company," 24
[201] Senos et al., *Vancouver National Historic Reserve*, 16.
[202] Senos et al., *Vancouver National Historic Reserve*, 12.
[203] Duane Colt Denfeld, "Fort Vancouver is renamed Vancouver Barracks on April 5, 1879." HistoryLink.org Online Encyclopedia of Washington State History, posted March 7, 2010. https://www.historylink.org/file/9326; Wilson, "The Decline and Fall of the Hudson's Bay Company," 24; Shine, "Fort Vancouver."
[204] Wilson, "The Decline and Fall of the Hudson's Bay Company," 24.

lands from settler incursion and create room for future growth.[205] As the region continued to prosper with yet more settlers, continued growth pressures compelled the reserve to downsize in 1853 to a final size of only 640 acres.

Though relations were initially friendly between the U.S. and British posts, they had dissolved into hostility by the mid-1850s over site disputes and other sundry disagreements.[206] Company staff stationed at the site dropped from 200 in 1841 to 12 in 1853 and to only 6 in the later 1850s (Figure 17).[207] In December 1853, Washington settler Isaac Ebey described the village as a collection of "old, dilapidated huts, most of them untenanted, and are left to decay."[208] In 1860, the Army had razed all but three of the village residences, and building materials were either reused or burned as firewood.[209] To underline the company's erasure, the Army further dug up the wooden fences and headboards within the company cemetery and used the pieces for kindling.[210]

The Formation of Vancouver Barracks

The decline and removal of the fort marked the closure of the military reservation's period as a major trade hub and the dawn of its use as a U.S. military installation.[211] From 1860 to 1880, American soldiers stationed out of Vancouver Barracks played a critical role in suppressing Indigenous sovereignty through the forceful settlement of disputes and the relocation of groups onto often small and distant reservations.[212]

To support these efforts, the Army initially reorganized both the physical environment of the post and its own administrative form. New roads were laid out along the upper meadow and a residential "Officers' Row" was created above the Parade Ground in addition to other miscellaneous structures.[213] Further, in 1865, the post became the headquarters of the newly created Department of the Columbia which oversaw the State of Oregon, as well as the territories of Washington and Idaho.[214]

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[205] Kit Oldham, "United States Army establishes Camp Columbia at the Hudson's Bay Company's Fort Vancouver on May 13, 1849," HistoryLink.org Online Encyclopedia of Washington State History, posted February 21, 2003, https://www.historylink.org/File/5263.
[206] Wilson, "The Decline and Fall of the Hudson's Bay Company," 24-25.
[207] Wilson, "The Decline and Fall of the Hudson's Bay Company," 25.
[208] Qtd. in Wilson, "The Decline and Fall of the Hudson's Bay Company," 24.
[209] Wilson, "The Decline and Fall of the Hudson's Bay Company," 25.
[210] Wilson, "The Decline and Fall of the Hudson's Bay Company," 25.
[211] Senos et al., *Vancouver National Historic Reserve*, 23.
[212] Patricia C. Erigero, *Historic Overview and Evaluation of significant Resources*, Draft, Washington, DC: Department of the Interior, National Park Service, 1992. http://www.nps.gov/parkhistory/online_books/fova/historic_overview.pdf, 49; Senos et al., *Vancouver National Historic Reserve*, 58.
[213] Senos et al., *Vancouver National Historic Reserve*, 24-25.
[214] Erigero, *Historic Overview*, 49.

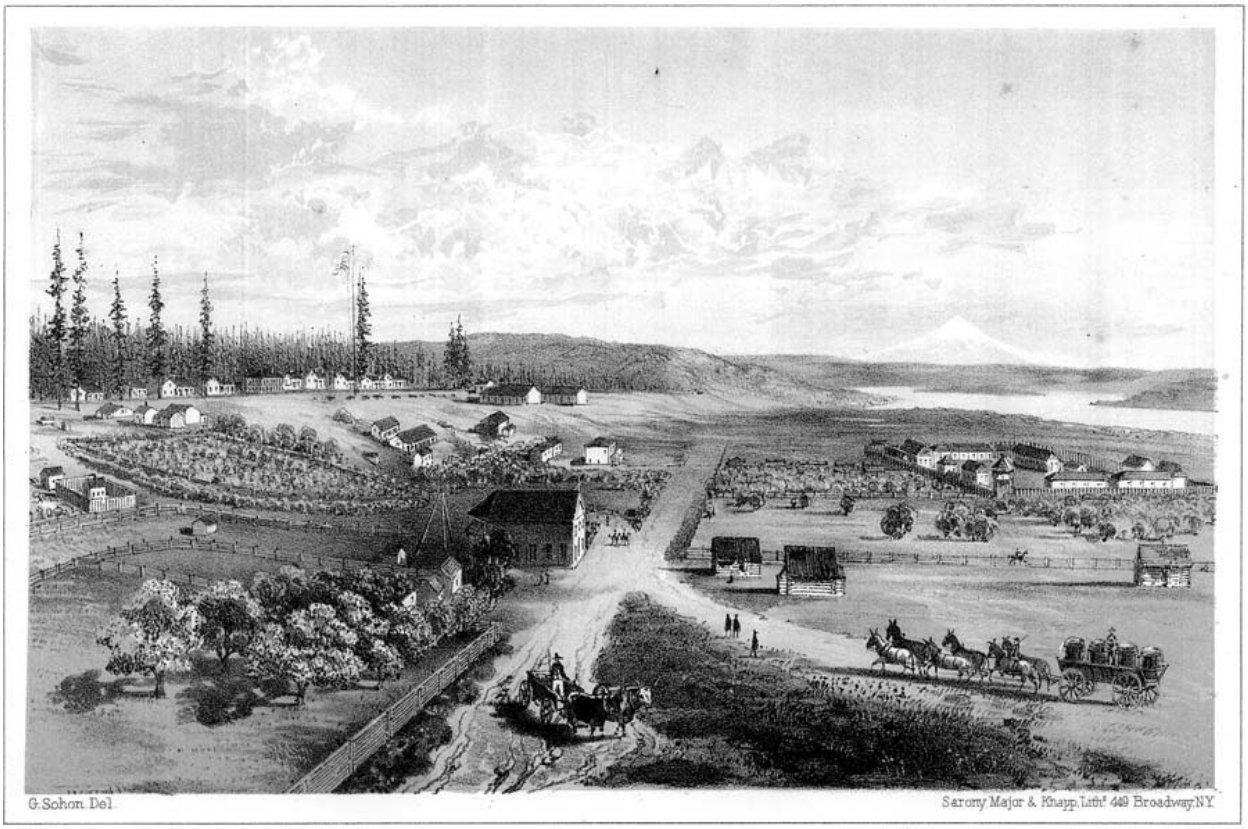

Figure 17. Depiction of Fort Vancouver showing British developments (at right) and American military developments (on bluff at left). Gustav Sohon. *Lithograph of Fort Vancouver, 1854*. 1854. Asset ID: 57D2C6F3-01AC-FCA6-670DFDE5848099C9 (NPS).

Despite these changes, however, Army inspectors found the post deficient in 1866. At this time, Brigadier General James F. Rusing wrote that "[m]ilitarily considered, it [Fort Vancouver] has ceased to be of value because of heavy settlement in that region and [the] disappearance of Indians. As a depot of supplies facts and figures prove it to be useless… Recommend early abandonment of Fort Vancouver as practically valueless to the Govt."[215] The following year, the headquarters for the Department were moved to Portland and the installation's future was thrown into doubt.[216]

Over the subsequent decade, the post received few improvements, but soldiers stationed there continued to provide important support to western military efforts. In 1870, the territory of Alaska came under the jurisdiction of the Department of the Columbia and Vancouver Barracks soldiers helped to conduct explorations into the newly purchased region.[217] Later, the installation played a direct role in conflicts with the Nez Perce Tribe (Nimiipuu), instigated by ongoing treaty

[215] Qtd. in Erigero, *Historic Overview*, 50.
[216] Erigero, *Historic Overview*, 49–51.
[217] Erigero, *Historic Overview*, 49.

violations on the part of the federal government.[218] Following the events of the Flight of 1877 and eventual surrender, U.S. federal forces imprisoned Chief Joseph and other members of the Tribe at the site from August 1877 to April 1878.[219]

Just as the U.S. government began the transfer of the Nez Perce to their Idaho reservation, military officials reconsidered their misgivings over the installation's suitability and the departmental headquarters were transferred back from Portland.[220] The following year, the military officially renamed the Vancouver Barracks and undertook a building campaign with a $56,000 appropriation "to construct and repair officers[']quarters."[221] Between 1885 and 1889, the military substantially improved Officers' Row, removing all but one of the earlier log buildings (today's Grant House), and constructing new residences in fashionable contemporary architectural styles.[222] Landscape improvements beautified the post's grounds: a tree-lined allée was created along Grant Avenue (today Evergreen Boulevard) and European-style garden sensibilities were introduced, including ornamental plantings and imported trees.[223]

In 1887, the Army completed its rout of former HBC institutions when it evicted the members of the St. James Mission from the small complex located within the military reservation's boundaries.[224] The mission's land claim, once protected by the Army, had been found increasingly tenuous in the eyes of military officials, and the church had already begun building new facilities on lots within the town of Vancouver.[225] To stop the seizure, church officials brought an injunction against the government; however, as the case wound through the court system, the old St. James church burnt to the ground in 1889 under unclear circumstances.[226] Finally, in 1895, the U.S. Supreme Court ruled that the church was entitled only to the lands directly beneath the mission—approximately 0.5 acre—rather than the 640 acres once asserted in the claim.[227]

While the built environment of the installation changed little in the 1890s, the soldiers stationed there were active in a variety of local conflicts and expeditions. In 1892, President Benjamin Harrison ordered five companies to travel east to Idaho to control workers striking against the Mine Owner's Protective Association in Coeur d'Alene.[228] A year later, additional troops were

[218] Jim Kershner, "Chief Joseph (1840-1904)," HistoryLink.org Online Encyclopedia of Washington State History, posted April 7, 2009, https://www.historylink.org/File/8975.
[219] Senos et al., *Vancouver National Historic Reserve*, 29; Kershner, "Chief Joseph."
[220] Erigero, *Historic Overview*, 49.
[221] Qtd. in Erigero, *Historic Overview*, 52.
[222] Erigero, *Historic Overview*, 52–53.
[223] Erigero, *Historic Overview*, 52–53, Senos et al., *Vancouver National Historic Reserve*, 32–33.
[224] Erigero, *Historic Overview*, 49.
[225] Erigero, *Historic Overview*, 49.
[226] Erigero, *Historic Overview*, 49; Senos et al., *Vancouver National Historic Reserve*, 28.
[227] Erigero, *Historic Overview*, 49; Senos et al., *Vancouver National Historic Reserve*, 29.
[228] Erigero, *Historic Overview*, 54.

sent north to discipline strikers in the so-called Coxey's Army march.[229] Later in 1894, soldiers helped the Northern Pacific Railway during the Pullman Strike.[230] At the decade's end, the post provided troops to the 1898 Spanish–American War and served as a significant mobilization and training center for volunteers from Washington and Oregon.[231]

The events of the Spanish–American War precipitated an increase in the size of the U.S. standing Army and a subsequent reorganization of military units.[232] An infantry regiment and two batteries of artillery were assigned to Vancouver Barracks, requiring a substantial expansion in housing.[233] Beginning in 1902, many new buildings were constructed in the contemporary Classical Revival style based upon stock plans from the Office of the Quartermaster General.[234] These included double barracks, a new administration building, and a new hospital among a variety of other improvements.[235]

Other changes came in 1903 when the Army granted an easement to the Spokane, Portland and Seattle Railway (SP&S) to build a "North Bank" line along the southern edge of the military reservation.[236] Backed by railroad tycoon James J. Hill (1838–1916), the potential line allowed trains traveling east to west to avoid the expensive and time-consuming climbs over the Cascade Mountains.[237] Construction began in 1905 and continued through 1908; the high berm severed the longstanding connection between the fort, its subsequent installation, and the shoreline of the Columbia River.[238] A spur line built atop a trestle led northwards from the berm into the military reservation.[239] Trains began to run from Vancouver to Pasco on June 15, 1908.[240] Later that year, crews completed the Columbia River bridge—then the longest double-track railroad bridge in the world—which, on November 5, 1908, carried Hill aboard the inaugural train that crossed the river into Portland.[241]

In the years leading up to World War I, Vancouver Barracks continued to mature as the needs of the installation and its environs evolved. In 1909, the Army leased and later purchased 3,000 acres of land northeast of Vancouver, dubbed Camp Bonneville, for use as a rifle range and

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[229] Erigero, *Historic Overview*, 54.
[230] Erigero, *Historic Overview*, 54.
[231] Erigero, *Historic Overview*, 54–55.
[232] Erigero, *Historic Overview*, 55.
[233] Erigero, *Historic Overview*, 55.
[234] Erigero, *Historic Overview*, 55–56; Senos et al., *Vancouver National Historic Reserve*, 35.
[235] Erigero, *Historic Overview*, 55–56.
[236] Erigero, *Historic Overview*, 55–56.
[237] John Caldbick, "Portland & Seattle Railway Completes Washougal River Bridge on November 1, 1907," HistoryLink.org Online Encyclopedia of Washington State History, posted November 11, 2015, https://www.historylink.org/File/11137.
[238] Erigero, *Historic Overview*, 56; Senos et al., *Vancouver National Historic Reserve*, 34; Herrington, "Railroading."
[239] Erigero, *Historic Overview*, 56.
[240] Herrington, "Railroading."
[241] Herrington, "Railroading."

maneuver training ground.[242] Two years later, the installation's polo fields began to serve as an makeshift runway for the region's first aviators.[243] Later, in 1913, another military reorganization of the Army's geographic departments left Vancouver Barracks as the headquarters of the Seventh Brigade beneath the Third Division based in San Francisco.[244]

Vancouver Barracks at War

As the events of World War I (1914–1917) redefined Europe, military strategists on both sides of the Atlantic realized that the world's first "modern war" would require an array of modern technologies.[245] Foremost among these were airplanes, which, at the time, were constructed with wood—preferably one with a high strength-to-weight ratio and of exceptionally high quality. Among the best aviation-grade lumbers was Sitka spruce, which grew in abundance in the old-growth forests of Oregon, Washington, and Alaska.[246]

As the U.S. entered the war in 1917, Congress appropriated some $694 million for aeronautical activities, including domestic construction of airplanes and exporting materials—principally spruce—to allied manufacturers.[247] While it was initially anticipated that private Northwest mills would help meet this demand, production proved slow, owing to mismanagement, workers' strikes (principally by the labor union the Industrial Workers of the World also known as the "IWW" or the "Wobblies"), and corporate price-gouging.[248] Sent west to study the issue, former Army captain Brice Disque reported that these issues were unlikely to resolve soon and recommended using military forces to log and mill wood for the war effort.[249]

Under Disque's efforts, the military created a Spruce Production Division within the U.S. Army Signal Corps in November 1917.[250] The division was to be based at Vancouver Barracks and headquartered in Portland.[251] Infantry regiments stationed at the site were relocated to make way for "spruce soldiers," a group that initially included any soldier from across the armed forces with prior logging experience.[252]

While initially just a training center, the barracks' polo fields on the lower Fort Plain proved a prime location for siting a cut-up plant with an existing railroad spur and extensive open

[242] Erigero, *Historic Overview*, 57.
[243] Erigero, *Historic Overview*, 57.
[244] Erigero, *Historic Overview*, 55.
[245] Erigero, *Historic Overview*, 58; Senos et al., *Vancouver National Historic Reserve*, 36.
[246] Erigero, *Historic Overview*, 58.
[247] Erigero, *Historic Overview*, 58; Senos et al., *Vancouver National Historic Reserve*, 36–37.
[248] Erigero, *Historic Overview*, 58.
[249] Erigero, *Historic Overview*, 58.
[250] Erigero, *Historic Overview*, 59.
[251] Erigero, *Historic Overview*, 59.
[252] Erigero, *Historic Overview*, 58–59.

space.[253] Under the direction of Oregon mill owner H.S. Mitchell, six mill units were constructed on the site using a variety of local materials, as well as machinery shipped rapidly from across the country.[254] Beginning work on December 20, 1917, the mill's operations were underway by February 7, 1918—only forty-five working days later.[255] As designed, the site was extensive, occupying some 50 acres; the mill itself measured 358 feet by 288 feet.[256] Land that was not occupied by the mill buildings, drying kilns, or timber sheds was covered by thousands of tents and support buildings to house personnel.[257] From an initial workforce of 1,000, the Spruce Production Division came to employ 28,000 soldiers by the spring of 1918.[258] In the course of one 24-hour period, these soldiers were capable of milling the rived cants (unmilled log segments) of 35 to 40 railroad cars into 400,000–600,000 board feet of lumber.

Constructed near the end of the Great War, the spruce mill at Vancouver Barracks was in operation for less than a year and was dismantled after the signing of the Armistice in November 1918.[259] Disque commented that its disassembly and subsequent sale resulted in "the largest sale of Government property ever advertised [with] only the sale of equipment from the Panama Canal excelling in number of items and valuation."[260] The mill buildings were fully removed in 1925 and some relocated to the east where they were repurposed as part of the developing Pearson Field.[261]

The Great War marked a turning point in the history of Vancouver Barracks when it played a subsidiary role to the newly developing Army installation of Fort Lewis, located north in Pierce County.[262] Whereas the barracks had been the region's principal military outpost through the end of the nineteenth century, the expansive size of Fort Lewis (62,000 acres) proved better suited to ongoing military growth and training exercises.[263]

Compared to the unprecedented activity of the spruce mill, peacetime at the barracks was relatively quiet: only the construction of a few new buildings, including a Red Cross house, broke the silence.[264] In the 1930s, camps were erected for companies of the Civilian Conservation Corps (CCC) on the former site of the mill and the barracks were established as the organization's district headquarters overseeing Washington and Oregon.[265] Additional

[253] Erigero, *Historic Overview*, 59.
[254] Erigero, *Historic Overview*, 59.
[255] Erigero, *Historic Overview*, 59.
[256] Erigero, *Historic Overview*, 59.
[257] Erigero, *Historic Overview*, 59.
[258] Erigero, *Historic Overview*, 58.
[259] Senos et al., *Vancouver National Historic Reserve*, 37–38.
[260] Qtd. in Senos et al. *Vancouver National Historic Reserve, 38.*
[261] Erigero, *Historic Overview*, 61.
[262] Erigero, *Historic Overview*, 63–64.
[263] Erigero, *Historic Overview*, 63.
[264] Erigero, *Historic Overview*, 64.
[265] Senos et al., *Vancouver National Historic Reserve*, 43.

congressional appropriations in 1937 facilitated the construction of brick duplexes for noncommissioned officers along the reserve's western edge.[266] Some of this work was overseen by Brigadier General—and architect of the Marshall Plan—George C. Marshall, who was stationed as the Fort's commander from 1936 to 1938.[267] He reportedly enjoyed the assignment, appreciating the installation's superb natural vistas and the region's many fishing holes.[268]

The bombing of Pearl Harbor and the U.S. entry into World War II placed considerable pressure on the nation's military facilities, including Vancouver Barracks. The site was placed under the administration of the Ninth Service Command based in Fort Douglas, Utah, and served as a staging area for troops embarking on military action.[269]

Even before the events at Pearl Harbor, plans were made to construct new military general hospitals throughout the country, including one in Vancouver.[270] These were constructed according to standard plans called the "cantonment type" and could be built rapidly on appropriate sites.[271] One such site was found in the open areas north of the Barracks' main facilities and construction began on January 9, 1941.[272] Christened after Major General Joseph K. Barnes (1817–1883), Barnes General Hospital opened just over three months later, on April 16, with an initial capacity of 705 beds.[273] Some of the first Americans injured in wartime combat were treated in the new facility; it was ultimately expanded to include 1,547 beds at its peak in the mid-1940s.[274]

One mile southeast of the barracks' facilities, other substantial changes were taking place. On a former dairy farm located along the Columbia, one of the three regional shipyards constructed by Henry Kaiser's Kaiser Company, Inc. was erected to produce ships for the U.S. war effort.[275] Kaiser, a native of New York, had risen from modest origins to become an industrial titan with a reputation for efficiency and cost-effectiveness.[276] With ground broken in January 1942, the Vancouver shipyard cost $17 million to complete and stretched across 400 acres—nearly 30–40 acres of which was dedicated exclusively to worker's parking.[277] With an initial workforce of

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[266] Erigero, *Historic Overview*, 64.
[267] Erigero, *Historic Overview*, 64.
[268] Denfeld, "Fort Vancouver is renamed."
[269] Senos et al., *Vancouver National Historic Reserve*, 47.
[270] Erigero, *Historic Overview*, 70; Duane Colt Denfeld, "World War II Army Hospitals in Washington," HistoryLink.org Online Encyclopedia of Washington State History, Posted June 26, 2013, https://www.historylink.org/File/10111.
[271] Denfeld, "World War II Army Hospitals in Washington."
[272] Denfeld, "World War II Army Hospitals in Washington."
[273] Denfeld, "World War II Army Hospitals in Washington."
[274] Denfeld, "World War II Army Hospitals in Washington."
[275] Erigero, *Historic Overview*, 72–73.
[276] Erigero, *Historic Overview*, 72–73; Senos et al., *Vancouver National Historic Reserve*, 47.
[277] Erigero, *Historic Overview*, 73.

2,000 workers, the shipyard boasted nine shipways (berths for ship construction) and was ready for use in only eighty days.[278]

Using novel assembly line techniques, Vancouver's Kaiser shipyard was contracted by the federal government to build sixty steel liberty ships—the first ready to launch within eighty days.[279] Later, adjustments to the original contract and subsequent orders led to the production of multiple ship types within the Vancouver yard (Figure 18).[280] Crew numbers grew accordingly up from a projected 8,000 employees to 13,000 in 1942, 27,000 in 1943, and 38,000 in 1944.[281] Of these, 28 percent were women.[282]

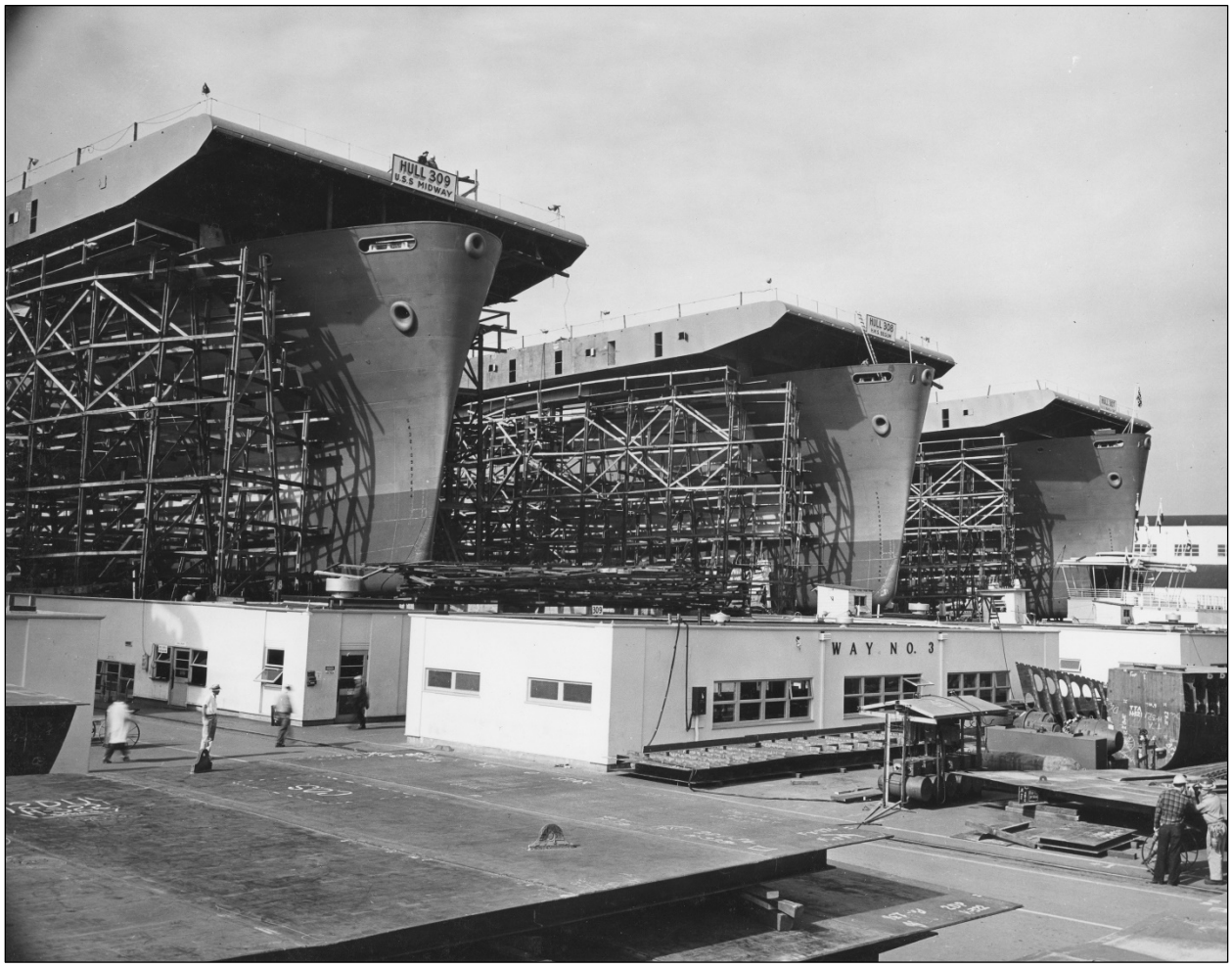

Figure 18. Aircraft carriers under construction at Vancouver's Kaiser shipyard. Louis Lee. *Ships at dry dock*. Ca. 1940s. Asset ID: B5D779CF-1DD8-B71B-0B02ACDDFFA9720D (NPS).

[278] Erigero, *Historic Overview*, 73.
[279] Erigero, *Historic Overview*, 75.
[280] Erigero, *Historic Overview*, 75–76.
[281] Erigero, *Historic Overview*, 75.
[282] Erigero, *Historic Overview*, 75.

Postwar Developments

With the declaration of victory abroad, the rampant developments within and around the Vancouver Barracks slowed to a crawl. The installation, already a satellite to the larger Fort Lewis, was found increasingly unsuitable owing to a lack of training and maneuver space.[283] Finally, in 1946, the Army declared the installation excess and began processing its disposal before various sections were reactivated for reserve training in 1947.[284] Sensing an opportunity, local entities revived a decades-old plan to commemorate the original HBC site and lobbied local politicians to create a formal historic site.[285] On June 19, 1948, an act of Congress established the Fort Vancouver National Monument (62 Stat. 532) granting 53 acres to the NPS to administer the site.[286] Because additional lands were granted to the City of Vancouver by the federal government for use as an airpark, an easement on some NPS property was drawn, prohibiting structures that would interfere with air traffic.[287]

The creation of the HBC monument was slow. It required additional land transfers, archaeological investigations, and more funding for a planned reconstruction of the original stockade.[288] Additional land transfers took place throughout the 1940s, 1950s, and 1960s, and only in 1962 was an agreement reached reducing the airpark's easement to allow for aboveground construction.[289] In 1961, presidential approval officially renamed the unit "Fort Vancouver National Historic Site" and reconstruction finally began in 1966.[290]

With the military's gradual withdrawal from the reservation, the installation was threatened with closure in the 1970s. Community activists agitated for preservation of the barracks' historic resources.[291] In 1980, Officers Row was designated surplus; in 1984, it was sold to the City of Vancouver for one dollar.[292] The site was converted into commercial and residential rental units after a process of restoration and rehabilitation. Only in 2011 was the installation's final military office closed and it turned wholly over to civilian usage.[293]

Pearson Field Airport

What is today known as the Pearson Field Airport is located on lands straddling the Vancouver National Historic Reserve and portions of eastern Vancouver. The airport is among the oldest

[283] Denfeld, "Fort Vancouver is renamed."
[284] Erigero, *Historic Overview*, 78.
[285] Erigero, *Historic Overview*, 81.
[286] Erigero, *Historic Overview*, 81.
[287] Erigero, *Historic Overview*, 81.
[288] Erigero, *Historic Overview*, 82.
[289] Erigero, *Historic Overview*, 81–82.
[290] Erigero, *Historic Overview*, 82.
[291] Denfeld, "Fort Vancouver is renamed."
[292] Denfeld, "Fort Vancouver is renamed."
[293] Denfeld, "Fort Vancouver is renamed."

continuously operated airfields within the U.S. and possesses unique historic significance even within a region known for its longstanding contributions to the field of aviation.

The history of air travel at Pearson Field predates the airfield's formal establishment by more than six years. On September 19, 1905, an airship piloted by eighteen-year-old Lincoln Beachey took off from the grounds of Portland's Lewis and Clark Centennial Exposition and landed forty minutes later at the polo fields within Fort Vancouver, then still known as the military installation Vancouver Barracks.[294] The trip not only marked the first controlled flight across the Columbia River (and, arguably, in Washington), but set its own endurance record and was among the earliest instances of a letter delivered by airship.[295]

Beginning in 1910, heavier-than-air (fixed-wing) flights were undertaken in Portland and attention turned to a suitable site for an airfield.[296] The following year, the Army designated portions of the barracks' polo fields as an "aviation camp" and the first fixed-wing flights were conducted in June by local airmen Charles Walsh and Silas Christofferson.[297] The site proved popular among local air-enthusiasts and Vancouver, not Portland, became the first center of the region's early aviation activities.[298]

Upon advent of World War I (1914–1917), the west portion of the airfield was temporarily converted into a spruce mill to support the national and allied war effort.[299] Although warplanes did not use the site as a base, the mill produced a half million board-feet of lumber per day, which was shipped out to construct early military biplanes.[300]

In the immediate postwar period, the spruce mill was disassembled, and the Army Air Service reclaimed the airfield for a variety of practical operations.[301] Beginning in 1923, the site proved pivotal to the development of U.S. military airpower when Lieutenant Oakley Kelly used it to command the new 321st Reserve Observation Squadron.[302] A major pioneer in early aviation history, Kelly worked to transform the airfield into one of the finest military air installations along the western seaboard.[303] In tandem with Kelly's work, the site hosted multiple significant aeronautic events including a portion of the Army's 1924 Douglas World Cruiser round-the-world

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[294] Von Hardesty, "Historical Overview of Pearson Airfield," Pacific Northwest Region: National Park Service, 1992, 8–9.
[295] American Institute of Aeronautics and Astronautics (AIAA), "American Institute of Aeronautics and Astronautics Historic Aerospace Site: Pearson Field, Vancouver", Washington, 2012-2013. https://www.pearsonfieldeducation.org/wp-content/uploads/2017/12/aiaa_booklet.pdf, 5.
[296] Hardesty, "Historical Overview," 8–9.
[297] Hardesty, "Historical Overview," 8–9; AIAA, "Pearson Airfield," 5.
[298] Hardesty, "Historical Overview," 10.
[299] AIAA, "Pearson Airfield," 5.
[300] Hardesty, "Historical Overview," 15; AIAA, "Pearson Airfield," 5.
[301] AIAA, "Pearson Airfield," 5.
[302] AIAA, "Pearson Airfield," 5.
[303] AIAA, "Pearson Airfield," 5.

flight and the well-known flight school run by John Gilbert (“Tex”) Rankin—for a time, the largest such school in the world.[304] Finally, on September 16, 1925, the airfield was christened “Pearson Field” in commemoration of Army Air pilot Alexander Pearson Jr.[305] Pearson was a Vancouver native and prominent early aviator who had succeeded in setting a new land speed record in 1923, but died in-flight the following year.

Over the subsequent decade—"Golden Age of Flight”—Pearson remained a preeminent site, hosting pilots Charles Lindbergh, Jimmy Doolittle, and Eddie Rickenbacker, among others.[306] During the same period, the airfield helped to nurture Pacific Air Transport which would become one of the founding companies later amalgamated into United Airlines.[307] Toward the end of the decade in 1929, Pearson was also a stopover site for the Russian airplane *Land of the Soviets* en route its historic goodwill flight from Moscow to New York.[308]

During the 1930s, Pearson’s small size increasingly hindered its growth as newer and larger planes required larger runways.[309] Nonetheless, a civilian-operated airstrip at Pearson continued to support increased commercial activity, helping to spur the development of Portland’s Swan Island Airport.[310] Even as Pearson’s regional importance diminished, however, it remained well-positioned and, in 1937, accommodated the landing of another Soviet pilot, Valery Chkalov.[311] Chkalov—the “Soviet equivalent of Charles Lindbergh”—had arrived at Pearson after a historic and much-publicized sixty-two-hour transpolar flight.[312] Chkalov and his crew received a hero’s welcome at Pearson and were given a parade through Portland before they continued on their cross-country goodwill tour.[313] The challenges of early transpolar air travel were so grueling that the Chkalov flight is still considered a significant milestone in aviation history and the most important event to transpire at Pearson Field.

While both military and civilian aircraft continued to operate out of Pearson Field through the start of World War II, its status as an active Army Air Corps base was nullified in 1941, when the 321st Squadron was activated.[314] Following the war, the airfield was declared surplus government property and its management was taken over by the City of Vancouver (Figure 19).[315] Despite challenges, the city successfully maintained the airfield through 1972 when the

[304] AIAA, “Pearson Airfield,” 6.
[305] AIAA, “Pearson Airfield,” 7.
[306] Senos et al., *Vancouver National Historic Reserve*, 42.
[307] AIAA, “Pearson Airfield,” 7.
[308] AIAA, “Pearson Airfield,” 7.
[309] Hardesty, “Historical Overview,” 23.
[310] AIAA, “Pearson Airfield,” 7-8.
[311] Hardesty, “Historical Overview,” 28–32.
[312] Hardesty, “Historical Overview,” 28–32.
[313] Hardesty, “Historical Overview,” 29.
[314] Hardesty, “Historical Overview,” 32.
[315] Hardesty, “Historical Overview,” 32; AIAA, “Pearson Airfield,” 54.

western half of the site was sold to NPS for the reconstruction of Fort Vancouver.[316] With the sale, NPS agreed to allow the continued public use of the airfield and the site now sits within the wider Vancouver National Historic Reserve.

Figure 19. Aerial photograph of Vancouver, oblique view looking northeast, 1968. Pearson Field Airport is visible in the upper right corner of the photograph. (Washington State Archives AR-WSDOT-Vancouver-Columbia-Bridge_Whitmire_ca1968_069A).

Today, Pearson Field Airport remains an active airfield managed by the City of Vancouver. Modern and contemporary developments are found on the eastern portion of the airfield; however, extant historic buildings on the western portion have been preserved and rehabilitated into the Pearson Air Museum. The museum contains three historic-age resources including an original office building, a hangar, and a storehouse.[317] Additional buildings and monuments have been erected within the museum complex to further interpret the site. Citing data collected by WSDOT, the City of Vancouver estimates that each year, the Pearson Field and Museum

[316] Senos et al., *Vancouver National Historic Reserve*, 54.
[317] Senos et al., *Vancouver National Historic Reserve*, 183–184.

attracts 39,500 visitors, generates over 26 million dollars, and supports over 460 jobs.[318] In 2012, the airfield's significant contributions to aviation history were further recognized by its designation as a Historic Aerospace Site by the American Institute of Aeronautics and Astronautics (AIAA).[319]

Development of Vancouver

Despite its British name, the City of Vancouver is among the first wholly American settlements founded in the State of Washington, with a history dating back to the mid-nineteenth century. The city's earliest iteration was the result of U.S. settler Henry Williamson (1822–1885), who, undeterred by the British presence at Fort Vancouver, laid out a land claim west of the fort in 1844 and registered it at the federal courthouse in Oregon City.[320] In the autumn of the following year, Williamson and his partner William Fellows (ca. 1829–1908) hired Scottish surveyor P.W. Crawford (ca. 1825–ca. 1886) to draw out a settlement with a series of 200-square-foot blocks that they christened Vancouver City.[321] Despite the ostensible British claim to the land, both men appear to have felt confident in asserting American sovereignty over it and departed for the California gold fields with plans to later return.[322]

As Williamson established his settlement, Pennsylvania-born settlers Amos (1808–1853) and Esther Short (1806–1862) and their ten children joined his efforts.[323] The Shorts built a cabin on his claim, eventually "jumping" it after Williamson's departure. With a scrappy tenaciousness, they proceeded to defend it not only against Williamson's representatives, but also agents of the HBC and, later, members of the U.S. military.[324] Overcoming a wide number of obstacles—many of them self-inflicted—the Shorts managed to retain the claim and renamed Williamson's community Columbia City.[325]

With the re-settling of the international boundary at the 49th parallel, and the subsequent arrival of the U.S. forces to Fort Vancouver in 1849, the area looked increasingly attractive to overland immigrants and its population slowly began to grow. Responding to this progress, Esther

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[318] City of Vancouver. "About Pearson Field Airport," City of Vancouver Washington, Accessed April 29, 2022, https://www.cityofvancouver.us/pearson/page/about-pearson-field-airport.
[319] AIAA, "Pearson Airfield."
[320] Donna L. Sinclair, *Part I, "Our Manifest Destiny Bidds Fair Fulfillment": An Historical Overview of Vancouver Barracks, 1846-1898, with suggestions for further research* (Washington, DC: Department of the Interior, National Park Service, 2004), 22; Pat Jollota, "Vancouver – Thumbnail History," HistoryLink.org Online Encyclopedia of Washington State History, 7 August, 2009, https://historylink.org/File/9101.
[321] Sinclair, *Part I*, 22.
[322] Sinclair, *Part I*, 22–23.
[323] Jollota, "Vancouver."
[324] Sinclair, *Part I*, 23; Jollota, "Vancouver."
[325] Colleen O'Connor, "Esther Clark Short and her family settle near Fort Vancouver on December 25, 1845," HistoryLink.org Online Encyclopedia of Washington State History, 19 March, 2008. https://www.historylink.org/File/8528.

encouraged development with entrepreneurial activities and public bequests. In 1853, she opened a restaurant on her claim, followed by the town's first hotel—Pacific House—the following year.[326] During the same period, she allowed a cross-river ferry to utilize her land as a docking site and, in 1855, donated property for both a public plaza (today's Esther Short Park) and a municipal wharf.[327] Her efforts were successful and in 1855, the nascent Legislature of Washington Territory recognized the settlement and changed its name from Columbia City to Vancouver.[328] On January 23, 1857, the city was formally incorporated, and a shipwright from New England, Levi Farnsworth (1804–1884), named its first mayor.[329]

From its initial development, Vancouver was the trading center of Clark County and commercial strips began to develop along Main Street and B Street (today's Washington Street).[330] Growth was such that the city footprint was expanded by a second plat shortly after its incorporation, extending to the west boundary of the barracks. Within this area, Vancouver boasted a post office, courthouse, and cathedral, as well as saloons, a livery, a drugstore, and a local brewery.[331] By 1859, some 100 homes had been built and numerous industries had taken root, including lumbering, wood processing, and brick production.[332] The city was also home to the Catholic Sisters of Providence whose energetic leader, Mother Joseph (born Esther Pariseau; 1823–1902) designed and oversaw the construction of the 1873 Providence Academy, then known as the largest brick building north of San Francisco.[333] Mother Joseph went on to develop twenty-nine schools and hospitals throughout the Pacific Northwest, and Providence Academy operated as the seat of governance for the Sisters' ministries within the region, serving as a significant catalyst of early growth for the town of Vancouver.[334]

The city's progress continued steadily into the 1880s, when the arrival of a transcontinental rail line prompted dramatic growth throughout the wider region.[335] While Vancouver's once advantageous geography isolated it from a direct rail connection, the explosive developments of other regional centers stimulated the city's own prosperity.[336] By 1890, 6,500 residents called the city home and the local Portland publication *West Shore* described Vancouver as "…fast

[326] O'Connor, "Esther Clark Short."
[327] O'Connor, "Esther Clark Short."
[328] Jollota, "Vancouver."
[329] Jollota, "Vancouver."
[330] Jollota, "Vancouver."
[331] Jollota, "Vancouver."
[332] Sinclair, *Part I*, 36; Jollota, "Vancouver."
[333] Jollota, "Vancouver."
[334] Mitchell, Terri. "OHQ Research Files: The Sisters of Providence Archives, Seattle." *Oregon Historical Quarterly* 102, no. 2 (2001): 223, 226; Historic Trust Vancouver Washington, "Providence Academy History." Historic Trust Vancouver Washington (website), accessed November 28, 2022. https://www.thehistorictrust.org/providence-academy/history/.
[335] Sinclair, *Part I*, 58.
[336] Sinclair, *Part I*, 58.

assuming a metropolitan air. Her streets are lighted with some forty-five arc lights. The agencies that go to make a city desirable to live in are many and active there."[337]

At the turn of the twentieth century, trade continued to support the city's growth as waterfront industries took hold and wood products, as well as prunes, became major exports.[338] Hand in hand with its commercial developments, Vancouver experienced residential growth as well. Dictated by preexisting topography and established institutions, new development grew northward, away from the river, and eastward, away from the military reserve. One mile north of the city center, on land that surrounded Burnt Bridge Creek, Louis Albert Banks (1855–1933) and Charles Clinton Gridley (1857–1922) platted what became the Garden Grove Homestead Lot addition in 1882.[339] Elsewhere, at the northwest corner of the barracks and less than a half-mile north of the city-center, the Columbia Land Improvement Company platted an area they called Vancouver Heights in 1889.[340] Headed by Louis Sohns (1858–1940) and John Gibbon (ca. 1868–1933), the company complemented the plat with the construction of a horse-drawn streetcar line, linking it to downtown Vancouver along the alignment of present-day Main Street.[341] With the line, Vancouver Heights became the city's first "streetcar suburb"; sales of lots peaked in 1890.[342]

Unfortunately, in December of 1890, the boom began to sour as plans for a local transcontinental rail spur were scuttled by financial turmoil.[343] During the downturn, the Columbia Land Improvement Company constructed a horse-racing track at the undeveloped end of their streetcar to increase ridership and attract prospective buyers.[344] The track opened in 1892 and visitors flocked to it from across the region to view horse races at "the best racing track in the West."[345] The attraction, however, was unable to salvage the streetcar's declining ridership, and, following the Panic of 1893, the company was ultimately compelled to close and remove the line.[346] Far from the excitement of the decade's start, Vancouver's outlook seemed bleak at the turn of the twentieth century, its land values and population in steep decline.[347]

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[337] "Vancouver, Washington." *West Shore*, March 1, 1890.
[338] Jollota, "Vancouver."
[339] Clark County, "Clark County Subdivision Index," MapsOnline (website). Accessed November 20, 2022. https://gis.clark.wa.gov/mapsonline/index.cfm?site=SurveyOffice.
[340] Clark County, "Clark County Subdivision Index."
[341] David Warren Freece, "A History of the Street Railway Systems of Vancouver, Washington, 1889-1926" (master's thesis, Portland State University, 1985), PDXScholar (10.15760/etd.5322), https://pdxscholar.library.pdx.edu/open_access_etds/3439/, 13–14.
[342] Freece, "A History of the Street Railway," 21-22.
[343] Freece, "A History of the Street Railway," 24.
[344] Freece, "A History of the Street Railway," 27.
[345] Jollota, "Vancouver"; Sinclair, *Part I*, 69.
[346] Freece, "A History of the Street Railway," 42.
[347] Freece, "A History of the Street Railway," 46.

Yet, Vancouver's residents eagerly anticipated the city's long-promised connection to the transcontinental rail network. Despite the city's age and history, younger settlements with rail spurs—including Portland, Seattle, and Spokane—had rapidly eclipsed Vancouver to become regional hubs of business and industry. Surrounded by geography unamenable to rail, Vancouver had remained small and grown only incrementally outside of the confines of its original town plats.

In anticipation of the line's completion, the city began to expand its footprint with new plats and subdivisions in the first decades of the twentieth century, including Columbia Orchard Lot in 1900, Swans Addition in 1905, Arnada Park in 1906, and Thompson's Addition in 1907. [348] In 1908, James Hill's railroad company finally completed the North Bank line, connecting Vancouver to Pasco in the east and to Portland in the south.[349] The passenger train's first journey across the Columbia was met with great acclaim.[350] Encouraged by the new rail connection, the city held a special election on April 17, 1909, in which residents approved the annexation of the North Bank and Northern Pacific railroad yards, Vancouver Heights, Lay's addition, and a section of land extending south which included Irvington and part of Harney Hill.[351] The annexation added 3,000 new residents, bringing the city's burgeoning population to 10,000.[352] As hoped, rail access helped bring new commercial development to the city, and the city continued to expand with annexations such as Arnada Park Annex, Rowley's 9th Addition, and Summit Park Addition in 1909, and North Coast Heights subdivision in 1911.[353]

On account of its longstanding connection to the military post, Vancouver was deeply affected by the events of World War I. The city and its citizens contributed to the war effort through the construction and operation of shipyards and a large spruce mill.[354] Economic prosperity surged as the war progressed, but the postwar years brought a temporary depression, exacerbated by Washington State's 1915 prohibition on the sale of alcohol and the subsequent closure of the brewery.[355] The city received a vehicular connection to complement the North Bank line in the form of the Interstate Bridge, which was dedicated on Valentine's Day, February 14, 1917.[356] However, the new automobile transit connection was not enough to stem the economic hardship

[348] Clark County, "Clark County Subdivision Index."
[349] Jollota, "Vancouver."
[350] "J.J. Hill in City," *Columbian* (Vancouver, WA), November 6, 1908, 1.
[351] "City Limits are Extended," *Vancouver Weekly Columbian*, April 6, 1909, 6
[352] "City Limits are Extended," *Vancouver Weekly Columbian*.
[353] Clark County, "Clark County Subdivision Index."
[354] Jollota, "Vancouver."
[355] Patricia C. Erigero, *Historic Overview and Evaluation of Significant Resources* (draft, Washington, DC: Department of the Interior, National Park Service, 1992), 63. http://www.nps.gov/parkhistory/online_books/fova/historic_overview.pdf; Jollota, "Vancouver."
[356] Jollota, "Vancouver."

of the period. The loss of the brewery was further compounded by the floundering of the local prune industry as well as agricultural declines that marked the onset of the Great Depression.[357]

The Depression dragged on in communities nationwide, and Vancouver experienced partial economic relief from the CCC government works program, as well as from the nearby Bonneville Dam, which was completed by Henry Kaiser in 1938.[358] The western branch of the CCC, headquartered in the Vancouver Barracks, completed a variety of municipal projects and provided temporary employment for many. The hydroelectric dam lured large-scale operators to the area who used cheap hydroelectric power to manufacture industrial products such as aluminum.[359]

Amid the economic downturn, local education experienced a boom. In 1933, the Vancouver Junior College commenced its first term in a rented boarding house in the city-center.[360] School instructors and civic boosters rallied for and received community support and donations, and the young school continued to grow, eventually changing its name to Clark College.[361]

The U.S. entry into World War II brought an influx of industrial activity and more residents. The Kaiser Corporation, led by the same Henry Kaiser of the Bonneville Dam, built a shipyard along the Columbia in 1942 and a massive influx of workers and their families arrived to support its operation.[362] Building the shipyard and operating it around the clock was just one complex facet of the city's "bulking defense requirements;" labor was also urgently needed to construct associated roads, utilities, and employee housing to support the shipyard operations.[363] As workers and their families arrived to answer the call for labor, the population of the city and its suburbs more than tripled between 1942 and 1943.[364] The city saw a veritable "mushroom growth," referred to by the *Columbian* as a singular achievement among the many "history making events" of that year.[365] Across the river, Portland experienced a similar balloon of growth; many new and established residents took advantage of the short trip across the bridge to work in the Kaiser shipyard.[366]

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[357] Jollota, "Vancouver."
[358] Jollota, "Vancouver."
[359] Jollota, "Vancouver."
[360] "Vancouver Junior College Opens October 2, For Fall Term," *Columbian* (Vancouver, WA), September 7, 1933, 4.
[361] Gregg Herrington, "Railroading in Vancouver and Southwest Washington," HistoryLink.org Online Encyclopedia of Washington State History, posted April 4, 2008, https://www.historylink.org/File/8702.
[362] Erigero, *Historic Overview*, 76; Jollota, "Vancouver."
[363] "City's Labor Shortage Held at Critical Stage," *Columbian* (Vancouver, WA), June 18, 1942, 1.
[364] "Year Sees Windup of Housing Job," *Columbian* (Vancouver, WA), December 31, 1943, 1.
[365] "Year Sees Windup of Housing Job," *Columbian* (Vancouver, WA), December 31, 1943, 1.
[366] Carl Abbott, "Portland," Oregon Encyclopedia. Last updated October 20, 2022. https://www.oregonencyclopedia.org/articles/portland/

The shipyard and the construction of emergency housing brought new opportunities for groups previously barred from work or residence in the city. During the peak of wartime defense activities in 1944, the shipyard employed 38,000 workers, and 28 percent of these were women.[367] African American workers also arrived in increasing numbers throughout the war. Where the Vancouver census counted only 18 African American residents in 1940, the wartime influx saw a peak of approximately 9,000 individuals calling the city home in 1945.[368] This demographic change brought social issues such as integration to the fore. The National Association for the Advancement of Colored People (NAACP) founded a local branch (Vancouver Branch 1139) in 1945 to combat and eradicate the racial discrimination that confronted the city's African American citizens in their pursuit of upward mobility.[369] The NAACP joined together with other local civic groups to address housing segregation and employment rights, and to ensure the availability of permanent housing for African American residents after the war's end.[370]

To accommodate the influx of workers and their families, the city established the Vancouver Housing Authority (VHA), which used federal wartime funding for construction of permanent and temporary dwelling units. The VHA commenced building 6,000 dwellings on a plateau east of town called McLoughlin Heights, and quickly acquired more land to build five additional wartime developments, colloquially referred to as "cities," by October 1943.[371] In the postwar period, the city's population fell drastically and these newly constructed residential developments, which numbered 12,396 dwelling units by the end of the war, were either annexed, demolished, or sold and moved to other locations.[372]

Shortly after the conclusion of World War II, planning and construction commenced on an Interstate Highway route, expanding the existing Highway 99 alignment (discussed below). In 1955, the first iteration of the I-5—then named Vancouver Freeway—was dedicated, and a new interchange severed a major connection between downtown Vancouver and the barracks and other neighborhoods to the east.[373] In the next decade, the construction of I-5 expanded and a second Interstate Bridge was built, both of which brought greater visibility and commerce to the

[367] Erigero, *Historic Overview*, 76.
[368] Jollota, "Vancouver."
[369] "NAACP Vancouver Branch," NAACP Vancouver. Last updated 2019, accessed November 20, 2022. https://www.naacpvancouverwa.org/
[370] Jollota, "Vancouver"; Jane Elder Wulff, *First Families of Vancouver's African American Community* (Vancouver, WA: NAACP, 2012), 174.
[371] Wulff, *First Families*, 31.
[372] Erigero, *Historic Overview*, 76; Jollota, "Vancouver."
[373] "Fifth Street Battle Plan To Be Laid, *Columbian* (Vancouver, WA), February 1, 1954, 1; "City Chamber Hit Decision on 5th," *Columbian* (Vancouver, WA), February 25, 1954, 1; Jollota, "Vancouver."

city but simultaneously contributed to the fragmentation and decline of the downtown commercial core.[374]

In 1958, the VHA terminated its house-renting function and commenced the relocation of the many wartime housing neighborhoods.[375] In that same year, the city of Vancouver applied for funding from the federal Department of Housing and Urban Development (HUD) to inspect and remove "blighted" properties throughout the city, intending to modernize and "renew" affected neighborhoods.[376] Of particular focus within Vancouver's urban renewal program was a 54-acre site in the downtown core known as the Esther Short Urban Renewal site. According to the *Columbian*, the residential neighborhood was "recognized for its dilapidated buildings, narrow and short streets, and lack of utilities."[377] Over a ten-year period, the area was converted into predominantly "light industrial" operations after 170 structures were demolished, and 83 families and 120 individuals were relocated.[378] Although the Esther Short site was a central pillar of Vancouver's program, it was just one of several areas around the downtown core which received similar treatment. By the end of the decade, the program had received criticism regarding its demolition-oriented approach and was regularly refused federal funding because of its lack of cohesive zoning programs.[379] By 1968, the city had publicly switched its emphasis from demolition to "improvement," citing a move towards "assisting neighborhoods in orderly revitalization and growth."[380]

By 1964, Vancouver had surpassed Bremerton and Bellingham to become Washington's sixth most populous city, expanding almost in tandem with Portland, which had been experiencing steady growth since the postwar period.[381] Vancouver's population growth was concurrent with its physical growth: throughout the 1960s, there was extensive construction of new public buildings in Vancouver, including a city hall, schools, fire and police stations, and recreation buildings.[382] Vancouver's City Council voted in December 1963 to do away with the city's limitation on building height, which had previously capped construction at six stories.[383] This change ushered in the construction of the Mid–Columbia Manor, now known as Smith Tower

[374] "Photograph of Interstate Highway 5," *Columbian* (Vancouver, WA), November 10, 1958, 6.
[375] Carl Landerholm, "Vancouver area chronology, 1784-1958," (Vancouver, WA: Carl Landerholm, 1960), 438.
[376] "City Sets Plan for Renewal," *Columbian* (Vancouver, WA), April 23, 1958, 15.
[377] Steve Pierce, "City Winding Up Urban Renewal," *Columbian* (Vancouver, WA), September 29, 1971, 11.
[378] Pierce, "City Winding Up."
[379] "City Refused Federal Aid OK Until Housing Code Is in Use," *Columbian* (Vancouver, WA), August 26, 1964, 11.
[380] David Jewett, "Civic Center's Clean Lines All Impressive," *Columbian* (Vancouver, WA), June 24, 1966, 8.
[381] Tony Bacon, "Vancouver's Growth District," *Oregonian* (Portland, OR), December 27, 1964, 3.
[382] "Growth rate slows down temporarily," *Columbian* (Vancouver, WA), January 30, 1970, B18.
[383] "Path Open for Hotel Projects," *Columbian* (Vancouver, WA), December 4, 1963, 1.

(WA 10), in 1964.[384] Designed by Henry Greybrook (1925–1976), the fifteen-story building was considered the city's first skyscraper (Figure 20).[385]

On the east side of the Interstate, the connectivity that was lost through the construction of the roadway was also partially compensated by the redevelopment of the adjacent military reserve lands—long in decline since the construction of Fort Lewis outside Tacoma. In the mid-1960s,

Figure 20. Aerial photograph of Vancouver, oblique view looking northeast, ca. 1965. The Smith Tower in downtown Vancouver is visible in the left side of the photograph and Vancouver Barracks is visible in the right side (Washington State Archives AR115-B-2_ph004881).

the NPS began to reconstruct the HBC stockade and increasingly took over the military's surrounding property to create a tourist attraction and a civic parkland. The former military lands were gradually converted to a municipal core of services, providing space for important civic amenities including Clark College, the Marshall Center (WA 1182a), a public library, and a large public park.[386]

[384] Bacon, "Vancouver's Growth District."
[385] "High Rise Apartment Set," *Columbian* (Vancouver, WA), July 21, 1964, 11.
[386] Erigero, *Historic Overview*, 63; Jollota, "Vancouver."

As the decade closed, *The Columbian* reflected in January 1970, "the sixties was a decade of tremendous physical growth in Clark County. Subdivisions and commercial developments sprang up like corn kernels exploding into popcorn."[387] Neighborhoods such as Orchard Lot were further subdivided in 1969 with east and west segments called Rosemere (now known as Rose Village) and Shumway, respectively.[388] The next decade saw the creation of many new neighborhood councils and civic organizations to develop citizen agency and community activism in the face of municipal development and re-zoning plans.[389] A perception of "encroachment of commercialization and high-density housing" upon the city's central neighborhoods further encouraged the formation and activism of neighborhood associations throughout the late 1970s.[390] Propelled by community action, housing policy in the late 1970s changed to encourage the preservation of single-family homes, as opposed to favoring new multi-family dwellings in their place.[391]

Vancouver's downtown core continued to decline as the city's suburban areas grew throughout the latter decades of the twentieth century. In the late 1990s and early 2000s, the city, in conjunction with private donations, started a long process of downtown revitalization, renewing efforts at revitalizing Esther Short Park and the surrounding core, as well as the commercial and mixed-use redevelopment of a large portion of previously industrial waterfront.[392] The city continued to expand its footprint, including a 1997 annexation of Cascade Park, regarded at the time as the largest annexation by acreage in state history.[393] Today, Vancouver continues to be a regional hub for commerce and tourism, influenced by its strong connections to Portland but still a unique entity with its own distinct character.

Vancouver Neighborhoods adjacent to Interstate 5

Arnada

Vancouver's Arnada Neighborhood is bounded by Fourth Plain Boulevard to the north, I-5 to the east, 16th Street to the south, and Main Street to the west.[394] The neighborhood dates to the

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[387] "Growth rate slows down temporarily," *Columbian* (Vancouver, WA).
[388] "Hough, Rosemere District Development Plan Outlined," *Columbian* (Vancouver, WA), February 5, 1969, 13.
[389] "Arnada Citizens Take to Streets," *Columbian* (Vancouver, WA), June 29, 1977, 5.
[390] Scott Peterson, "City Enjoying Neighborhood Renaissance," *Columbian* (Vancouver, WA), May 27, 1979, 21.
[391] Lee Rozen, "Rezone," *Columbian* (Vancouver, WA), February 20, 1977, 29.
[392] "Hilton Steps Up," *Columbian* (Vancouver, WA), September 10, 2003, 22.
[393] Jollota, "Vancouver."
[394] Todd Boulander, Charles Ray, Mike Hale, Greg Newkirk, John Manix, Matt Ransom, Laura Hudson, David Scott, Eric Schadler, Terry Snyder, Colleen Kawahara, Judi Bailey, Myk Heidt, Jane Kleiner, Elizabeth Jordan, Jim Crawford, and Commander Delgado, *Arnada Neighborhood Action Plan*, May 2009, https://www.cityofvancouver.us/sites/default/files/fileattachments/city_manager039s_office/neighborhood/8176/arnadafinalmayl09.pdf, 6.

first decade of the twentieth century; in May 1906, advertisements in *The Columbian* called attention to lots available for purchase in the new neighborhood of Arnada Park.[395] The new subdivision was located at the northeast corner of Nineteenth and Main Streets and was advertised by the Elwell Realty company as "[t]he biggest, prettiest, and most sightly residence addition ever put on the market in Vancouver."[396] The name "Arnada" was a combination of the names of three local women: Margaret Ranns, Anna Eastham, and Ida Elwell. Ida Elwell's husband, John, was the namesake and operator of Elwell Realty, the originator of the advertisements and the subdivision's principal realtor. In 1909, the neighborhood was enlarged by the area south of 19th Street, called Steward's Addition.[397] By the summer of 1910, the neighborhood had grown enough to merit the construction of a school to serve its residents' children.[398] Located on the site of present-day Arnada Park, the school was a handsome three-story masonry building with classical detailing. After a series of consolidations, however, it was demolished in 1966. With the arrival of the railroad and planned construction of the Interstate Bridge, Arnada continued to grow, and, by 1914, new homes were under construction throughout the neighborhood. An article in *The Columbian* noted that "[w]hile the houses in the main are not large, are not expensive, they are good and tastely [sic] built and best of all they are homes."[399] Over subsequent years, these houses have continued to form the core of the neighborhood despite economic and infrastructural changes.

Lincoln

Vancouver's Lincoln neighborhood is roughly delineated by NW 44th Street to the north, I-5 and Main Street to the east, West 34th Street to the south, and the alignment of the Burlington Northern and Santa Fe (BNSF) Railroad to the west.[400] The neighborhood consists of numerous subdivisions platted between approximately 1909 and 1950. These plats vary in character: many of the older ones are located near Main Street and defined by a gridiron street network infilled with pre-World War II residences; plats further north and west are larger in size and follow curvilinear streets, indicative of their relation to the automotive era. The neighborhood has also attracted limited commercial development along 39th Street, Columbia Street, and Main Street. For a period, the neighborhood played host to the corporate offices of the Red Lion Hotel

[395] [Advertisement for Arnada Park] *Columbian* (Vancouver, WA), May 10, 1906, 6.
[396] "Arnada Park," *Columbian*, May 10, 1906, 6.
[397] [Advertisement for Steward's Addition], *Columbian* (Vancouver, WA), April 5, 1909, 3.
[398] "Board Accepts Arnada school" *Columbian* (Vancouver, WA), June 17, 1910, 1.
[399] "Many New Houses are Being Built in Arnada Park," *Columbian* (Vancouver, WA), September 28, 1914, 1.
[400] Chad Eiken, Jane Tesner Kleiner, Alisa Pyska, Charles Ray, and Judi Bailey, *Lincoln Neighborhood Action Plan*, June 2011, https://www.cityofvancouver.us/sites/default/files/fileattachments/city_manager039s_office/neighborhood/8290/lincoln_nap_6.11_final.pdf, 3.

chain which anchored a corner of Main Street.[401] The northeast corner of the neighborhood has long been defined by the presence of the Kiggins Bowl stadium, constructed in 1933, and the Lincoln neighborhood has played host to multiple educational institutions. The neighborhood's name may stem from the opening of Lincoln Elementary School in 1924; portions of the Kiggins Bowl parkland were developed into Discovery Middle School in 1995.[402]

Rose Village

Vancouver's Rose Village neighborhood is bounded by State Route 500 to the north, Grand Boulevard to the east, Fourth Plain Boulevard to the south, and I-5 to the west.[403] The area was used primarily for agricultural purposes through the late nineteenth and early twentieth centuries including wheat fields, orchards, and cattle grazing.[404] In 1908, the Vancouver Traction Company, a trolley operator, built a terminal at Harrison Street (today 33rd Street) and St. Johns Boulevard, far northeast of the city-center. The surrounding area came to be known as "Car Barns" and a neighborhood grew up around it under the same name.[405] In 1909, new development included two stores, a water system, and dozens of homes.[406] While generally adhering to the gridiron street network of prewar suburban development, the neighborhood was bisected by the streetcar line along St. Johns Boulevard. In 1913, postal delivery was extended to several outlying sections of Vancouver including Car Barns which earned its own postal sub-station.[407] The station was located in the basement of a store owned by Dell Collings and was the first of its kind in Vancouver.[408]

In 1926, a movement to change the neighborhood's name began. Led by the Washington Community Club, a local civic organization, residents proposed replacing "Car Barns" with "Rosemere," a name inspired by a local subdivision.[409] With the closure of the streetcar line, residents felt the old name was no longer appropriate and *The Columbian* explained that "Car Barns…has been very odious to the residents of that community suggesting as it does the 'Gas

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[401] David Cullier, "History Shows Repeated Failures Before Success," *Columbian* (Vancouver, WA), February 17, 1994, 1.
[401] Eiken et al., *Lincoln Neighborhood Action Plan*, 3.
[402] Landerholm, *Vancouver Area Chronology*, 246.; "Our School," Discovery Middle School, accessed November 29, 2022, https://disco.vansd.org/our-school/.
[403] Rich McConaghy, Charles Ray, Judi Bailey, Peggy Sheehan, Jean Akers, Kelly Cheney, Amy Foster, Drue Russell, Heidi Scarpelli, Elise Deatherage, Brian Snodgrass, Sandra Towne, Sree Thirunasari, Tim Buck. Ali Eghtedari, Jennifer Campos, Chad Eiken, and Brian Monroe, *Rose Village Neighborhood Action Plan*, April 2012, https://www.cityofvancouver.us/sites/default/files/fileattachments/city_manager039s_office/neighborhood/8902/approved_rose_village_neighborhood_action_plan2012-04-24.pdf, 2.
[404] McConaghy et al., *Rose Village Neighborhood Action Plan*, 2
[405] D. Michael Heywood, "Rosemere: Care Barns Give Way to Rosier Platitudes," *Columbian* (Vancouver, WA), September 14, 1982, B17.
[406] "Many-Houses Being Built," *Columbian* (Vancouver, WA), July 21, 1909, 1.
[407] "Carrier Service Extended," *Columbian* (Vancouver, WA), March 11, 1913, 1.
[408] "Carrier Service Extended," *Columbian*.
[409] "'Rosemere' New Name of Section," *Columbian* (Vancouver, WA), October 22, 1926, 1.

House' and 'Winegar Works' districts of Sunday supplement fame."[410] While Rosemere was adopted locally, the neighborhood's name was only officially updated in 2005 when it was changed to "Rose Village."[411] Regardless of its name, the neighborhood remains defined by its pre-1950 housing stock and its strong wartime legacy of accommodating workers employed at Vancouver's Kaiser Shipyards.[412]

Shumway

Vancouver's Shumway neighborhood is bordered by East 39th Street to the north, I-5 to the east, West Fourth Plain Boulevard to the South, and Main Street to the west.[413] The land within these boundaries was annexed by Vancouver as part of the city's large-scale expansion in 1909. The area was initially platted in 1911 under the name North Coast Heights as one of a series of new neighborhoods near Vancouver's historic core. Additional plats were added, all within a gridiron network of streets typical of the period. The neighborhood was marked by the construction of the Shumway Junior High School (today the Vancouver School of Arts and Academics) in 1928, then only the second junior high school constructed in Washington state.[414] The school was named for Charles Warren Shumway (ca. 1861–1944), who served as superintendent of Vancouver schools from 1895 to 1930.[415] While information is limited, the neighborhood's name likely stemmed from the name of its school; references to the Shumway Neighborhood begin to appear in local newspapers in the mid-1970s.[416] In the late twentieth century, Shumway was at the forefront of Vancouver's local neighborhood movement in gaining the city's second official neighborhood council in 1977.[417]

West Minnehaha

Vancouver's West Minnehaha neighborhood is bounded by Minnehaha Avenue to the north, St. Johns Road to the east, State Route 500 to the south, and Highway 99 to the west.[418] Before the development of the neighborhood, the land beneath it was densely wooded earning it the

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[410] "'Rosemere' New Name of Section," *Columbian*.
[411] Justin Carinci, "Rosemere Neighborhood Now Rose Village," *Columbian* (Portland, OR), August 32, 2005, Neighbors Page 3.
[412] McConaghy et al., *Rose Village Neighborhood Action Plan*, 3
[413] Karen Haines, Azam Babar, and Angela Mickler, *Shumway Neighborhood Action Plan*, May 1998, https://www.cityofvancouver.us/sites/default/files/fileattachments/city_manager039s_office/neighborhood/8905/shumwaynap_1998.pdf, 3
[414] "1929," Vancouver Public Schools, Published June 19, 2018, https://vansd.org/timeline/1929/.
[415] Brian J. Cantwell, "Two Areas Emphasize Neighborliness," *Columbian* (Vancouver, WA), July 22, 1985, A5.
[416] Lee Rozen, "Shumway Area Organizes," *Columbian* (Vancouver, WA), February 1, 1977, 2.
[417] Lee Rozen, "Shumway Area Organizes," *Columbian*.
[418] Azam Babar and Angela Mickler, *West Minnehaha Neighborhood Action Plan*, May 1998, Amended September 2011, https://www.cityofvancouver.us/sites/default/files/fileattachments/city_manager039s_office/neighborhood/8915/w_minnehaha_nap_as_amended_sept_2011.pdf, 4.

name "Black Forest" among residents.[419] Through the late nineteenth century to the early twentieth century the area was primarily farmland, and home to a number of prune drying operations and brickyards.[420] St. Johns road, the main artery running along the neighborhood's eastern edge, was paved in 1922, making the trip into Vancouver significantly easier, and beginning the area's transition from a collection of farms to a neighborhood of homes and businesses.[421] This shift continued through the 1930s when portions of the Bonneville Power Administration's "Master Grid" electrical transmission lines bisected the neighborhood.[422] By the 1940s, the neighborhood had become largely urbanized with additional infill of new subdivisions occurring throughout the twentieth century.[423]

Local history holds that the neighborhood's name was coined by journalist S.A. Dennis, who assumedly borrowed it from Henry Wadsworth Longfellow's (1807–1882) 1855 poem, "Song of Hiawatha." While originally a Dakota word meaning "waterfall," "Minnehaha" was appropriated and popularized by Longfellow and reinterpreted to mean "laughing water." Dennis, likely familiar with Longfellow's work, was reportedly inspired by the sounds of nearby Burnt Bridge Creek and the natural beauty of the area. After suggesting the name in a local community meeting, attendants unanimously approved it.[424] Ultimately, West Minnehaha was annexed by the city of Vancouver in 1994. The annexation was one of many made by Vancouver in the 1990s, making Vancouver the most rapidly expanding city in Washington during that time.[425]

Crossing the Columbia River

Ferries

The Columbia River was a major obstacle to travel between Portland and Vancouver during the early years of European American settlement. Even though the two cities are only seven miles apart geographically, the all-water route between the two cities on the Columbia and Willamette Rivers is approximately eighteen miles.[426] Prior to the establishment of commercial ferry enterprises, travelers who wanted to take the most direct route between the two cities used small boats, canoes, or rafts to cross the Columbia River.[427] The natural banks along the north

[419] Bill Dietrich, "County's Big Grange Celebrating," *Columbian* (Vancouver, WA), November 26, 1980, Hazel Dell News Page 4.
[420] Dietrich, "County's Big Grange Celebrating."
[421] Dietrich, "County's Big Grange Celebrating."
[422] George Kramer, *Corridors of Power*, April, 2010. https://www.bpa.gov/-/media/Aep/environmental-initiatives/cultural-resources/transmission-projects/corridors-of-power.pdf.
[423] Shareefah Abdullah, "Seriously Full-Service," *Columbian* (Vancouver, WA), October 28. 1999, Neighbors 1.
[424] "Clark Brown Visits," *Columbian* (Vancouver, WA), January 10, 1938, 8.
[425] David Cuillier, "Boom Town," *Columbian* (Vancouver, WA), February 17, 1994, Neighbors 1.
[426] "Transportation Lines," *Oregonian* (Portland, OR), January 1, 1895, 6.
[427] Wally Marchbank, "End of Interstate Bridge Toll Recalls Early Columbia Ferry Service," *Oregonian* (Portland, OR), October 24, 1966, 14.

shore of the Columbia River provided good landings for small watercraft, but the HBC constructed a wharf on the river to the southwest of Fort Vancouver ca. 1828–1829. This improved watercraft landing provided travelers with direct access to both Fort Vancouver and the trails that connected the HBC trading post with the surrounding territory.[428] In contrast with the easily accessible landing on the north shore of the Columbia River, travelers had to cross over one mile of heavily timbered, marshy terrain to reach watercraft landings on the south shore of the river.[429]

Despite the frequency of floods in the low-lying land situated north of present-day Columbia Slough and south of the Columbia River, several early European American settlers staked their land claims along the south shore of the river. John Switzler (1789–1856), his wife Maria (1809–1850), and their several children were among the earliest settlers of this area. The Switzler family arrived in Oregon in 1845, and by September 1846, they settled on a one-square-mile claim bounded on the north by the Columbia River, on the east by an imaginary line extending due north from NE 18th Avenue, on the south by the Columbia Slough, and on the west by an imaginary line extending due north from NE Williams Avenue. The Switzler claim included the present-day Portland neighborhoods of East Columbia and Bridgeton and encompassed the western half of the present-day Columbia Edgewater Country Club (Figure 21).[430]

In 1846, John Switzler became the first European American to establish a ferry service across the Columbia River.[431] Switzler's rudimentary ferry was described as a "rowboat-scow combination with a mast and a sail," which he used to run an "almost regular service" between Vancouver and his land claim.[432] According to early maps of the area, the Switzler ferry landing was located adjacent to the family homestead on the south shore of the Columbia River near the present-day intersection of NE 3rd Avenue and NE Bridgeton Road.[433]

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[428] Richard Covington, *Fort Vancouver and Village*, 1846, colored pencil (?) on paper, 19.5 x 58", Washington State Historical Society, Tacoma, https://www.washingtonhistory.org/research/collection-item/?search_term=1990.12.1&search_params=search_term%253D1990.12.1&irn=83742; Patricia C. Erigero, *Fort Vancouver National Historic Site: Cultural Landscape Report, Volume II* (Vancouver, WA: National Park Service, 1992). Note: the former location of the HBC wharf is buried under the parking lot at 111 SE Columbia Way in Vancouver.
[429] Marchbank, "End of Interstate Bridge Toll," 14.
[430] Eugene Snyder, *We Claimed This Land: Portland's Pioneer Settlers* (Portland, OR: Binford & Mort Publishing, 1989), 255. Note: according to this reference, John Switzler was born either in 1779 or in 1789.
[431] "Clackamas County Court," *Oregon Spectator* (Oregon City, OR), October 15, 1846, 2; Snyder, *We Claimed This Land*, 254.
[432] Marchbank, "End of Interstate Bridge Toll," 14.
[433] "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian," U.S. Bureau of Land Management, General Land Office, February 5, 1852, accessed October 31, 2022, https://glorecords.blm.gov/details/survey/default.aspx?dm_id=350664&sid=cw3205mf.ajn#surveyDetailsTabIndex=1.

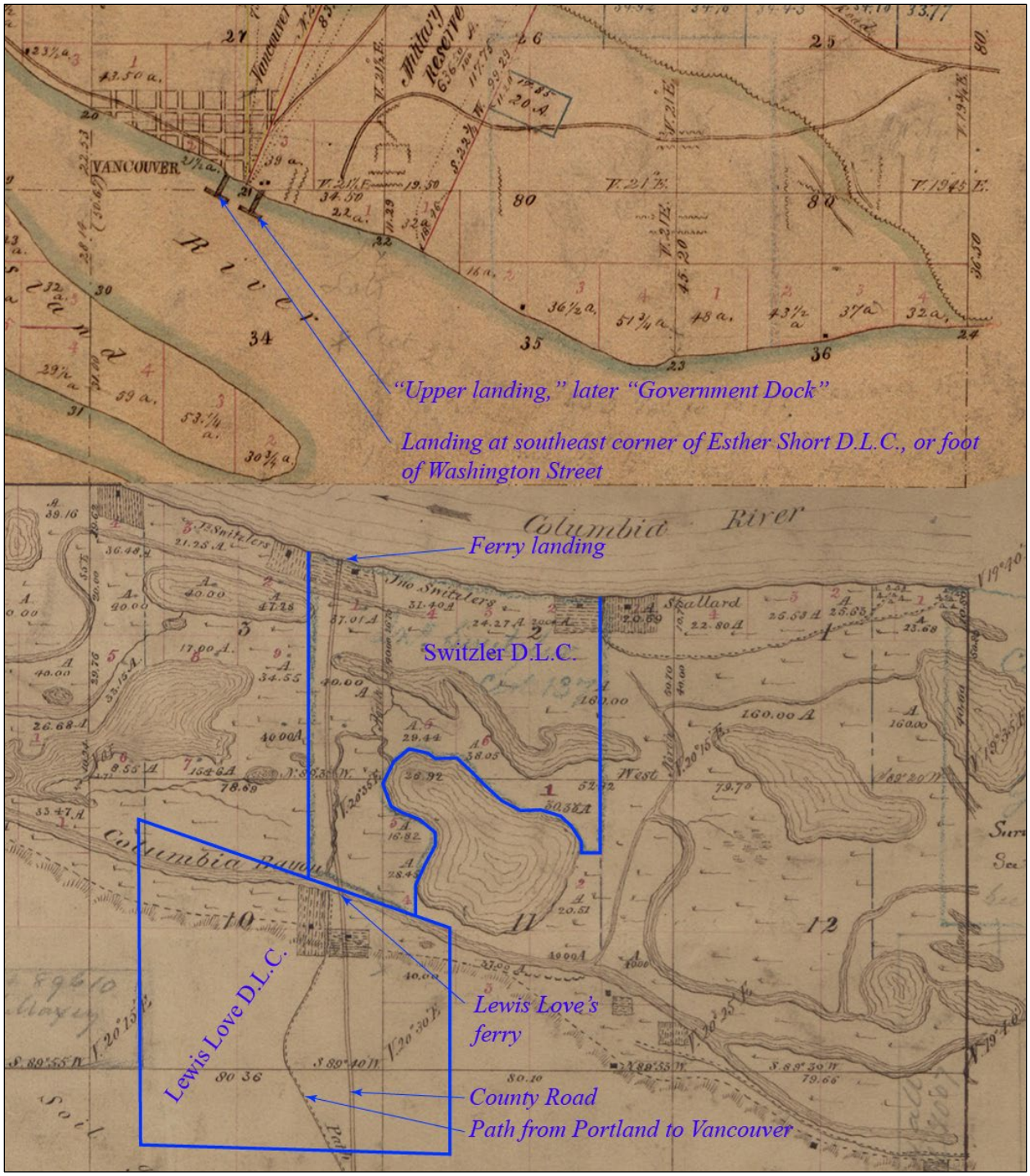

Figure 21. 1852 GLO map for Township 1 North, Range 1 East, Willamette Meridian and 1860 GLO map for Township 2 North, Range 1 East, Willamette Meridian. The Switzler and Love Donation Land Claims are indicated on the map, along with ferry landings on the Columbia River and early roads on the Oregon side of the river.

Not long after granting Switzler's ferry license, Multnomah County commissioners licensed Lewis Love (1818–1903) to operate a ferry across Columbia Slough.[434] The Columbia Slough cut across Love's land claim, located to the southwest of John Switzler's land claim.[435] The nine members of the Love family emigrated to the Oregon Territory in 1849. Lewis and Nancy Love (1820–1892) established their DLC in August 1850. Their 635.78-acre claim was situated within the area bounded on the north by Columbia Slough, on the east by NE Eighth Avenue, on the south by North Bryant Street, and on the west by I-5 (Figure 21).[436] Lewis Love's ferry made a shorter trip than John Switzler's ferry and initially, he charged five cents for a foot passenger and twenty-five cents for a wagon and team. However, given the strategic location of Love's ferry along the rough road between Portland and Switzler's ferry landing, Love quickly asked the county commissioners to double his toll rates.[437]

Switzler did not maintain his ferry monopoly for long. In 1850, Clark County commissioners granted Forbes Barclay (1812–1873) a license to operate a ferry across the Columbia River for one year. Barclay reportedly docked his ferry on the north shore of the river at "what is called the Upper Landing, at the Indian Village." The commissioners also stipulated that Barclay operate his ferry during daylight hours only.[438] In addition to the "Upper Landing" used by Barclay, another watercraft landing was also established about 1854 by Esther Short, one of the early European American settlers in Vancouver. She allowed ferries to land at the southeast corner of her land claim where present-day Washington Street (originally B Street) met the Columbia River (Figure 21).[439]

John Switzler continued to operate his ferry for several years, despite the competition on the Columbia River route. He eventually passed it to one of his sons, who obtained, in 1855, a license from the Multnomah County commissioners to operate the ferry and charge tolls to carry passengers across the river: basic tolls were fifty cents for a foot passenger and two dollars for a wagon and team.[440] John Switzler died in 1856, and the Switzler family eventually relinquished their ferry right.[441]

In addition to Switzler, there were several other ferry operators during the late 1850s and early 1860s, though precise records of other ferries during these years are either scarce or completely missing. During this same period, the Clark County commissioners reportedly

[434] Marchbank, "End of Interstate Bridge Toll," 14; Snyder, *We Claimed This Land*, 161-164.
[435] "sail.multco.us," Multnomah County SAIL – Survey and Assessor Image Locator, accessed October 31, 2022, https://www3.multco.us/H5V/?viewer=surveysail.
[436] Snyder, *We Claimed This Land*, 161-164; and Multnomah County SAIL website.
[437] Marchbank, "End of Interstate Bridge Toll," 14.
[438] Alley and Munro-Fraser, *History of Clarke County*, 282.
[439] Pat Jollota, "Vancouver – Thumbnail History," HistoryLink.org Online Encyclopedia of Washington State History, posted August 7, 2009, https://historylink.org/File/9101.
[440] Marchbank, "End of Interstate Bridge Toll," 14.
[441] Marchbank, "End of Interstate Bridge Toll," 14.

granted twelve ferry franchises in a single year, and ferry permits were routinely granted, changed, revoked, and reinstated, often without adequate recordkeeping.[442] Despite the lack of definitive records, some names of ferry operators during this time period are known: in 1863, the Washington territorial legislature granted William James Van Schuyver (1835–1909) a franchise to operate a ferry across the Columbia River at Vancouver; in 1865, Austin Quigly (or Quigley) reportedly conducted a ferry service across the river between Vancouver and the Oregon side of the river.[443]

Ferry service across the Columbia River between Vancouver and Oregon remained sporadic from the mid-1860s into the early-1870s. The first definitive step toward regularly scheduled ferry service across the Columbia River occurred in April 1872, when Captain Joseph Knott (ca. 1809–1884) applied for a license to operate a ferry between Vancouver and the Oregon side of the river.[444] The Clark County commissioners granted his license in May 1872. At that same time, Captain Knott also purchased the Alta House in Vancouver, which was formerly owned by Esther Short and one of the earliest hotels in that city.[445] The Alta House was also conveniently located near the ferry landing at the foot of present-day Washington Street.

In 1875, Captain Knott placed a steam ferryboat in service across the Columbia River. He initially used the ferryboat *Salem No. 2* on the route, but later sold the *Salem No.* 2 and placed another steam ferryboat, the *Eliza Ladd* (also known as the *Lizzie Ladd*), in service across the river. Each of Captain Knott's ferryboats reportedly used the "government dock" at the Vancouver Barracks and not the landing at the foot of present-day Washington Street.[446] The *Eliza Ladd* ran hourly between 7:00 a.m. and 6:00 p.m., and a two-horse wagon carried passengers between the landing on the Oregon shore and Portland.[447]

Even after Captain Knott introduced steam ferryboat service, a competitor named either Charles Augustus or Charley Dustus began operating a fifteen-passenger sailboat across the Columbia

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[442] "Transportation Problem in Pioneer Days, Partly Was Solved By Many Ferries Operated Across Streams," *Columbian* (Vancouver, WA), December 3, 1932, 1. Note: unfortunately, this article does not specify the year that the twelve permits were granted.
[443] "List of Acts," *Washington Standard* (Olympia, WA), February 21, 1863, 2; Joseph Gaston, *Portland, Oregon, Its History and Builders: In Connection with the Antecedent Explorations, Discoveries, and Movements of the Pioneers that Selected the Site for the Great City of the Pacific* (United States: S.J. Clarke Publishing Company, 1911), 156, 159; "Forbes Barclay's Ferry On Columbia Was Forerunner Of Bridge Here; Started in 1850," *Columbian* (Vancouver, WA), July 31, 1953, 61. Note: despite extensive research, the exact identity of Austin Quigly (or Quigley) is unknown, as are his birth and death dates.
[444] "The Territories," *Weekly Oregon Statesman* (Salem, OR), April 3, 1872, 2; "Local Items," *Oregon Sentinel* (Jacksonville, OR), July 19, 1884, 3.
[445] "The Territories," *Oregonian* (Portland, OR), May 20, 1872, 2.
[446] "City: Columbia River Ferry," *Oregonian* (Portland, OR), July 19, 1875, 3; "Local: Road and Ferry," *Vancouver Independent* (Vancouver, WA), September 11, 1875, 3.
[447] Marchbank, "End of Interstate Bridge Toll," 14.

River between Vancouver and Switzler's Landing in 1876.[448] However, steam power ultimately prevailed over wind power, and in July 1878, Captain Knott and William H. Foster (1845–1917) placed the steam ferryboat *Red Jacket* on the run between Vancouver and the Oregon shoreline. In September 1878, Multnomah County granted a ferry license to William Stevens (1817–1901), who began running the steam ferryboat *Salem No. 2* (formerly owned by Captain Knott) in competition with the *Red Jacket*.[449] Less than one week after Stevens received his ferry license, the *Salem No. 2* sank at her moorage in Vancouver under mysterious circumstances. The *Salem No. 2* was eventually refloated and taken back to Portland, where the unlucky ferryboat sank once again in December 1878.[450]

In May 1879, William H. Foster and Edwin A. Willis (1833–1915) received a franchise to operate a ferry between Vancouver and Switzler's Landing.[451] Foster and Willis built a new wharf and slip at the Vancouver landing, and in July 1879 the new steam ferryboat *Veto* was placed on the route.[452] In August 1880, Multnomah County granted a five-year ferry license to the Vancouver Ferry Company, and in October 1880 the steam ferryboat *Veto No. 2* began regular hourly trips between Vancouver and the Oregon shore.[453]

Even with the gradual improvements in the power of the vessels and frequency of service across the Columbia River, operation of the ferryboats was at the mercy of the weather. River flooding during the spring and summer months often caused long disruptions in regular ferry service across the Columbia River. One notable example occurred in the spring of 1881, when flooding on the Columbia River covered the road connecting Switzler's Landing with East Portland, and the ferryboat *Veto No. 2* did not start regular service until July.[454] Ferry service

[448] "Brevities," *Vancouver Independent* (Vancouver, WA), April 15, 1876, 5; "Notice," *Vancouver Independent* (Vancouver, WA), September 23, 1876, 5. Note: despite extensive research, the exact identity of Charles Augustus or Charley Dustus is unknown, as are his birth and death dates.
[449] "Local: Ferry," *Vancouver Independent* (Vancouver, WA), November 15, 1877, 5; "Local: Ferry," *Vancouver Independent* (Vancouver, WA), July 18, 1878, 5; "Ferry Notice," *Vancouver Independent* (Vancouver, WA), August 22, 1878, 4; "_,"*Vancouver Independent* (Vancouver, WA), September 12, 1878, 4.
[450] "Local: Ferry-Boat Sunk," *Vancouver Independent* (Vancouver, WA), September 19, 1878, 4; "Brief Mention: Ferry Scuttled," *Vancouver Independent* (Vancouver, WA), September 26, 1878, 5; "Brief Mention," *Vancouver Independent* (Vancouver, WA), December 12, 1878, 5.
[451] "Brief Mention," *Vancouver Independent* (Vancouver, WA), April 17, 1879, 5; Alley and Munro-Fraser, *History of Clarke County*, 290.
[452] "City: Vancouver Ferry," *Oregonian* (Portland, OR), March 14, 1879, 3; "Brief Mention: The New Ferry," *Vancouver Independent* (Vancouver, WA), July 10, 1879, 5; "Brief Mention: Ferry Landing," *Vancouver Independent* (Vancouver, WA), August 21, 1879, 5.
[453] "Brief Mention," *Vancouver Independent* (Vancouver, WA), August 12, 1880, 5; "Brief Mention: The Ferry," *Vancouver Independent* (Vancouver, WA), October 21, 1880, 5.
[454] "Brief Mention," *Vancouver Independent* (Vancouver, WA), June 30, 1881, 5.

was also usually suspended during the winter months. The ferryboat *Veto No. 2* stopped service in early November 1881 and did not resume her regular schedule until late June 1882.[455]

In July 1882, the Multnomah Railway Company was incorporated. Backed by capitalists from the eastern United States, the company planned to build a railroad from East Portland to the Columbia River—laying track through Albina and north to the lowlands along the Columbia River on a trestle—and operate a ferry from there to Vancouver, making the river crossing accessible even when the lowlands flooded in spring.[456] Ultimately, the Multnomah Railway Company did not build any track or the planned trestle, and the company eventually failed.[457] However, available records suggest that the company briefly operated a ferry across the Columbia River in the spring and summer of 1883.[458]

In April 1888, Frank Dekum (1829–1894), Richard L. Durham (1850–1916), and John B. David (1841–1908) of the Oregon Land and Investment Company incorporated the Portland and Vancouver Railroad (PVRR).[459] In June 1888, the PVRR purchased the property of the Multnomah Railway Company, including the Columbia River ferry franchise, right-of-way, riparian rights, and also the steam ferryboat *Albina No. 2*. Contracts for clearing and grading the railroad line were awarded to the Portland Macadamizing and Paving Company, and the firm of Paquet and Smith won the contract for constructing bridges and trestles.[460] The PVRR narrow-gauge railroad originated one block east of the Stark Street ferry landing in East Portland. According to present-day references, it then ran north along SE Water Avenue to SE Oak Street, then east to SE 3rd Avenue to NE Couch Street, and then east to NE Martin Luther King Jr Boulevard (formerly Union Avenue). The PVRR then ran due north along present-day NE Martin Luther King Jr Boulevard and through Albina to NE Rosa Parks Way, where the line turned and headed northeast to NE Dekum Street, where it turned north again and ran along NE Eighth Avenue. North of present-day NE Columbia Boulevard, the railroad line ran on approximately 8,000 feet of trestle until it reached the ferry landing on the Columbia River.[461]

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[455] "Brief Mention," *Vancouver Independent* (Vancouver, WA), November 10, 1881, 5; "Brief Mention," *Vancouver Independent* (Vancouver, WA), June 8, 1882, 5.
[456] John Labbe, *Fares, Please! Those Portland Trolley Years* (Caldwell, ID: The Caxton Printers, Ltd., 1980), 33; "Brief Mention: Railroad to Vancouver," *Vancouver Independent* (Vancouver, WA), July 6, 1882, 5; "Brief Mention: New Ferry Landing," *Vancouver Independent* (Vancouver, WA), August 31, 1882, 5; "Portland and Vancouver," *Vancouver Independent* (Vancouver, WA), November 23, 1882, 5.
[457] Labbe, *Fares, Please!*, 33.
[458] "Vancouver Ferry," *Vancouver Independent* (Vancouver, WA), March 15, 1883, 5; "The Ferry," *Vancouver Independent* (Vancouver, WA), March 22, 1883, 5.
[459] Labbe, *Fares, Please!*, 45.
[460] "The Vancouver Railroad," *Oregonian* (Portland, OR), June 14, 1888, 8.
[461] Labbe, *Fares, Please!*, 45; "The Second City of Oregon," *West Shore* (Portland, OR), November 1888, 607.

The PVRR ferry landing was located approximately 0.40-mile north of Switzler's Landing in what is now the Columbia River Yacht Club moorage on Tomahawk Island (Figure 22).[462]

In general, the PVRR rail and ferry service provided faster, easier, and more reliable transportation between Vancouver and Portland. Scheduled trains ran on the PVRR line every hour, and in early 1889 the one-way fare was twenty-five cents, which included the ferry passage over the Columbia River.[463] The PVRR trains were steam-powered and featured passenger coaches constructed by the Pullman Palace Car Company of Chicago. The company also purchased a parlor car, the *Lady Maude*, which was reserved for the use of women only.[464] After its completion, the PVRR line was touted as a potential driver of development in East Portland and Albina.[465] By 1892, the areas along the PVRR line were rapidly developing, and the regular rail service was an attractive amenity for people moving to the area.

In addition to a general improvement in passenger accommodations, the PVRR also made improvements to its ferry landings and other infrastructure. In October 1891, the company lengthened its landing at Vancouver and installed wood planking on the incline. The company also built a small waiting room for passengers adjacent to the improved landing.[466] Not all of the improvements were voluntary, however. The section of PVRR trestle that extended into the Columbia River acted as a jetty and changed the flow of the river. By the summer of 1892 large amounts of sand and other waterborne debris had collected along the trestle pilings, and the PVRR had to extend the landing slip by 500 feet so that the ferry could land on the Oregon side of the river.[467] Not long after the PVRR extended their landing, the federal government paid for the construction of a revetment between the northeast tip of Hayden Island and a point on the Oregon shore to the west of the PVRR trestle. The stated goal of the revetment was to block the Columbia River flow to the south of Hayden Island and clear the main channel to the north of the island.[468]

[462] Labbe, *Fares, Please!*, 45.
[463] "Vancouver on the Columbia," *West Shore* (Portland, OR), February 1889, 63.
[464] Labbe, *Fares, Please!*, 46–47.
[465] "A Year of Prosperity," *West Shore* (Portland, OR), December 1888, 651.
[466] Carl Landerholm, *Vancouver Area Chronology: 1784 – 1958*, (Vancouver, WA: Self-published, 1960).
[467] "Vancouver Happenings," *Oregonian* (Portland, OR), September 13, 1892, 4.
[468] "Improving the Vancouver Harbor," *Oregonian* (Portland, OR), October 9, 1892, 2.

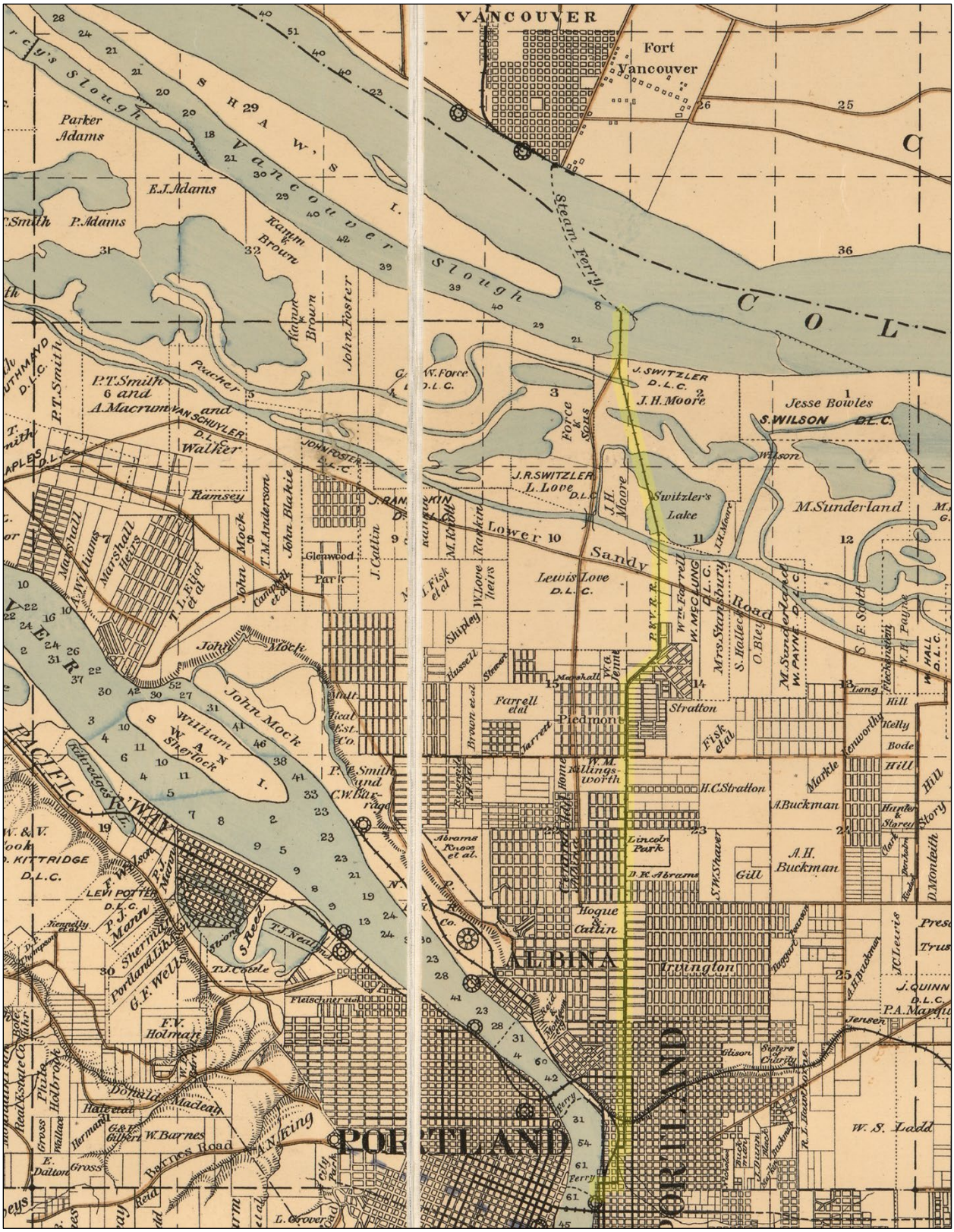

Figure 22. 1889 map of Portland, with the route of the Portland and Vancouver Railroad highlighted in yellow.

A comparison of the 1852 General Land Office map and the 1888 and 1904 United States Coast and Geodetic Survey nautical charts for this area vividly illustrates the unintentional changes along the south shore of the Columbia River caused by the construction of the PVRR trestle in 1888 (Figure 23).[469]

In June 1893, the PVRR line from East Portland to its landing on the Columbia River was electrified, and new electric motorcars were put in service.[470] In August 1893, the PVRR put the new steam ferryboat *Vancouver* in service, and the following month, the PVRR trestle and ferry landing on the Oregon side of the river had to be extended once again to avoid additional sand and debris that had collected during the previous year.[471] At the same time, newspaper reports indicated that the federally-funded revetment was causing the east end of Hayden Island to wash away and that a longer structure would have to be constructed to protect what remained of the island.[472] In late spring and summer of 1894, the Columbia River flooded and destroyed a 500-foot-long section of the PVRR trestle over the bottomlands south of the river.[473] The trestle was rebuilt and train service was restored by August 1894.[474] The revetment was reconstructed several times between 1894 and 1899, and by 1902 it extended across the eastern tip of Hayden Island. By the time it was completed in the early 1900s, the project became known as the Hayden Island Dike in the press.[475] By 1904, sand dunes piled up along the eastern edge of the dike, and willow and cottonwood trees covered the newly created land at the east end of Hayden Island (Figure 23).[476]

[469] "Plat of Township No. 1 N, Range No. 1 E, Willamette Meridian," U.S. Bureau of Land Management, General Land Office, February 5, 1852, accessed October 31, 2022, https://glorecords.blm.gov/details/survey/default.aspx?dm_id=350664&sid=cw3205mf.ajn#surveyDetailsTabIndex=1; "Navigation Chart of Columbia River, Sheet 6, from Fales Landing to Portland," U.S. Department of Commerce and Labor, Coast and Geodetic Survey, May 1888, accessed October 31, 2022, https://www.historicalcharts.noaa.gov/image.php?filename=P-2007-5-1888; "Navigation Chart of Columbia River, Sheet 6, from Fales Landing to Portland, June 1904, accessed October 31, 2022, https://www.historicalcharts.noaa.gov/image.php?filename=FLP.
[470] "East Side Affairs: The Road Is Electrified," *Oregonian* (Portland, OR), June 25, 1893, 16.
[471] "The Vancouver," *Vancouver Weekly Columbian* (Vancouver, WA), August 18, 1893, 5.
[472] "River Notes," *Vancouver Weekly Columbian* (Vancouver, WA), September 8, 1893, 8; "River Notes," *Vancouver Weekly Columbian* (Vancouver, WA), September 29, 1893, 8; "River Notes," *Vancouver Weekly Columbian* (Vancouver, WA), November 3, 1893, 8.
[473] "_," *Vancouver Weekly Columbian* (Vancouver, WA), June 8, 1894, 5.
[474] "Effects of the Flood," *Vancouver Weekly Columbian* (Vancouver, WA), August 10, 1894, 4.
[475] "Northern Suburb," *Oregonian* (Portland, OR), January 2, 1893, 12; "Vancouver Channel," *Oregonian* (Portland, OR), December 19, 1896, 4; "Nearly Completed," *Oregonian* (Portland, OR), April 4, 1898, 10; "Hayden Island Dike," *Oregonian* (Portland, OR), December 20, 1898, 5.
"City News In Brief: Dike Completed," *Oregonian* (Portland, OR), May 8, 1899, 5.
[476] "Shaw Island Sold," *Oregonian* (Portland, OR), October 16, 1904, 16.

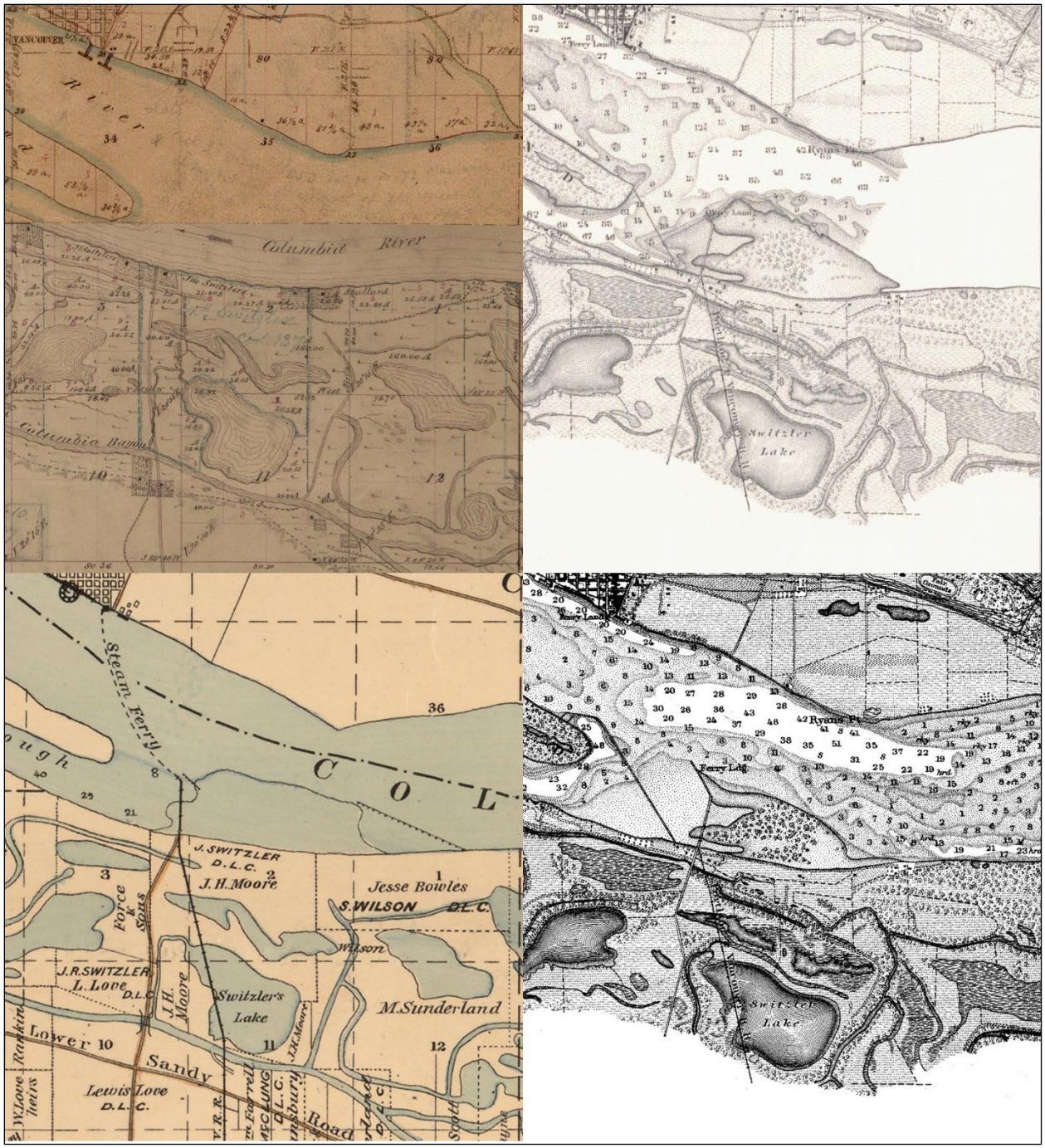

Figure 23. Top left: 1852 GLO map; top right: 1888 U.S. Coast and Geodetic Survey nautical chart; lower left: 1889 Multnomah County real estate map; lower right: 1904 U.S. Coast and Geodetic Survey nautical chart. These maps illustrate the alteration of Hayden Island and the creation of Tomahawk Island.

By the early 1900s, the various revetments, landings, and trestles on the south shore of the Columbia River created shoals and shallow water that hindered the operation of the ferry. However, it took several years to address this serious problem. In October 1904, the PVRR rail line was folded into the newly incorporated Portland Railway Light and Power Company, which

announced plans to rebuild the old PVRR trestle and relocate the ferry landing on the Oregon side of the Columbia River.[477] The new trestle opened in July 1906 and terminated at the new ferry landing, which was located on the north shore of Hayden Island.[478] This ferry landing was located between present-day I-5 and North Hayden Island Drive (Figure 24).

In April 1909, the new steam ferryboat *City of Vancouver* (later nicknamed "Old Dobbin'") began began crossing the Columbia River between Vancouver and Hayden Island. The new steam ferryboat replaced the steam ferryboat *Vancouver*, which had been in service since 1893 and carried an estimated 16 million passengers over her sixteen-year-long career. The new ferryboat could carry up to 2,500 passengers in two cabins, plus vehicles on the open deck.[479] The *City of Vancouver* remained in service until the Interstate Bridge opened on February 14, 1917. On that same day, the *City of Vancouver* left Vancouver for the last time, though her departure was overshadowed by the celebration of the bridge opening.[480] Other than a banquet for her crew aboard the vessel, there was relatively little fanfare to mark the end of seventy-one years of ferry service on the Columbia River between Vancouver and Portland.[481] Once the Interstate Bridge was open, travelers could easily cross over the once formidable Columbia River by horse-drawn wagon, motor vehicle, and streetcar, and the ferryboat era was quickly forgotten.

[477] "The Last Step Is Taken," *Oregonian* (Portland, OR), October 19, 1904, 11. ; "To Rebuild Long Railway Trestle," *Vancouver Weekly Columbian* (Vancouver, WA), December 29, 1904, 4.
[478] "New Trestle Open," *Vancouver Weekly Columbian* (Vancouver, WA), July 5, 1906, 1.
[479] "New Ferry On First Trip," *Oregonian* (Portland, OR), April 30, 1909, 18.
[480] "Vancouver Ferry Quits Run Today," *Oregonian* (Portland, OR), February 14, 1917, 8.
[481] "Banquet on Board of City of Vancouver," *Columbian* (Vancouver, WA), February 15, 1917, 4; "Vancouver Ferry Quits Run Today," *Oregonian* (Portland, OR), February 14, 1917, 8.

Figure 24. American Map and Reproducing Company's Map of Portland and Vicinity, 1912. The route of the Portland Railway Light and Power Company's streetcar line to Hayden Island is indicated on this map by the diagonal red line. The streetcar line terminated at the ferry landing on the north shore of Hayden Island. Tomahawk Island is to the east of the streetcar line.

Highways

Early Roads: Hudson's Bay Company Period (1825–1849)

In 1825, the HBC established Fort Vancouver at Jolie Prairie on the north bank of the Columbia River. Prior to the arrival of the HBC, the Native Peoples of the region managed and cultivated several clearings and meadows in the vicinity of Fort Vancouver, which the HBC referred to as *plains*. The area surrounding the 1829 Fort Vancouver stockade became known as Fort Plain, which became the most heavily developed of the plains as the HBC trading post expanded. By the 1840s, the HBC also grew crops and raised animals on Lower Plain, located to the northwest of Fort Plain, and on Mill Plain, located to the east of Fort Plain. By the 1840s, Fort Plain, Lower Plain, and Mill Plain comprised the heart of the HBC Columbia Department establishment. In addition to the three primary plains along the Columbia River, there were the First, Second, Third, Fourth, Fifth, and Camas Plains, which were referred to as the "back plains" and occasionally used for farmland.[482]

Centuries before the arrival of the HBC, the Native Peoples of the region established the first land transportation routes in the vicinity of Fort Vancouver. The Lower Klickitat Trail was a major route connecting what is now central Washington with the Columbia River. In a northeasterly direction from the Columbia River, the trail passed through First, Second, Third, Fourth, and Fifth Plains before continuing northward toward the present-day town of Yacolt.[483] The HBC used the Lower Klickitat Trail to support their farms on First, Second, Third, Fourth, and Fifth Plains. This trail became known as Fourth Plains Road and evolved into present-day Fourth Plain Boulevard (Figure 25).[484]

Some of the first roads established by the HBC ran eastward from Fort Vancouver to their mills along the north bank of the Columbia River. During the winter of 1828–1829, the HBC constructed a sawmill at Columbia Springs, approximately seven miles east of Fort Vancouver. A second sawmill was built there in 1834. An early HBC gristmill was located in the vicinity of present-day Image, Washington, approximately five miles east of Fort Vancouver.[485] Historic maps produced by Henry Peers in 1844 and by Richard Covington in 1846 illustrate an Upper Mill Plain Road and a Lower Mill Plain Road, though Vavasour's map of 1845–1846 shows

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[482] National Park Service (NPS), "The Cultural Landscape of Fort Vancouver National Historic Site: Hudson's Bay Company, 1824-1846. National Park Service," Published 2022, Accessed July 21, 2022, https://www.nps.gov/articles/fovaclrhbc.htm; National Park Service (NPS), "Vancouver Barracks. National Park Service." Published 2022, accessed July 16, 2022. https://www.nps.gov/fova/learn/historyculture/vb.htm.
[483] Columbia River Images, "The Columbian River – A Photographic Journey," Columbia River Images, accessed July 26, 2022, http://columbiariverimages.com/.
[484] Tom Vogt, "Clark Asks: The Plains explained," *Columbian* (Vancouver, WA), June 10, 2017. https://www.columbian.com/news/2017/jun/10/clark-asks-the-plains-explained/
[485] Columbia River Images, "The Columbian River – A Photographic Journey," Columbia River Images, accessed July 26, 2022, http://columbiariverimages.com/.

slightly different information about these east-west routes.[486] These early roads eventually merged into a single Mill Plain Road and evolved into present-day Mill Plain Boulevard (Figure 25).[487]

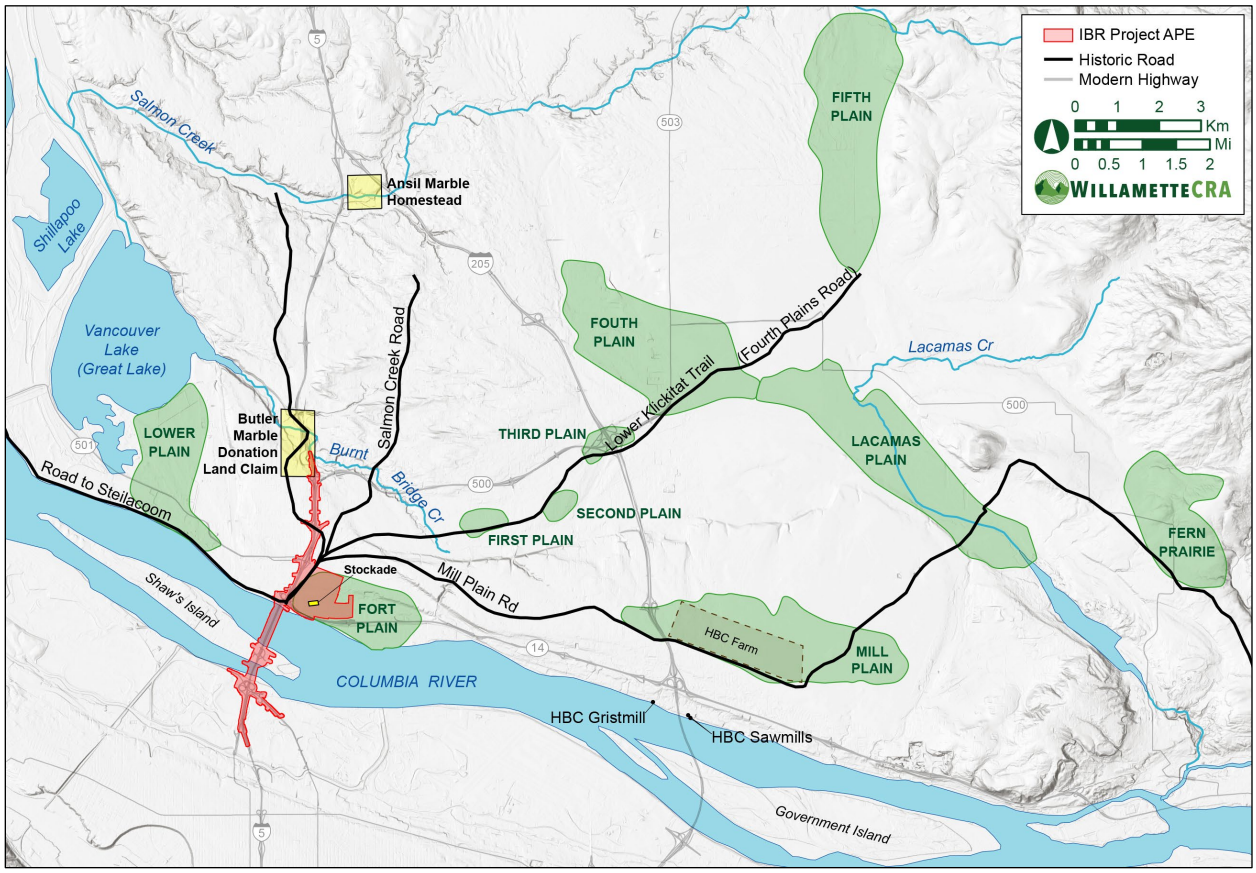

Figure 25. Map showing the plains in the vicinity of Fort Vancouver. The IBR program primary APE is indicated with red shading. The IBR program secondary APE is indicated with orange shading. Paths and trails from the 1856 and 1860 BLM GLO plat maps are indicated in black.

Fort Vancouver–Fort Steilacoom Military Road

The Oregon Treaty of June 15, 1846, established the 49th parallel as the boundary between British North America and the U.S.[488] In 1849, with Fort Vancouver now outside of British territory, the HBC transferred their Pacific headquarters from Fort Vancouver to Fort Victoria on

[486] NPS, "The Cultural Landscape of Fort Vancouver."; NPS, "Vancouver Barracks."
[487] Vogt, "Clark Asks."
[488] Phil Dougherty, "The International Boundary Commission first meets on June 27, 1857," HistoryLink.org Online Encyclopedia of Washington State History, posted February 28, 2010. https://www.historylink.org/File/9328.

Vancouver Island in present-day British Columbia, Canada.[489] In May 1849, the U.S. Army established Camp Vancouver on a bluff overlooking the HBC stockade and trading post.[490]

Overland travel between Fort Vancouver and Puget Sound was notoriously difficult during the early territorial period. In 1845, the European American settlers Michael T. Simmons and W.O. Bush cut an early path northward from the Columbia River, and their rudimentary trail remained unimproved for more than a decade.[491] Amidst the Treaty Wars of 1855–1856, the U.S. Army directed the construction of a road between Cowlitz Landing, on the Cowlitz River near the present-day city of Toledo, and Fort Steilacoom on Puget Sound. This wagon road opened in 1857, the same year that the City of Vancouver was incorporated.[492] Even after the completion of the wagon road between Cowlitz Landing and Fort Steilacoom, the overland route between Fort Vancouver and Monticello (an early European American settlement at the confluence of the Columbia and Cowlitz Rivers later renamed as Longview) remained an unimproved trail, and travel between the two settlements was fastest and easiest by boat until additional road work began in May 1861.[493] In August 1861, the military road between Fort Vancouver and Fort Steilacoom was officially completed; however, the tortuous route was described by travelers as the worst road upon which they ever traveled.[494] In addition to the military road between Fort Vancouver and Fort Steilacoom, another military road between Fort Vancouver and Fort Dalles, Oregon (The Dalles to Sandy River Wagon Road) was authorized in 1857 and became passable only in the early 1870s (Figure 26).[495]

[489] William S. Hanable, "Clark County – Thumbnail History," HistoryLink.org Online Encyclopedia of Washington State History, posted February 4, 2004, https://www.historylink.org/File/5644.
[490] Kit Oldham, "United States Army establishes Camp Columbia at the Hudson's Bay Company's Fort Vancouver on May 13, 1849," HistoryLink.org Online Encyclopedia of Washington State History, posted February 21, 2003, https://www.historylink.org/File/5263.
[491] Thomas W. Prosch, "The Military Roads of Washington Territory," *The Washington Historical Quarterly* 2 no.2 (January 1908): 123.
[492] Jollota, Pat and the Historylink.org Staff, "Vancouver – Thumbnail History," HistoryLink.org Online Encyclopedia of Washington State History, posted August 7, 2009, https://historylink.org/File/9101; Prosch, "The Military Roads, 123.
[493] Prosch, "The Military Roads," 124.
[494] Pacific-hwy.net, "Washington's Pacific Highway," Pacific Highway (website), accessed July 26, 2022, https://www.pacific-hwy.net/.
[495] Prosch, "The Military Roads," 123.

Figure 26. Map of the State of Oregon and Washington Territory, 1859, showing the Klickitat Trail, the Military Road between Fort Vancouver and Fort Steilacoom, and the Fort Steilacoom to Fort Walla Walla Road (David Rumsey Historical Map Collection).

Roads in Clark County During the Territorial Period (1853 to 1889)

Following the passage of the Donation Land Claim Act of 1850 and the creation of the Washington Territory in 1853, European American settlers quickly established claims near Fort Vancouver and throughout Clark County.[496] Several early claims were located along the steep, wooded banks of Salmon Creek approximately six miles due north of Fort Vancouver.[497] This twenty-six-mile-long creek flows westward through Clark County and was a major obstacle for overland travel. Early settlers along Salmon Creek included Ansil and Louisa Marble, who claimed forty acres where the trail between Fort Vancouver and Monticello crossed the creek. In 1858, Ansil Marble dammed Salmon Creek to power a gristmill he built on his claim, and in 1866 he added a sawmill. These mills were located east of the location where present-day U.S. 99 crosses Salmon Creek (Figure 25).[498]

The present-day intersection of Fort Vancouver Way and Mill Plain Boulevard was the nexus for a series of roads radiating northwards from the fort. By 1860, the Salmon Creek Road connected the Fort Vancouver Military Reservation and the European American settlements to the north. Salmon Creek Road extended north across Burnt Bridge Creek toward the Ansil and Louisa Marble claim on Salmon Creek.[499] A section of the 1861 Fort Vancouver–Fort Steilacoom Military Road also appears on the 1860 GLO plat map. This road originated at the same location as the Salmon Creek Road and meandered northwest toward the present-day intersection of East 33rd Street and Main Street. It generally followed present-day Main Street northwards through the Butler and Matilda Marble DLC of 1854.[500] After crossing Burnt Bridge Creek, the road continued along present-day Northeast Hazel Dell Avenue toward Salmon Creek (Figure 27).[501]

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[496] Jollota et al, "Vancouver."; Margaret Riddle, "Donation Land Claim Act, spur to American settlement of Oregon Territory, takes effect on September 27, 1850," HistoryLink.org Online Encyclopedia of Washington State History, posted August 9, 2010. https://www.historylink.org/file/9501.
[497] Alley and Munro-Fraser, *History of Clarke County*,336-337.
[498] Pacific-hwy.net, "Washington's Pacific Highway," Pacific Highway (website), accessed July 26, 2022, https://www.pacific-hwy.net/.
[499] Bureau of Land Management General Land Office (BLM GLO), "Plat map, Township 2 North, Range 1 East, Willamette Meridian," 1860, https://glorecords.blm.gov/search/default.aspx?searchTabIndex=0&searchByTypeIndex=1#searchTabIndex=0&searchByTypeIndex=1.
[500] Alley and Munro-Fraser, *History of Clarke County*, 262; Bureau of Land Management General Land Office (BLM GLO), "Plat map, Township 2 North, Range 1 East, Willamette Meridian," 1860, https://glorecords.blm.gov/search/default.aspx?searchTabIndex=0&searchByTypeIndex=1#searchTabIndex=0&searchByTypeIndex=1; BLM, *2022 Land Patents search,* https://glorecords.blm.gov/search/default.aspx?searchTabIndex=0&searchByTypeIndex=0, WAVAA 080893.
[501] Pacific-hwy.net, "Washington's Pacific Highway," Pacific Highway (website), accessed July 26, 2022, https://www.pacific-hwy.net/; Alley and Munro-Fraser, *History of Clarke County*, 448.

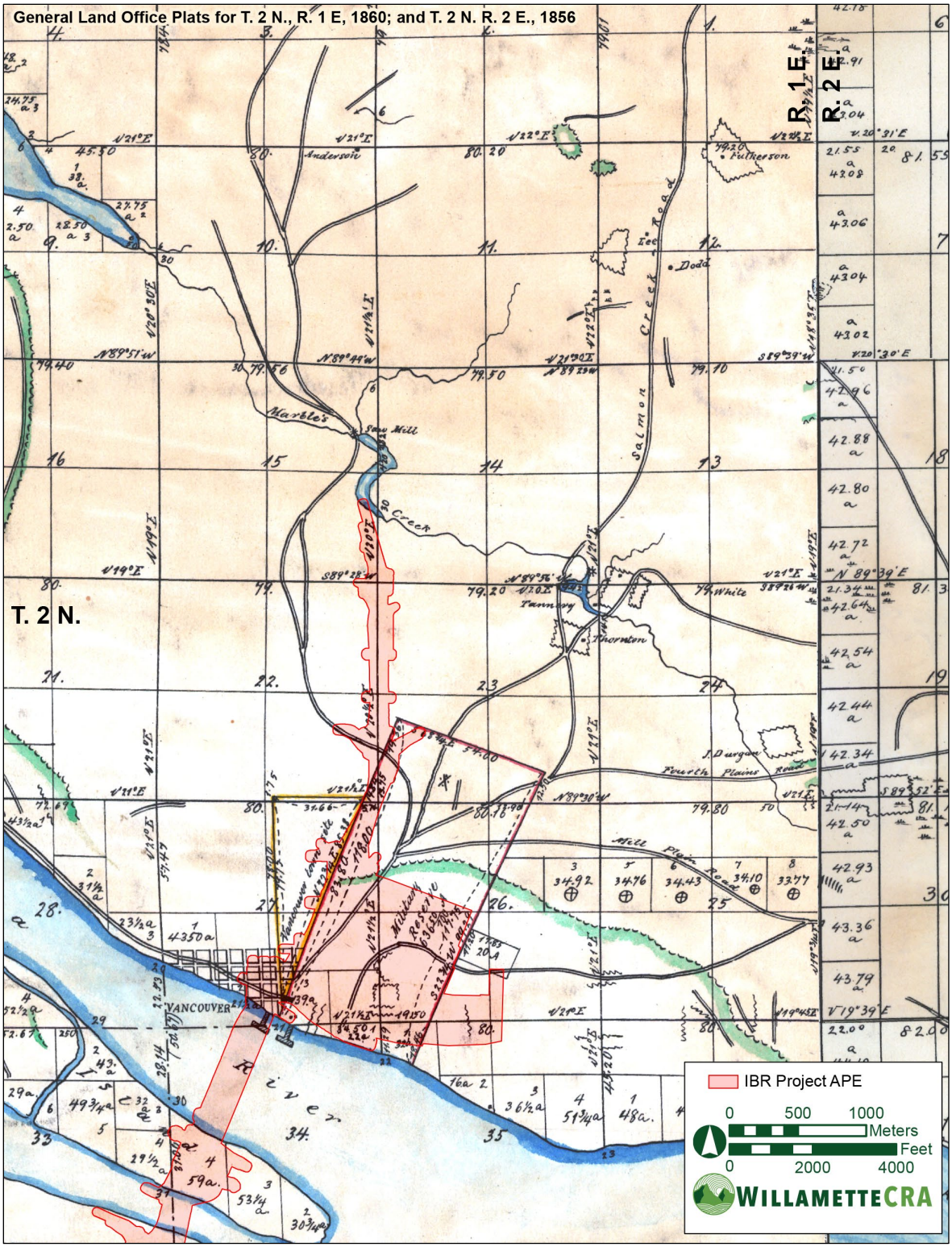

Figure 27. GLO, plat maps for Township 2 North, Range 1 East, Willamette Meridian (1860) and Township 2 North, Range 2 East, Willamette Meridian (1856). The IBR program primary APE is indicated with red shading. The IBR program secondary APE is indicated with orange shading.

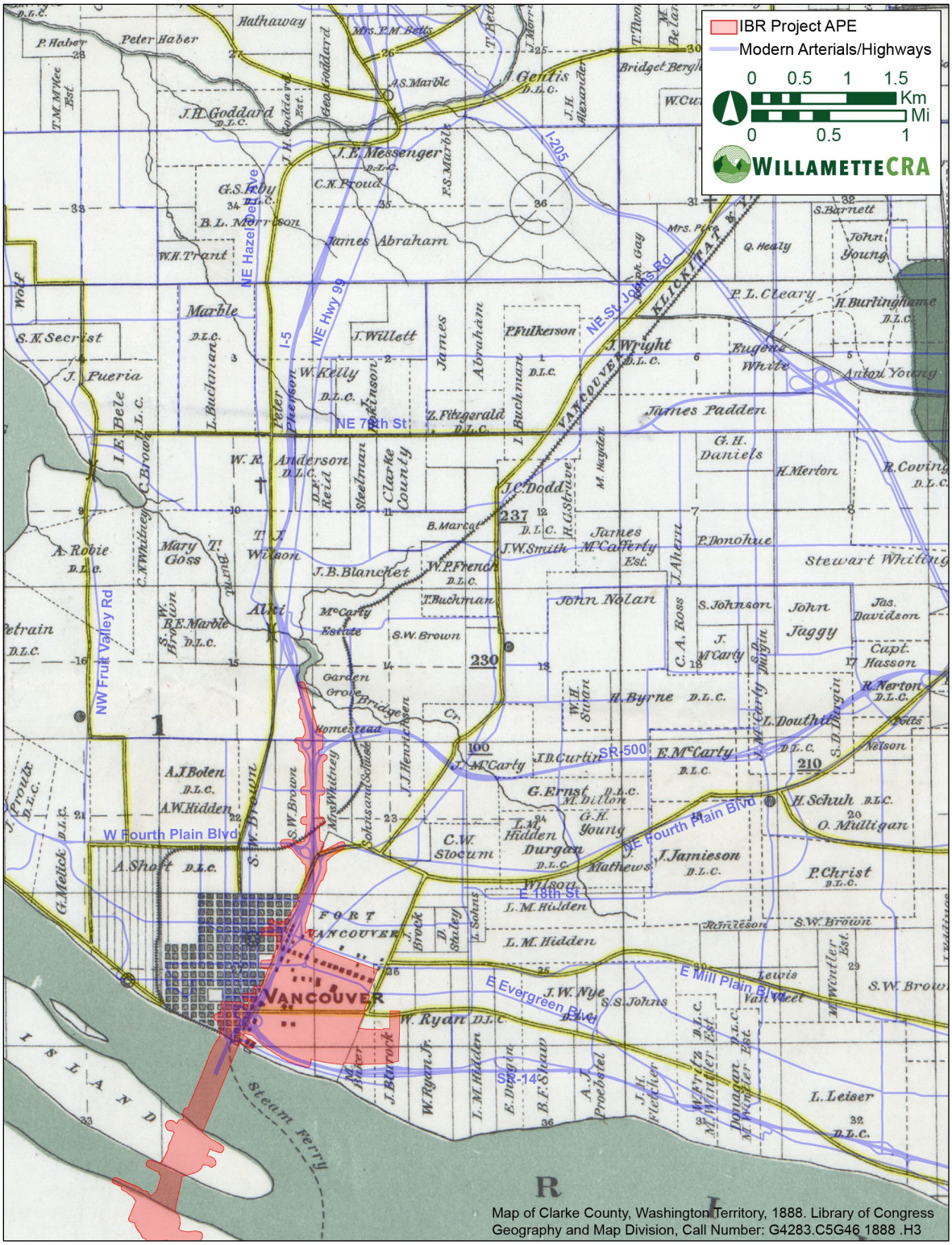

Figure 28. Map of Clarke [sic] County, Washington Territory, 1888. The IBR program primary APE is indicated with red shading. The IBR program secondary APE is indicated with orange shading. Paths and trails from the 1860 BLM GLO plat map are indicated with yellow shading. Present-day major roads and highways are indicated with blue shading (Library of Congress).

In addition to the primary north-south travel routes that emerged during the territorial period, east-west routes through the Fort Vancouver Military Reservation also coalesced during this era. The three present-day roads, East 5th Street, East Mill Plain Boulevard, and East Fourth Plain Boulevard are descended from paths established by Native Peoples and the HBC. By the late 1890s, the two routes through Vancouver Barracks, East 5th Street and East Mill Plain Boulevard were well established, along with Fourth Plain Boulevard, which served as the northern boundary of the military reservation (Figure 28).[502] However, contemporary newspaper accounts suggest that the military was not necessarily keen on the public use of these thoroughfares. One particular incident in the spring of 1899 involved soldiers allegedly sprinkling tacks and broken glass on the Vancouver Barracks paths to puncture the tires of cyclists using the routes to cut through the military reservation.[503]

Early Organized Road Improvements

Before the invention and widespread adoption of the automobile, bicyclists were among the most vocal advocates for road improvements during the late nineteenth and early twentieth centuries. The League of American Wheelmen, now known as the League of American Bicyclists, was organized in 1880 and evolved to advocate on behalf of good roads and the legal right of cyclists to use those roads. The introduction of the safety bicycle in the 1880s prompted a cycling craze, and by the early 1890s, it was estimated that there were over one million bicyclists in the U.S.[504]

The rising popularity of bicycling in Vancouver and throughout Clark County drove the first substantial road improvements in the area. In 1897, graveled cycle paths were constructed through the woods to the north of Officers Row.[505] The improved bicycle paths attracted both local cyclists as well as “wheelmen” from Portland, and ferry operators reported that 1,700 bicyclists crossed the Columbia River on one Sunday in the spring of 1898.[506] The Clark County Cycle Club was organized in 1899 and pressed the county commissioners to put in bicycle paths along the county roads from Vancouver to Washougal, a distance of approximately seventeen miles, and from Vancouver to the Salmon Creek Bridge, a distance of approximately seven miles.[507]

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[502] United States Geological Survey (USGS), “Topographic map, Portland quadrangle, 1897,” accessed April 2022, https://ngmdb.usgs.gov/topoview/.
[503] “_,” *Vancouver Weekly Columbian*, April 21, 1899, 3.
[504] Margaret Guroff, “American Drivers Have Bicyclists to Thank for a Smooth Rider to Work,” *Smithsonian Magazine*, September 12, 2016, https://www.smithsonianmag.com/travel/american-drivers-thank-bicyclists-180960399/.
[505] “_,” *Vancouver Weekly Columbian*, July 9, 1897, 3.
[506] “_,” *Vancouver Weekly Columbian*, April 22, 1898, 3.
[507] “Clarke County Riders Organize, *The Tacoma Daily Ledger*, April 16, 1899, 15; “Cycle Path,” *The Vancouver Weekly Columbian* (Vancouver, WA), May 19, 1899, 3.

In late 1900, the Hockinson Cycle Club petitioned the county commissioners to construct approximately fourteen miles of bicycle path along Fourth Plain Road to Hockinson, a community in central Clark County located at the present-day intersection of NE 159th Street and NE 182nd Avenue. The following year, the Salmon Creek Cycle Club prevailed in getting the county to spend seventy-five dollars to gravel the road from Vancouver to Salmon Creek.[508] In 1902, the Riverside Cycle Club asked for $285 to construct a bicycle path from Vancouver east to Camas (approximately fifteen miles) along the river road on the north bank of the Columbia River.[509]

By 1908, improved bicycle paths were completed along several of the major roads in the vicinity of Vancouver.[510] As the first automobiles arrived in Clark County, a few of the bicycle dealers in Vancouver opened the earliest automobile repair garages. These establishments included C. J. Moss, who repaired automobiles at 605 Washington Street beginning about 1909, and also Youmans and Preston at 713-715 Washington Street, who opened a Ford garage by 1914.[511]

Early Washington State Highways

In 1893, Washington State designated its first official state road, but it was not until twelve years later in 1905 that that legislators created the Washington State Highway Department and State Highway Fund. The first officially designated state road in Clark County was State Road No. 8 between Lyle in Klickitat County and Washougal in Clark County (Figure 29).[512]

In 1907, the Washington State Legislature amended the 1905 highway laws and corrected several flaws with the original legislation. The most important component of the 1907 legislation pertained to the financing of road improvements across Washington State, which included a match of the county's funds to represent an even split between the state and county. Assessments on property owners abutting the State Aid Road represented 15 percent of the county's share of the costs.[513] The first State Aid Road in Clark County was a one-mile section of Fourth Plain Road, which was graded and graveled in 1908 at a cost between $6,500 and $7,000.[514] By December 1908, there were thirty-six State Aid Roads in twenty-five different Washington counties totaling almost forty-one miles. The original highway legislation did not

[508] "Council Proceedings," *Vancouver Weekly Columbian* (Vancouver, WA), December 6, 1900, 2; "City Dads," *Vancouver Weekly Columbian* (Vancouver, WA), January 10, 1901, 3.
[509] "Around City and County," *Vancouver Weekly Columbian* (Vancouver, WA), April 3, 1902, 5.
[510] "Of Interest To Bicyclists," *Vancouver Weekly Columbian* (Vancouver, WA), February 20, 1908, 7.
[511] R. L. Polk & Company *Polk's Vancouver Directory, 1907*, (Seattle: R. L. Polk & Company, 1907), 184; R. L. Polk & Company *Polk's Vancouver Directory, 1909*, (Seattle: R. L. Polk & Company, 1909), 234; "Gasoline," *Columbian* (Vancouver, WA), February 16, 1914, 2.
[512] Washington Department of Highways, "Forty Years with the Washington Department of Highways," 1945, https://cdm16977.contentdm.oclc.org/digital/collection/p16977coll9/id/2113/rec/23 1-2.
[513] Washington Department of Highways, "Forty Years," 2.
[514] "Is $331 Short," *Columbian* (Vancouver, WA), November 11, 1908, 4.

provide maintenance funds, and counties bore the maintenance costs of state roads until 1909.[515]

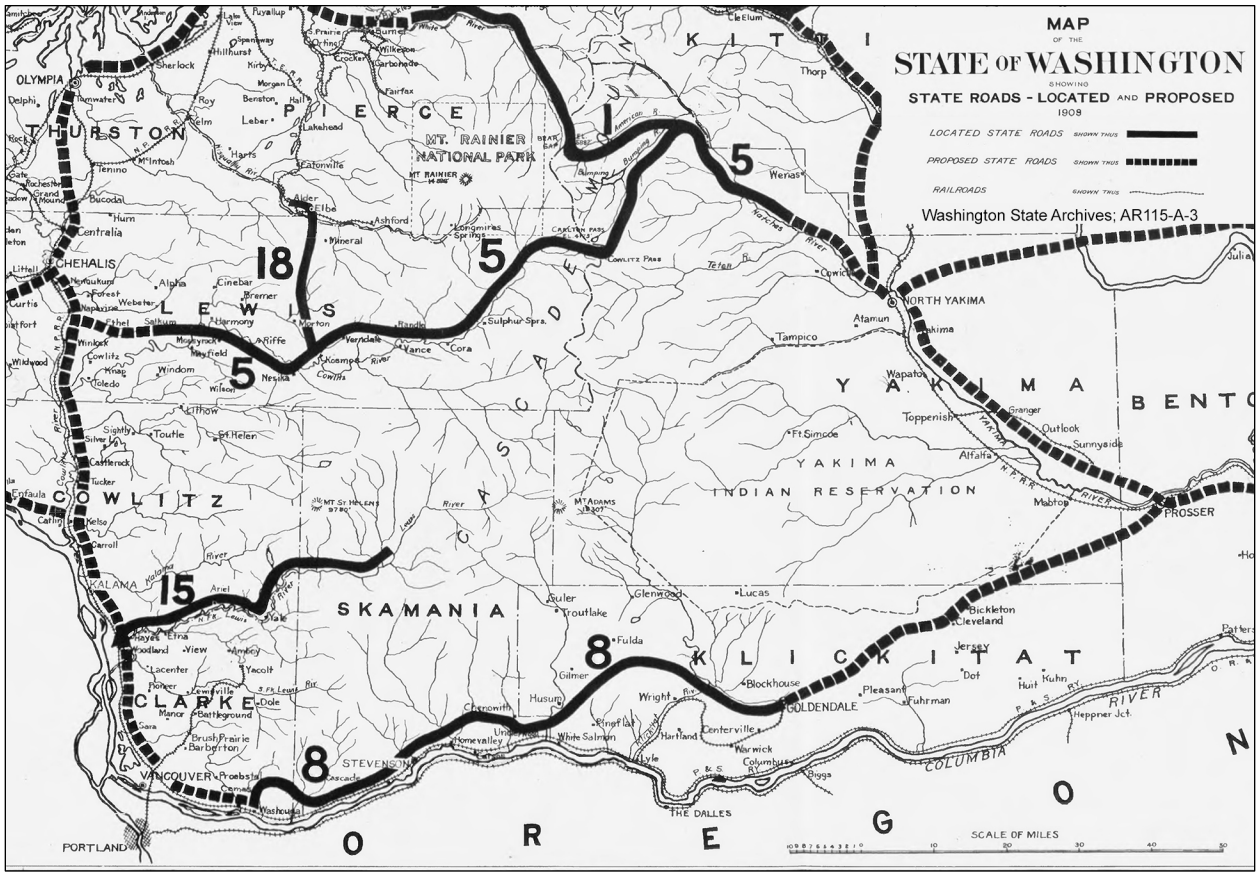

Figure 29. Map of proposed and established state highways in Washington, 1909 (Washington State Archives).

By 1910, state highway engineers recognized that automobiles needed different roads than those previously constructed to suit horse-drawn vehicles. Engineers conducted early experiments with tar and asphalt macadam road surfaces, though gravel was the most commonly used material for road improvements during this period.[516] During this early period of experimentation, Samuel "Sam" Hill (1857–1931), one of the founders of the Washington State Good Roads Association, was frustrated by the slow pace of road building technology. In 1909, Hill hired engineer Samuel C. Lancaster to build 10 miles of demonstration roads at his Maryhill ranch in Klickitat County, located approximately 100 miles east of Vancouver on the north shore of the Columbia River. Hill spent over $100,000 of personal funds to pay for Lancaster's experiments with seven different road surfaces. Hill wanted a highway in the Columbia Gorge as part of a network in Washington. However, his political fortunes in the state dried up and he

[515] Washington Department of Highways, "Forty Years," 2–3.
[516]Washington Department of Highways, "Forty Years," 3–5.

looked, instead, to Oregon for support.[517] In February 1913, at his own expense, Hill brought Oswald West, the governor of Oregon, and the entire Oregon State Legislature to Maryhill on a special train from Portland to see his personal roads, which he hoped would serve "as a model for asphaltic macadam [road] construction."[518] Shortly, the Oregon lawmakers established the Oregon State Highway Commission and voiced support for a system of "trunk route" highways across the state.[519]

Meanwhile, the Washington State Legislature repealed the State Aid Road legislation and created the Permanent Highway Act in 1911. The first road construction standards were part of this legislation. The act stipulated that state roads would be no less than 16 feet wide and graded, and at least 12 feet of the road width surfaced with a durable material such as gravel, macadam, or stone. In 1912, experiments with concrete road surfacing were conducted in Franklin, Lewis, Lincoln, King, Kittitas, and Pierce Counties.[520] One major road improvement project funded through the Permanent Highway Act of 1911 was the paving of a one-mile-long stretch of Fourth Plain Road. Though the length of this project is known, its exact location is unclear.[521]

The Pacific Highway Association

The first automobile arrived in Washington State in 1900, and by 1910, there were reportedly 3,521 automobiles in the state.[522] Prior to mass production, automobiles were typically hand-built, costly machines intended for the wealthy. According to available statistics, in 1910 the average value of an automobile in Washington State was $1,456.[523] The generally wealthy early adopters of automobiles, who often referred to themselves as "automobilists" or "autoists" formed clubs with other individuals who shared their interests. The Automobile Club of Seattle was founded in September 1904, and one month later the Spokane Automobile Club and

[517] Robert W. Hadlow, "National Historic Landmark Nomination—Columbia River Highway Historic District," Multnomah, Hood River, and Wasco counties, OR, NRIS 83004168, 2000, 53-60.
[518] David Wilma, "Hill, Samuel (1857-1931)," HistoryLink.org Online Encyclopedia of Washington State History, posted January 18, 2003, https://www.historylink.org/File/5072; David Wilma, "Washington Good Roads Association," HistoryLink.org Online Encyclopedia of Washington State History, posted February 16, 2003, https://www.historylink.org/file/5219; "An Asphaltic Macadam Road at Maryhill, Washington," *Good Roads* 2, no. 19 (November 1911): 245-247.
[519] Hadlow, 59.
[520] Washington Department of Highways, "Forty Years," 5–6.
[521] "County to Build Fourth Plain Road," *Columbian* (Vancouver, WA), February 6, 1912, 1.
[522] Greg Lange, "First automobile arrives in Seattle on July 23, 1900," HistoryLink.org Online Encyclopedia of Washington State History, posted February 26, 1999, https://www.historylink.org/File/957; State of Washington, *Statistics of the State of Washington, 1909-1910, with a Revised List of State, County and Municipal Officers, Issued by the State Bureau of Statistics and Immigration* (Olympia, Washington: E. L. Boardman, Public Printer, 1910), 11.
[523] State of Washington, *Statistics of the State of Washington*, 11.

Tacoma Automobile Association were established.[524] However, the Vancouver [Washington] Automobile Club did not form until 1910. This delay was most likely due to the relatively few automobiles in Clark County in 1910 and the generally poor road conditions along the north-south overland route through the county.[525]

Like the bicycle clubs before them, the automobile clubs in Washington State advocated for better roads. State-level lobbying for good roads was a component of a broader good roads movement across the United States. Crucially, the wealth and social prominence of early autoists in Washington State, such as Sam Hill (1857–1931), a founder and the president of the Washington State Good Roads Association, dramatically increased the clubs' ability to produce tangible improvements in early road conditions in Washington State.[526] However, with Henry Ford's introduction of the Model T automobile, more and more people could afford automobiles. As automobile ownership gradually became more popular across the U.S., increased numbers of autoists often joined national automobile clubs, such as the American Automobile Association (AAA), which emerged as a powerful advocate for road improvements nationwide. Farmers in rural areas of the U.S. also became vocal "good roads" advocates after home mail delivery was introduced by the U.S. Post Office Department's Rural Free Delivery system.[527]

At the regional level, by 1910, the Washington State automobile clubs regularly communicated with other similar clubs along the West Coast of the U.S. and British Columbia, and the concept of a larger club of "Pacific Coast autoists" gradually emerged. In September 1910, delegates from automobile clubs in California, Oregon, Washington, and British Columbia met in Seattle to form the Western Automobile Association. Originally slated for September 4, hazardous forest fire conditions delayed the meeting until September 18 and 19.[528] The Vancouver [Washington] Automobile Club was apparently not represented, but several delegates from the Portland Automobile Club took their automobiles by steamboat and landed in the vicinity of Kalama on the Columbia River to avoid poor road conditions in Clark County along their route to Seattle.[529] Once the delegates converged in Seattle, they met at the Hotel Washington Annex on Sunday,

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[524] Alyssa Burrows, "Automobile Club of Seattle, Predecessor of AAA Washington, Forms on September 23, 1904," HistoryLink.org Online Encyclopedia of Washington State History, posted July 21, 2004, https://www.historylink.org/File/5718; "Bubble' Meets Wednesday," *The Spokesman-Review* (Spokane, WA), October 22, 1904, 3, "City News in Brief," *The Tacoma Daily Ledger* (Tacoma, WA), October 3, 1904, 5.
[525] "Automobile Club Wednesday Night," *Columbian* (Vancouver, WA), May 3, 1910, 1; "Autoists To Take Trip," *Oregonian* (Portland, OR), September 13, 1910, 7; "Seattle Is Destination," *Oregonian* (Portland, OR), September 16, 1910, 8.
[526] Wilma, "Hill, Samuel."; Wilma, "Washington Good Roads Association."
[527] Richard F. Weingroff, "Federal Aid Road Act of 1916: Building the Foundation," *Public Roads* 60 no.1 (Summer 1996), https://highways.dot.gov/public-roads/summer-1996/federal-aid-road-act-1916-building-foundation.
[528]"Auto Meet Is Postponed." *Oregonian* (Portland, OR), August 31, 1910, 7; "Seattle Trip Is Delayed 2 Weeks." *Oregonian* (Portland, OR), September 4, 1910, 3.
[529] "Autoists To Take Trip." *Oregonian* (Portland, OR), September 13, 1910, 7; "Seattle Is Destination." *Oregonian* (Portland, OR), September 16, 1910, 8.

September 18, and created a temporary organization dubbed the Western Automobile Association. During a banquet at the Arctic Club the following day, the delegates adopted the Pacific Highway Association name instead.[530]

The primary goal of the Pacific Highway Association was the construction of a continuous highway route along the Pacific Coast. To achieve this goal, the Pacific Highway Association planned to create automobile clubs or good roads clubs in every city along the proposed route of the highway.[531] Judge J. R. Ronald of the Automobile Club of Seattle was elected president of the new Pacific Highway Association and Charles A. Ross of the Vancouver [British Columbia] Automobile Club was elected treasurer. Initial financial support for the new organization was provided by the clubs in Victoria and Vancouver, British Columbia, Portland, and Seattle.[532]

The Pacific Highway in Clark County

The first major project undertaken by the Pacific Highway Association was the placement of uniform signs along the designated highway route. The organization also circulated information about road grading equipment.[533] Actual construction of the Pacific Highway through Clark County did not officially begin until 1913, when the first paved section of highway was built. This work was completed under the Permanent Highway Act of 1911.[534] Also, in 1913, the former primary state road designations were changed to a system of both primary and secondary roads. The name "Pacific Highway" was formally adopted and became the primary north-south state road through Clark County. State Road No. 8 running east-west along the north bank of the Columbia River was downgraded from a primary road to a secondary road and dubbed the "Columbia River Road." However, it was also still officially designated as State Road No. 8.[535]

In May 1913, an important link along the Pacific Highway was completed when the bridge across the North Fork of the Cowlitz River opened at Woodland and replaced the pioneer ferry.[536] During the following two years, significant progress was made to construct the Pacific Highway through Clark County. An 8,500-foot-long section between Salmon Creek and the north end of Main Street was paved in 1914, and the section of Pacific Highway between La

[530] "_," *Seattle Daily Times*, September 19, 1910, 3; "_," *Seattle Daily Times*, September 20, 1910, 9;
[531] "Plan Trunk Line Canada to Mexico." *Columbian* (Vancouver, WA)*,* September 24, 1910, 4.
[532] "Plan Trunk Line Canada to Mexico," *Columbian,* 4.
[533] "_," *Columbian* (Vancouver, WA), November 12, 1910, 3.
[534] "_," *Columbian* (Vancouver, WA), February 17, 1913, 1; "Pacific Highway Brings Traffic Of Coast To Vancouver's Doors." *Columbian* (Vancouver, WA)*,* May 29, 1928, 43.
[535] Washington Department of Highways, "Forty Years," 7–8
[536] "View of the New Bridge on the Pacific Highway to be Dedicated at Woodland Tomorrow with a Great Barbeque as the Main Feature of the Program." *Columbian* (Vancouver, WA)*,* May 16, 1913, 1.

Center and Woodland was built the same year.[537] The section of Pacific Highway between La Center and Salmon Creek was built in 1915 (Figure 30).[538]

Another important link along the Pacific Highway was the Interstate Bridge across the Columbia River between Portland and Vancouver. Construction began in 1915, and on February 14, 1917, the Interstate Bridge across the Columbia River officially opened to all traffic, including automobiles, bicycles, horse-drawn wagons, interurban streetcars, livestock, pedestrians, and trucks. Basic tolls for self-propelled vehicles generally ranged from five to fifty cents.[539]

[537] "Contract For Paving Of Highway Awarded." *Columbian* (Vancouver, WA)*,* May 9, 1914, 1; "Pacific Highway Job Rushed." *Columbian* (Vancouver, WA)*,* August 4, 1914, 1.
[538] "Pacific Highway Construction Began This Morning." *Columbian* (Vancouver, WA)*,* June 22, 1915, 7.

[539] John Lyle Harrington and Ernest E. Howard, *1918 Final Report: The Columbia River Interstate Bridge, Vancouver, Washington to Portland, Oregon, for Multnomah County, Oregon, Clarke County, Washington*, *Washington,* (United States: A. W. Hirsch Ptg. Company, 1918), 9, 60.

Figure 30. Map of state highways in Washington, 1915 (Washington State Archives).

Federal Aid Highway Act and U.S. Highways

During the early 1900s, the work of private individuals and state highway departments across the U.S. propelled many advances in road construction technology. However, the federal government also emerged as a technical leader during this period. In 1905, the U.S. Department of Agriculture Office of Public Road Inquiries and Division of Tests of the Bureau of Chemistry were merged into the new federal Office of Public Roads (OPR). That same year, the geologist Logan Waller Page became director of the OPR. Page believed that scientists and engineers, and not politicians, were best equipped to solve road construction problems across the United States. In his role as director of OPR, Page conducted extensive studies of road-building materials and established a reputation for high standards.[540]

As the automobile gradually became cheaper and more popular, national automobile clubs like the AAA, regional road organizations like the Pacific Highway Association, and other "good roads" advocates lobbied for federal funding of road improvements. Federal funding for state road projects was a controversial issue. In 1912, the U.S. House of Representatives passed a bill proposing a federal rental payment to counties for the use of their roads to carry mail. The bill, named for Missouri Representative Dorsey W. Shackleford, died in the U.S. Senate. Debate over the Shackleford Bill illustrated the ideological divide between the farmers, who dreamed of all-weather roads to carry their crops to market, and the autoists and lobbyists, who wanted hard-surfaced, interstate highways.[541]

Following the failure of the Shackleford Bill, an experimental funding program for the improvement of post roads (roads used by the U.S. Post Office Department to carry mail) went into effect in 1913. Oversight of state and local road improvement projects was administered by the OPR. However, this program ultimately failed due to numerous challenges, including state and county officials who resented the OPR supervision of their projects and confusion arising over onerous federal contracting and labor requirements imposed upon the projects, such as an eight-hour workday and prohibition against the use of convict labor. Only about 457 miles of post roads were constructed in 28 counties in 17 states. One important lesson learned was that OPR was too small of a government agency to work with the approximately 3,000 counties across the U.S. This led to the subsequent decision that federal road aid should go directly to states and not counties.[542]

At the state level, the American Association of State Highway Officials (AASHO) was founded in December 1914, and the founding of the AASHO marks a shift from ad hoc road construction

[540] Federal Highway Administration "History," U.S. Department of Transportation, Federal Highway Administration, updated February 25, 2022, https://highways.dot.gov/federal-lands/about/history.
[541] Federal Highway Administration "History."
[542] Weingroff, "Federal Aid Road Act of 1916."

practices to road engineering as a professional field.[543] Over the following two decades, road and bridge engineering at the state level became increasingly standardized, and state highway departments evolved into complex government agencies. One of the primary goals of the AASHO was to pass a federal-aid road bill in Congress. At the Pan–American Road Congress in September 1915, several AASHO members, led by Thomas H. MacDonald, chief engineer of the Iowa State Highway Commission, drafted legislation to satisfy the disparate interests between states with existing road networks and states that had not yet developed highway systems. MacDonald was associated with Page of the OPR, who also played an advisory role in crafting the bill.[544]

Representative Shackleford of Missouri introduced a new federal-aid road bill to the U.S. House of Representatives in 1916. In general, Shackleford's bill included funding for the improvement of rural post roads and outlined how the states would plan and execute road improvement projects under state control. Support of the bill was mixed, with some praising its straightforward and clear prescriptions for federal aid, while others decried the bill as an opportunity for politicians to distribute "pork barrel" projects to favored constituents. Debate over the contents of the bill continued after it was sent to U.S. Senate Committee on Post Offices and Post Roads, headed by the powerful Senator John H. Bankhead of Alabama. Senator Bankhead was a vocal supporter of federal aid for road improvements and was closely associated with Page of the OPR. Senator Bankhead amended Representative Shackleford's bill by deleting the entire text after the enacting clause and inserting the language of the AASHO model legislation formulated at the 1915 Pan–American Road Congress.[545]

In general, Senator Bankhead's bill called for $75 million of federal road aid given over a five-year period. The funds would be fifty-fifty matching grants, with the 50 percent federal share calculated using a formula incorporating the existing road network, geographic area, and population of each state. After extensive debate and several amendments, the U.S. Senate passed the Bankhead bill on May 8, 1916. The bill passed out of conference committee on June 27, and both the U.S. House of Representatives and U.S. Senate approved the bill that same day. President Woodrow Wilson signed the Federal Aid Road Act on July 11, 1916.[546]

In 1917, Washington State received $30,865.22 in federal aid to pave a 3.52-mile-long portion of the Pacific Highway in Thurston County. This was Washington's first federal highway grant.[547]

[543] Weingroff, "Federal Aid Road Act of 1916."
[544] Weingroff, "Federal Aid Road Act of 1916."
[545] Weingroff, "Federal Aid Road Act of 1916."
[546] Weingroff, "Federal Aid Road Act of 1916."
[547] Washington Department of Highways, "Forty Years," 8.

Paving of the Pacific Highway in Clark County was completed by September 1922.[548] Just over one year later in October 1923, the entire Pacific Highway between Blaine, Washington, and the California–Mexico border was officially declared completed and opened to vehicular traffic; practically the entire Pacific Highway in Washington and Oregon was paved by this date.[549] A 4.5-mile-long section of the Pacific Highway between 39th Street in Vancouver and north of Salmon Creek was reconstructed in 1925, and in November 1926, the Pacific Highway between Vancouver and Blaine, Washington was officially designated as U.S. Highway 99 (also referred to as U.S. Route 99).[550]

Between 1927 and 1944, several major road construction projects reduced grades and eliminated curves on the Pacific Highway. The first of these major reconstruction projects opened in November 1927, when the so-called "Salmon Creek Cut-off" was officially opened to traffic. This reconstruction project eliminated 913 degrees of curvature and shortened the route of U.S. 99 by almost one mile.[551] In the summer of 1938, construction began on a new direct alignment of U.S. 99 between Salmon Creek and Woodland, which was projected to eliminate over two miles of dangerous curves and grades. The right-of-way was to be 150-feet wide and "double tracked" for future conversion to a "super-highway."[552] The term "double tracked" appears to have been in reference to roadbed construction that could accommodate two travel lanes in each direction. Finally, in January 1944, the "streamlined" U.S. 99 between Salmon Creek and Woodland was completed.[553]

Vancouver Freeway

On August 2, 1947, the U.S. Bureau of Public Roads officially selected U.S. 99 as an "Interstate Highway" route.[554] In 1951, construction began on the Vancouver section of the Interstate Highway System.[555] The existing sanitary and storm sewer systems were reconstructed in the area bounded by 6th Street to the north, Vancouver Barracks to the east, the Columbia River to

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[548] "Pacific Highway Finally Finished Through County," *Columbian* (Vancouver, WA), September 11, 1922, 1; Kit Oldham, "Washington receives its first federal highway grant, to pave a portion of Pacific Highway in Thurston County, on April 26, 1917," HistoryLink.org Online Encyclopedia of Washington State History. Posted February 2, 2005, https://www.historylink.org/File/7244.
[549] "Pacific Highway Open Today for Entire Distance," *Columbian* (Vancouver, WA), October 19, 1923, 1.
[550] American Association of State Highway Officials (AASHO), "United States Numbered Highway System," November 11, 1926, https://texashistory.unt.edu/ark:/67531/metapth298433/m1/1/zoom/?resolution=6&lat=3408&lon=4598.5. "Salmon Creek Cut-off Work Now Underway," *Columbian* (Vancouver, WA), April 25, 1925, 1.
[551] "Fine New Road Open to Public; Aid to Safety." *Columbian* (Vancouver, WA), November 24, 1927, 1.
[552] "Highway Will Cut Distance," *Columbian* (Vancouver, WA), May 21, 1938, 1.
[553] "Final Link of New Pacific Highway Open," *Columbian* (Vancouver, WA), January 3, 1944, 1.
[554] Public Roads Administration, "National System of Interstate Highways Selected by Joint Action of the Several State Highway Departments as Modified and Approved by the Administrator, Federal Works Agency, August 2," August 2, 1947,
[555] Bureau of Public Roads, *1954 Annual Report- Bureau of Public Records: Fiscal Year* 1954, (Washington DC: U.S. Department of Commerce, 1954), 16.

the south, and Washington Street to the west in 1952, and the following year, additional contracts were executed for the construction of the "Vancouver Freeway," as the Washington State Highway Department called the project (Figure 31).[556] Initial announcements of the Vancouver Freeway in 1947 only mentioned the existing Interstate Bridge and stated that the traffic levels necessitated construction of a new "traffic smoothing" approach and a wider, four-lane road at the north end of the bridge.[557] These earliest reports did not mention the possibility of a new bridge. However, in 1948, newspaper articles announced the need for either widening the existing Interstate Bridge or creating an entirely new span.[558]

In 1954, the first usable portion of the Vancouver Freeway was opened to traffic.[559] That same year, an interchange connecting the Evergreen Highway (the present-day Lewis and Clark Highway or State Route 14) with Washington Street was put into operation.[560] However, this work did not occur without controversy. Over objections by the City of Vancouver and the Vancouver Chamber of Commerce, the Washington Department of Highways condemned 5th Street and severed an important east-west connection between the city and Fort Vancouver that had existed for over 100 years.[561]

The following year, the 2.5-mile-long, 4-lane, controlled-access Vancouver Freeway was completed and opened to traffic when Governor Arthur B. Langlie cut the ribbon during an elaborate ceremony.[562] In the summer of 1956, construction work on the second span of the Interstate Bridge (present-day southbound span) began.[563]

[556] "Major State Road Work Due in County," *Columbian* (Vancouver, WA), March 21, 1947, 1.
[557] "_," *Columbian* (Vancouver, WA), January 21, 1947, 1; "_," *Columbian* (Vancouver, WA), March 21, 1947, 1.
[558] "_," *Columbian* (Vancouver, WA), December 23, 1948, 3.
[559] Bureau of Public Roads, *1954 Annual Report*, 16.
[560] "Newest Link In Freeway To Be Open," *Columbian* (Vancouver, WA), April 14, 1954, 1.
[561] "Fifth Street Battle Plan To Be Laid." *Columbian* (Vancouver, WA), February 1, 1954, 1; "City Chamber Hit Decision On 5th." *Columbian* (Vancouver, WA), February 25, 1954, 1.
[562] Bureau of Public Roads, *1955 Annual Report- Bureau of Public Roads: Fiscal Year 1955*, (Washington DC: U.S. Department of Commerce, 1955), 14; "Ribbon Snapped, Cars Roll." *Columbian* (Vancouver, WA), April 1, 1955, 1.
[563] "Work Nears On Second River Span." *Columbian* (Vancouver, WA), June 11, 1956, 1.

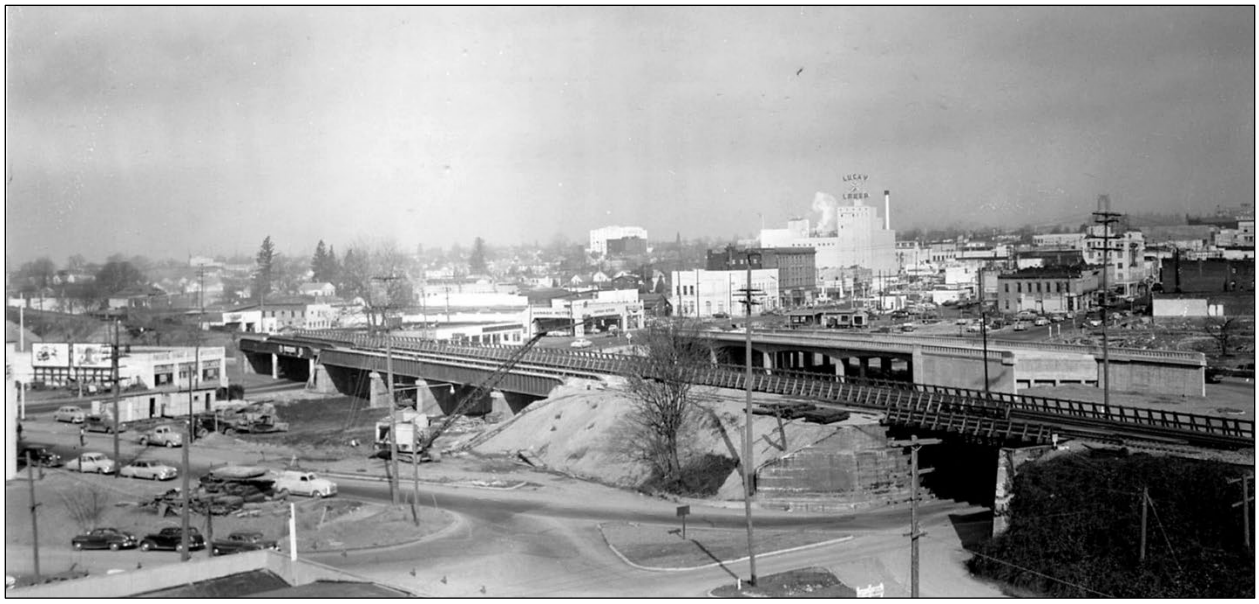

Figure 31. Initial construction of the Vancouver Freeway, view looking northwest, ca. November 1951 to June 1953. (Washington Department of Transportation).

Interstate 5

On August 14, 1957, U.S. 99 (the former Pacific Highway) between Vancouver and Blaine, Washington, was officially designated as I-5.[564] On July 1, 1958, the second span of the Interstate Bridge (present-day southbound span) was dedicated and officially opened to traffic. The new span carried all northbound and southbound traffic while the original 1917 span was reconstructed with a "hump-back" to match the new span (Figure 32).[565]

Both spans of the Interstate Bridge were opened to motor vehicle traffic in January 1960. The Washington Toll Bridge Authority was in charge of collecting tolls, though the toll plaza was located on Hayden Island south of the bridge portals. Tolls for automobiles and pickup trucks were 20 cents.[566] On August 24, 1962, Washington Governor Rosellini dedicated a five-mile section of I-5 from Burnt Bridge Creek to Salmon Creek (Figure 32–Figure 35).[567]

In April 1968, the Washington State Highway Department announced plans to widen I-5 from four to six lanes through Vancouver. The interchanges at the Lewis and Clark Highway

[564] American Association of State Highway Officials (AASHO), *Official Route Numbering for the National System of Interstate and Defense Highways*, August 14, 1957, http://www.roadfan.com/aug57int.jpg.
[565] "New Bridge Opened With Ceremonies," *Columbian* (Vancouver, WA), July 1, 1958, 1; "Holes 'Dug' in Old Span as Crews Start Remodeling to Create 'Hump-back' Look," *Columbian* (Vancouver, WA), July 3, 1958, 9.
[566] "Shadow of Tolls Darken as Spans Near Completion," *Columbian* (Vancouver, WA), January 1, 1960, 17; "Bridge Tolls Due Sunday," *Columbian* (Vancouver, WA), January 8, 1960, 1.
[567] "Formal Ceremonies Add Freeway Link to State's Highway Network." *Columbian* (Vancouver, WA), August 24, 1962, 7.

Figure 32. Aerial photograph of Vancouver, view looking north, ca. 1965. The modified 1917 Interstate Bridge (northbound span) is clearly visible next to the 1958 Interstate Bridge (southbound span) (Washington State Archives AR115-B-2_ph004880).

(present-day State Route 14), Mill Plain Boulevard, Fourth Plain Boulevard, and 39th Street were also slated for reconstruction.[568] Three alternatives for the I-5/State Route 14 interchange were considered between 1968 and 1969, and negotiations over the plans continued throughout the 1970s; the construction contract was finally awarded in October of 1981, and work was completed in May of 1984.[569]

[568] "Freeway project plans to change city patterns." *Columbian* (Vancouver, WA), April 19, 1968, 2.
[569] "Interchange report expected ready soon." *Columbian* (Vancouver, WA), October 17, 1969, 3; "Hearing set on I-5 changes." *Columbian* (Vancouver, WA), July 12, 1973, 15; "At the crossroads." *Columbian* (Vancouver, WA), December 13, 1981, 16; "Portland firm gets I-5-Highway 14 job." *Columbian* (Vancouver, WA), October 16, 1981, 7; "Finally, finale for I-5 freeway work." *Columbian* (Vancouver, WA), May 27, 1984, 17.

Figure 33. Aerial photograph of Vancouver, view looking north, ca. 1959. (Washington State Archives Vancouver 5_0001_238).

Construction of the Interstate Bridge

Throughout the nineteenth century, the cities of Vancouver and Portland were made distant to each by the width of the Columbia, connected only by the inconsistent and irregular services of ferries or other vessels. While these connections continuously improved —faster boat service or streetcars built to the ferry landings—the service itself was consistently slow, inconvenient, and often unreliable.

While ferries had been suitable and often faster than land-based transportation in the pre-railroad era, the region's ballooning population and thriving industrial sector made permanent and reliable bridges increasingly necessary.[570] As early as the 1840s, bridges were built across smaller waterways in the area; in subsequent decades, more substantial bridges spanned larger

[570] Dwight A. Smith, James B. Norman, Pieter T. Dykman, *Historic Highway Bridges of Oregon* (Salem: Oregon Department of Transportation, 1986), 28-29.

channels.[571] The region's largest rivers—most prominently the Columbia—remained an impasse in interstate travel into the twentieth century.

South of the Canadian border, the first bridges to span the Columbia were largely funded by railroad magnate James J. Hill whose financing helped constructe the Old Wenatchee Bridge (1908) and the Columbia bridge of the Seattle, Portland & Spokane Railway (SP&S).[572] Designed by famed civil engineer Ralph Modjeski (1861–1940), the latter bridge also opened in 1908 and was a contemporary marvel: the longest doubletrack railroad bridge in the country.[573]

Hill's bridge proved the viability of spanning the Columbia, and citizens of both Clark and Multnomah County began the slow process of advocating, campaigning, and agitating for the construction of a bi-state or interstate bridge. The bridge was needed to supplement the existing railroad span and serve the needs of pedestrian, automotive, and rapid transit.[574]

As early as 1908, local promoters and politicians began to press for the construction of a bridge by encouraging a feasibility study to understand potential costs. After years of delay, the study was funded through public subscription and Modjeski was hired as the project consultant.[575] He delivered his report in September 1912, estimating the total cost of the bridge would fall between $1.7 and $2 million, plus more for the necessary approaches.[576]

With Modjeski's study in hand, proponents for the bridge petitioned for support from their respective local state governments. Detailed engineering drawings were compiled by the engineering firm of Harrington, Howard and Ash, and construction bids were finally solicited in January 1915.[577] In February, bids were opened and a vertical lift system was chosen for the bridge's movable span.[578]

In all, the planned costs for the bridge were lower than anticipated and its construction was divided into twelve separate units undertaken by twenty-four contractors, many of whom were

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[571] Smith et al., *Historic Highway Bridges*, 29-32.
[572] Don Seabrook, "Looking Back: Columbia River bridge construction," *Wenatchee World*, December 1, 2022. https://www.wenatcheeworld.com/wvbusiness/looking-back-columbia-river-bridge-construction/article_72a8ccba-1766-11ed-8508-b313400419dc.html.
[573] John Caldbick, "James J. Hill and associates cross Columbia River on first railroad bridge linking Washington and Oregon, whose opening has just completed Hill's Spokane, Portland & Seattle Railway, on November 5, 1908," HistoryLink.org Online Encyclopedia of Washington State History, posted January 13, 2016. https://www.historylink.org/File/8740.
[574] Jonathan Clarke, "Vancouver-Portland Interstate Bridge," Historic American Engineering Record Written Historical and Descriptive Data (Washington, DC: U.S. Department of the Interior, Historic American Engineering Record, 1993) 2.
[575] Clarke, Vancouver-Portland Interstate Bridge, 2.
[576] Ralph Modjeski, *To The Joint Pacific Highway-Columbia Bridge Committee of Portland and Vancouver Commercial Clubs* (Chicago: Ralph Modjeski, 1912), 5-6.
[577] Clarke, Vancouver-Portland Interstate Bridge, 5
[578] Clarke, Vancouver-Portland Interstate Bridge, 5.

local.[579] Construction began on March 6, 1915, and continued throughout the following year, still unfinished at the initial completion deadline of October 31, 1916.[580] While work continued mostly without incident, the project dragged into 1917; in early February finishing touches, including the deck paving and streetcar tracks, were finally installed.[581] With great crowds in attendance, the new bridge officially opened on February 14—Valentine's Day—1917.[582] Editors at Portland's *Oregonian* wrote that "[w]ith brilliant formality, the Interstate bridge yesterday swung into its niche in the great scheme of commercial and industrial development of the Northwest."[583] To all, the event seemed momentous.

The 1910s was a period of rapid technological and economic growth in the region, which the bridge both symbolized and further augmented. During its first year of operation, the lift span was opened 1,000 times for river-borne water traffic and almost immediately, officials noticed a rapid increase in "motor-truck traffic" as the use of horse-powered transportation was eclipsed.[584] To pay for the structure, all users who crossed the bridge paid a toll roughly approximate to the cost of the former ferry fare, but the crossing was substantially faster.[585] Within only twelve years of opening, the bridge had paid for itself.[586]

To remove further barriers to interstate travel, in 1927 the state of Washington began investigating the purchase of local toll bridges.[587] After the passage of multiple legislative laws, Washington and Oregon jointly purchased the Interstate Bridge from Clark and Multnomah Counties in 1929.[588] The bridge's tolls were abolished and its operation and maintenance were folded into the state's roads department.

By the 1940s, automotive traffic usage had grown so widespread that the 1917 structure was becoming a bottleneck for drivers along the Pacific Highway.[589] From 13,100 daily vehicular crossings in 1936, the bridge handled 30,747 by 1950. Boat traffic had also increased: bridge openings had doubled to 2,000 per year by 1948.[590] Various solutions were proposed, including a plan to modify the existing bridge to give water traffic more clearance and to add a second, parallel bridge alongside the first.[591] This plan was ultimately adopted; when completed, the

[579] Clarke, Vancouver-Portland Interstate Bridge, 6.
[580] Clarke, Vancouver-Portland Interstate Bridge, 6-7
[581] Clarke, Vancouver-Portland Interstate Bridge, 7.
[582] Clarke, Vancouver-Portland Interstate Bridge, 7.
[583] "Columbia Span is Formally Opened," *The Oregonian* (Portland, OR), 15 February 1917, 1.
[584] "Motor Truck Plays Large Part in Growth of Bridge Traffic," *Engineering News-Record* (New York), 16 May 1918, 965; Clarke, Vancouver-Portland Interstate Bridge, 8.
[585] "Motor Truck Plays Large Part in Growth of Bridge Traffic," 965.
[586] Clarke, Vancouver-Portland Interstate Bridge, 8.
[587] Clarke, Vancouver-Portland Interstate Bridge, 8.
[588] Clarke, Vancouver-Portland Interstate Bridge, 8-9.
[589] Clarke, Vancouver-Portland Interstate Bridge, 9.
[590] Clarke, Vancouver-Portland Interstate Bridge, 9.
[591] Clarke, Vancouver-Portland Interstate Bridge, 9.

bridge would have a new total capacity for 75,000 to 80,000 vehicles per day, as well as substantial additional clearance without requiring the operation of the lift span.[592]

Portions of the funding were secured from both Washington and Oregon state governments, as well as from the U.S. Army Corps of Engineers.[593] A bond issue supplied the remainder, to be paid back through bridge tolls.[594] In April 1956, the contract for the construction of the new bridge was awarded to the Guy F. Atkinson Co., of San Francisco.[595] Work continued through 1957 and the new span was opened to traffic on July 1, 1958.[596] A second contract for the modification of the original span was awarded in March 1958 to the General Construction Co., of Portland, whichsuccessfully re-opened the modified structure two years later in 1960.[597]

After the opening of the new bridge, tolling continued for six years until the cost of both spans was paid off. The last toll was collected on November 1, 1966, after which point the toll booths were removed and the toll plaza on Hayden Island reconfigured. Since that time, the bridge has undergone other, small- to moderate-scale changes including alterations to the operator's control booth, decking, and traffic control devices. The Interstate Bridge is otherwise little-changed from its 1966 reconstruction and remains one of the most critical pieces of roadway infrastructure on the West Coast.

Automobile Service, Sales, and Filling Stations in Vancouver

Introduction

By the time the Interstate Bridge opened in February 1917, the route of the Pacific Highway through Vancouver was already well established. From the ferry landing at the foot of Washington Street, motorists travelled north to 6th Street, turned right, and then turned left onto Main Street. Motorists continued north to 26th Street (present-day Fourth Plain Boulevard) before veering slightly right to 39th Street.[598] The

[592] Clarke, Vancouver-Portland Interstate Bridge, 9.
[593] Clarke, Vancouver-Portland Interstate Bridge, 9.
[594] Clarke, Vancouver-Portland Interstate Bridge, 9-10.
[595] Clarke, Vancouver-Portland Interstate Bridge, 10.
[596] Clarke, Vancouver-Portland Interstate Bridge, 10.
[597] Clarke, Vancouver-Portland Interstate Bridge, 10.
[598] The Automobile Blue Book Publishing Company, *Official Automobile Blue Book,* Vol. 9: *Oregon, Washington, British Columbia, Idaho and Western Montana, with extension routes into Wyoming, Utah and Northern California*, (New York: The Automobile Blue Book Publishing Company, 1919), 82; Sanborn Map Company *Sanborn Fire Insurance Map from Vancouver,* (Clark County, Washington, 1928). https://digitalsanbornmaps-proquest-com.ezproxy.spl.org.

Figure 34. Aerial photograph of Vancouver, view looking north, ca. 1959. (Washington State Archives Vancouver 9_0001_238).

Evergreen Highway (formerly named the Columbia River Road, also designated State Road No. 8), the primary east-west route along the north bank of the Columbia River, intersected the Pacific Highway at 5th and Main Streets. Automobile service garages and gasoline filling stations proliferated in this area of lower downtown Vancouver during the 1920s and 1930s. These establishments persisted in this area until the early 1950s, when most of the automobile service garages and filling stations in the lower downtown Vancouver area were demolished for the construction of the Vancouver Freeway and I-5.

Figure 35. Aerial photograph of Vancouver, view looking north, ca 1959. (Washington State Archives Vancouver A_0001_238).

Service Garages and Automobile Sales

Frank Wilcox at 406 Main Street and C.J. Moss at 605 Washington Street were two of the first proprietors of automobile repair shops in Vancouver, both established by 1909.[599] Wilcox was a Maxwell agent and Moss represented Buick, Pope–Hartford, and Thomas Flyer automobiles, as well as Indian motorcycles.[600] J. T. McMahan's repair shop at 109-113 Washington Street

[599] R. L. Polk & Company, Polk's *Vancouver Directory, 1907*, 184; R. L. Polk & Company, Polk's *Vancouver Directory, 1909*, 239.
[600] R. L. Polk & Company, Polk's *Vancouver Directory, 1909*, 234; R. L. Polk & Company, Polk's *Vancouver Directory, 1909*, 239; R. L. Polk & Company, Polk's *Vancouver Directory, 1909*, 241.

opened around 1912.[601] By 1914, Ben Youmans operated a service garage and Ford agency at 707 Washington Street.[602]

In 1914, R. R. Matthews opened Matthews' Ford Garage at 301 Main Street, the former location of the Pickett Brothers Livery Stable.[603] Matthews' Garage relocated to 207 Washington Street by 1916 and by 1918 had been renamed the Washington Street Garage.[604] By 1916, motorists could get their tires repaired at the Interstate Vulcanizing Works at 215 Washington Street; though renamed the McCoy Auto Company, it operated at this location for the next thirty years.[605]

By the mid-1930s, there were fourteen dealers of new and used automobiles in downtown Vancouver, conveniently located along or near the major highway junction at Washington and 5th Streets. Four of the more prominent dealers were located on Washington Street, including the McCoy Auto Company at 215 Washington Street (White trucks and busses), the Lineham Motor Company at 300 Washington Street (Studebaker), Smith & Henderson at 900-904 Washington Street (Buick and Pontiac), and Shattuck–Dickson Motor Company at 1004 Washington Street (Ford). Nearby, the Columbia Chevrolet Company was located at 200 East 5th Street and the Wilde Motor Company (Oldsmobile) and Sparks Motor Car Company (Plymouth and Dodge) both at 115 East 7th Street. These dealers also typically repaired the specific brands of automobiles they sold.[606]

During the same period, the lower downtown area closer to the Columbia River also served as Vancouver's automobile wrecking center. In 1934, two such companies were located on lower Washington Street: Pacific Highway Auto Wreckers at 111 Washington Street and the Vancouver Auto Wrecking Company at 214 Washington Street. The Columbia Auto Wreckers were located at 207 Main Street.[607]

The construction of the Vancouver Freeway in the early 1950s obliterated many of the automobile sales and service establishments in the lower downtown area: the McCoy Auto Company at 215 Washington Street was demolished in 1951; Knapp's Tractor Company at 213

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[601] R. L. Polk & Company, *Polk's Vancouver Directory, 1912*, (Seattle: R. L. Polk & Company, 1912), 368, 377.
[602] "Gasoline," *Columbian* (Vancouver, WA)*,* February 16, 1914, 2.
[603] "Pickett Bros. Livery Stable," *Columbian* (Vancouver, WA)*,* January 28, 1909, 3.
[604] R. L. Polk & Company, *Polk's Vancouver Directory, 1916*, (Seattle: R. L. Polk & Company, 1916), 302; R. L. Polk & Company, *Polk's Vancouver Directory, 1918*, (Seattle: R. L. Polk & Company, 1918), 308.
[605] R. L. Polk & Company, *Polk's Vancouver Directory, 1916*, 302; "Local News," *Columbian* (Vancouver, WA)*,* September 4, 1920, 5; "Where McCoy Auto Co. Started," *Columbian* (Vancouver, WA)*,* April 27, 1951, 13.
[606] R.L. Polk & Company, *Polk's Vancouver (Washington) City Directory, 1934*, 305.
[607] *Polk's Vancouver (Washington) City Directory, 1934* (Seattle: R. L. Polk & Company, 1934), 306.

Main Street and the Pearson Motor Company at 309 Main Street the following year. [608] The auto sales and repair shop on the ground floor of the Empress Hotel at 305 Main Street also disappeared from city maps.[609] By 1954, a highway interchange occupied the entire portion of lower downtown Vancouver south of 4th Street and east of Washington Street (Figure 36) [610]

Filling Stations

In 1909, there were an estimated fifteen to twenty automobiles in Vancouver and around fifty to sixty in 1910.[611] Gasoline filling stations were in their infancy between 1900 and 1910, and early motorists of Clark County most likely purchased their gasoline in five-gallon metal cans, which, like lamp kerosene, could be purchased at livery stables or general stores.[612] In 1912, the Standard Oil Company built a bulk oil and fuel warehouse at the southwest corner of West 39th Street and the Northern Pacific Railway right-of-way. The company offered door-to-door wagon delivery of oil products, including Red Crown gasoline for automobiles.[613]

By 1914, Ford owners and drivers could purchase gasoline at Ben Youman's garage at 707 Washington Street for 18 cents per gallon.[614] Motorists could also purchase gasoline from the "Big Red Pump" at the Matthews Garage at 207 Washington Street or from McIrvin and Son at 301 Main Street.[615] In the summer of 1916, Ben Youman opened the first gasoline filling station in Vancouver east of the St. Elmo Hotel at the southeast corner of Washington and 5th Streets. Gasoline was dispensed via a pump from an underground tank, and Youman also sold lubricating oils and greases from a glass-enclosed salesroom near the pump.[616]

By 1928, thirty-five gasoline filling stations were listed in the Vancouver directory: eight clustered in the lower downtown area south of 6th Street along Washington and Main Streets, and another eleven located along Main Street (Pacific Highway) between 6th and 39th

[608] "McCoy Auto Co., Born Out of Purchase of Car on Time Back In 1915, in $300,000 New Home," *Columbian* (Vancouver, WA), April 25, 1951, 11; "Where McCoy Auto Co. Started," *Columbian* (Vancouver, WA), April 27, 1951, 13.
[609] "Old Buildings To Vanish Soon." *Columbian* (Vancouver, WA), January 18, 1952, 1.
[610] Bureau of Public Roads, *1954 Annual Report*.
[611] "About Twenty Autos Will Meet Excursion," *Columbian* (Vancouver, WA), May 7, 1909, 1; "New Auto Agency," *Columbian* (Vancouver, WA), March 12, 1910, 3; "Autoists To Help Farmers Boost Roads," *Columbian* (Vancouver, WA), April 6, 1910, 1.
[612] David Wilma, "Gas Station may have been invented in Seattle in 1907," HistoryLink.org Online Encyclopedia of Washington State History. Posted January 1, 1999. https://www.historylink.org/File/2093.
[613] "Standard Oil Starts Work on Buildings," *Columbian* (Vancouver, WA), January 16, 1912, 1; "Gasoline To Be Supplied Direct From The Tanks," *Columbian* (Vancouver, WA), July 29, 1912, 1; "Around The City," *Columbian* (Vancouver, WA), July 29, 1912, 3.
[614] "Gasoline," *Columbian* (Vancouver, WA), February 16, 1914, 2.
[615] "Mathews [sic] Garage," *Columbian* (Vancouver, WA), June 24, 1914, 3; "Overland Headquarters," *Columbian* (Vancouver, WA), September 3, 1914.
[616] "Auto Service Station To Be Erected Here," *Columbian* (Vancouver, WA), May 5, 1916, 1.

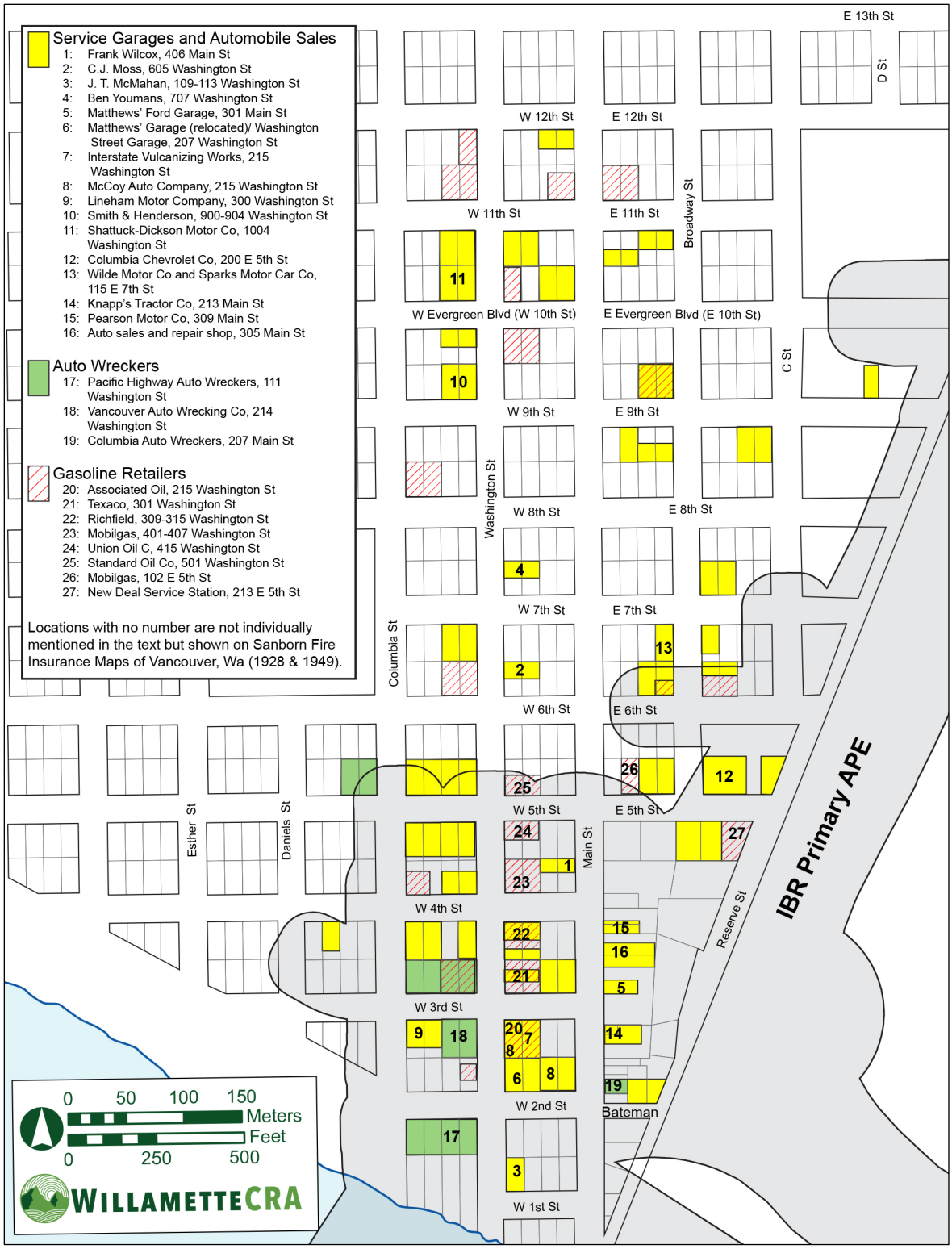

Figure 36. Reference map of automobile sales and service establishments in Vancouver, Washington (WillametteCRA).

Streets.[617] By 1934, there were fifty-two gasoline filling stations listed in the Vancouver directory—still only eight in the lower downtown area, but twenty-three lining Main Street, north of 6th.[618]

A series of photographs taken in 1942 vividly illustrates the peak density of gasoline filling stations in the lower downtown area (Figure 37 and Figure 38). Along the east side of Washington Street between 2nd and 6th Streets, motorists could choose from the following gasoline retailers: Associated Oil at the McCoy Auto Company, 215 Washington Street; Texaco at 301 Washington Street; Richfield at 309-315 Washington Street; Mobil gas at 401-407 Washington Street; Union Oil Company at 415 Washington Street; and Standard Oil Company at 501 Washington Street.[619] On 5th Street east of Main Street, motorists could also purchase Mobil gas at 102 East 5th Street or fill up at the New Deal Service Station at 213 East 5th Street.[620]

Like the service stations, many of the gasoline filling stations in the lower downtown area were demolished in the early 1950s to make way for highway construction. The McCoy Auto Company at 215 Washington Street was demolished in 1951.[621] The New Deal Service Station at 213 East 5th Street was demolished the following year.[622] By 1959, only the gasoline filling stations at 401-407 Washington Street, 415 Washington Street, and 501 Washington Street remained in the lower downtown Vancouver area (Figure 36).[623]

Lodging

Vancouver Lodging: From Hotels to Motels

Transient lodging was an early necessity in Vancouver due to the difficulty of overland travel and the limited number of steamboat connections between the city and other destinations in Oregon and Washington Territory.[624] The earliest hotels in Vancouver were located near the

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[617] R.L. Polk & Company, *Polk's Vancouver City, Washington, Directory* (Seattle: R.L. Polk & Co, 1928-29), 249.
[618] R. L. Polk & Company, *Polk's Vancouver (Washington) City Directory, 1934*, (Seattle: R. L. Polk & Company, 1934), 317-318.
[619] Alfred G. Simmer, *Intersection 5th and Main Streets, looking East along 5th Street. Vancouver, Wash. 8-27-42. 5:20 P.M*, Washington State Department of Transportation, 1942; Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver,* (Clark County, Washington, 1949), 3, 9.
[620] Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver,* (1949), 4.
[621] "McCoy Auto Co., Born Out of Purchase of Car on Time Back In 1915, in $300,000 New Home," *Columbian* (Vancouver, WA)*,* April 25, 1951, 11; "Where McCoy Auto Co. Started," *Columbian* (Vancouver, WA)*,* April 27, 1951, 13.
[622] "Six Buildings To Be Razed," *Columbian* (Vancouver, WA), March 26, 1952, 1.
[623] Washington State Archives, "Vancouver, Washington," DOT Photographs, Box 238, Vancouver A_0001_238. Washington State Archives, 1959.
[624] Ted Van Arsdol, "Vancouver has rich history of hotels," *Columbian* (Vancouver, WA), March 9, 1970, 15.

Figure 37. "Vancouver, Wash., Corner Third and Washington, North along Washington St., Picture taken from R.R. overcrossing at 2nd and Washington. Aug. 20, 1942." (Photograph by Alfred G. Simmer, courtesy Washington Department of Transportation).

ferry landing at the foot of Main Street. In 1854, Esther Short opened Vancouver's first hotel, the Pacific House, at the southwest corner of 2nd and Main Streets, one block northeast of the ferry landing.[625] By June 1860, two more hotels had opened, including the Alta House at the northwest corner of B Street (present-day Washington Street) and 1st Street, and the Vancouver Hotel at the southeast corner of 1st and Main Streets, one block east of the ferry landing.[626] At first, these early hotels primarily served travelers passing through the city, but eventually received more military patronage as the U.S. Army increased its garrison at Fort Vancouver.[627]

[625] Van Arsdol, "Vancouver has rich history of hotels."; Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver*, (Clark County, Washington, 1884) https://www.loc.gov/rr/geogmap/sanborn/city.php?CITY=Vancouver&stateID=54, 1.
[626] Van Arsdol, "Vancouver has rich history of hotels."; The Washington Publishing Company, *History of Clarke County, Washington Territory* (Portland, OR: The Washington Publishing Company, 1885), 325.
[627] Van Arsdol, "Vancouver has rich history of hotels."

Figure 38. “Intersection 5th and Main Streets, looking East along 5th St., Vancouver, Wash. 8-27-42. 4:55 P.M.” Photograph by Alfred G. Simmer (Washington Department of Transportation).

In 1881, the Alta House was remodeled and reopened as the IXL Hotel, and the Exchange Hotel opened at the southwest corner of 4th and Main Streets.[628] In 1888, Robert Wolf built a three-story brick masonry block at the northeast corner of 5th and Main Streets and opened Wolf’s Hotel.[629] The Exchange Hotel was destroyed by fire in 1889 (Figure 40).[630]

In 1889, brothers Lowell, Arthur, and Oliver Hidden began building the Hotel Columbia at the southwest corner of Third and Main Streets. Designed by architect and co-owner Oliver Hidden,

[628] Van Arsdol, “Vancouver has rich history of hotels.”; Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver*, (Clark County, Washington, 1884), 1.
[629] Van Arsdol, “Vancouver has rich history of hotels.”; Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver*, (Clark County, Washington, 1884), 2.
[630] Van Arsdol, “Vancouver has rich history of hotels.”

the four-story-tall, brick masonry hotel opened in April 1891.[631] The Hotel Columbia featured a wide range of modern conveniences, including steam heat, electric lighting, fire alarms, and the first passenger elevator in Clark County.[632] The Hotel Columbia quickly became the center of genteel social life in Vancouver and was a popular location for formal banquets.[633] Other Vancouver hotels during the early 1890s and early 1900s included the Esmond Hotel, formerly the Alta House/IXL Hotel; the Vancouver Hotel; the Michigan Exchange Hotel, formerly the Pacific House; and the Abingdon, formerly Wolf's Hotel (Figure 40).[634]

The four-story-tall, brick masonry Hotel St. Elmo opened in April 1907. Located at the southwest corner of 5th and Washington Streets, the seventy-seven-room St. Elmo boasted Vancouver's first passenger elevator and a bar, grill room, and restaurant.[635] That same year, there were seventeen other hotels and boarding houses listed in the Vancouver directory and of these, all but six were located east of Columbia Street, south of 6th Street, and west of West Reserve Street.[636] The completion of the SP&S Railway through Vancouver in 1908 heralded a boom in hotel construction, and by 1909, there were twenty-one hotels and boarding houses in Vancouver, with only four of these located north of 6th Street (Figure 40).[637]

Though established in 1910, construction of the Pacific Highway officially began in 1913.[638] Early motorists traveling through Vancouver crossed the Columbia River on steam-powered ferries until the completion of the Interstate Bridge across the Columbia River in February 1917. Even though most of the downtown Vancouver hotels had been constructed to cater to an earlier generation of water-bourne passengers, these establishments were well situated to take advantage of the increasing amount of automobile traffic. By 1918, there were nine establishments in Vancouver operating exclusively as hotels and an additional twenty-nine apartment buildings, boarding houses, and rooming houses offering alternative lodgings.[639] That

[631] Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver*, (Clark County, Washington, 1892). https://www.loc.gov/rr/geogmap/sanborn/city.php?CITY=Vancouver&stateID=54, 2; Ted Van Arsdol, "Splendor seen in social whirl of 'gay 1890s," *Columbian* (Vancouver, WA), March 10, 1970, 3.
[632] Van Arsdol, "Splendor seen in social whirl of 'gay 1890s."
[633] Van Arsdol, "Splendor seen in social whirl of 'gay 1890s."
[634] Van Arsdol, "Splendor seen in social whirl of 'gay 1890s."; Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver*, (Clark County, Washington, 1892), 2–3.
[635] Van Arsdol, "Splendor seen in social whirl of 'gay 1890s."; Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver*, (Clark County, Washington, 1907) https://www.loc.gov/rr/geogmap/sanborn/city.php?CITY=Vancouver&stateID=54, 4.
[636] R. L. Polk & Company, Polk's *Vancouver Directory, 1907*, 197; Van Arsdol, "Splendor seen in social whirl of 'gay 1890s."
[637] R.L. Polk & Company, *Polk's Vancouver Directory,* 258-259, Van Arsdol, "Splendor seen in social whirl of 'gay 1890s."
[638] "Plan Trunk Line Canada to Mexico." *Columbian* (Vancouver, WA)*,* September 24, 1910, 4; Washington Department of Highways, "Forty Years."
[639] Ted Van Arsdol, "Hotel area reaches peak as Evergreen completed," *Columbian* (Vancouver, WA), March 11, 1970, 19; R.L. Polk & Company, *R. L. Polk & Co.'s Vancouver and Clarke [sic] County Directory*, (Seattle: R. L. Polk & Company, 1918), 323-324.

same year, the 230-room Liberty Hotel opened at 18th and Simpson Streets and primarily housed workers of the nearby Standifer shipyard (Figure 40).[640]

During the early to mid-1920s, the venerable Hotel St. Elmo and St. Francis Hotel (formerly the Hotel Columbia) were the most prominent of the Vancouver hotels. However, by 1925, the thirty-four-year-old Hotel St. Elmo and the eighteen-year-old St. Francis Hotel stood as relics of earlier eras, and their stodgy, old-fashioned brick masonry architecture was at odds with the vision of a modern civic and community center promoted by "booster" groups such as the Vancouver Chamber of Commerce, Kiwanis Club, Prunarians, and Rotary Club.[641] Beginning in late 1925, the Vancouver Chamber of Commerce led the campaign to build a new downtown hotel. In 1926, they hired the Hockenberry System, a hotel construction and financing consultant, to determine the best location and size for the new hotel. After surveying the community, Hockenberry System representatives recommended that the city build a sixty-five-room hotel at a location convenient for both tourists and local residents, with construction paid for by public subscription.[642] An executive fundraising committee was formed in March 1927, and the following month, the Vancouver Community Hotel Company was incorporated.[643] Portland architects Tourtellotte and Hummel designed the hotel in association with Vancouver architect Blaine Ackley, and it was built by the Johnson Construction Company of Portland.[644]

In March 1928, the sixty-five-room Evergreen Hotel (WA 21) opened at the northwest corner of 5th and Main Streets. Constructed for $230,000, the Evergreen instantly eclipsed the older hotels nearby after it opened.[645] Its location near the intersection of the Pacific and Evergreen Highways and across the intersection from the Vancouver bus terminal was well-positioned to capture the tourist trade (Figure 32 and Figure 40).[646]

The onset of the Great Depression during the early 1930s devastated the Vancouver economy and reduced the demand for high-end lodging. By 1934, only eleven hotels appear in the directory, including the flagship Evergreen Hotel.[647] Downtown Vancouver south of 6th Street was hit by hard times as the Great Depression wore on. The federal government set up a hotel

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[640] Ted Van Arsdol, "Hotel area reaches peak."
[641] "_," *Columbian* (Vancouver, WA), December 2, 1925, 1-2; "_," *Columbian* (Vancouver, WA), April 23, 1927, 1.
[642] "_," *Columbian* (Vancouver, WA), December 2, 1925, 1-2; "_," *Columbian* (Vancouver, WA), December 7, 1926, 4.
[643] "_," *Columbian* (Vancouver, WA),February 25, 1927, 1; "_," *Columbian* (Vancouver, WA), March 12, 1927, 1.
[644] "_," *Columbian* (Vancouver, WA), March 15, 1928, 14-15.
[645] Ted Van Arsdol, "Hotel area reaches peak."
[646] Sanborn Map Company, *Sanborn Fire Insurance Map from Vancouver,* (Clark County, Washington, 1949). https://digitalsanbornmaps-proquest-com.ezproxy.spl.org, 4.
[647] R.L. Polk & Company, *Polk's Vancouver (Washington) City Directory, 1934*, (Seattle: R. L. Polk & Company, 1934), 320–321.

on lower Main Street in the spring of 1934 to accommodate transient workers. In 1935, the Bell Hotel, formerly the Alta House, was demolished (Figure 40).[648]

Figure 39. "Vancouver, Wash., Corner Fifth and Main St., looking West along Fifth. Aug. 21, 1942." The five-story Evergreen Hotel (WA 21), completed in 1928, is pictured at the northwest corner of Fifth and Main Streets. (Photograph by Alfred G. Simmer, courtesy Washington Department of Transportation).

The influx of defense workers and servicemen during World War II filled all available lodging for the duration of the conflict, but the historic lower downtown continued to decline after thewar's end. In the early 1950s, the Main Apartments at 212½ Main Street (formerly the Hotel Columbia/St. Francis Hotel) and the Empress at 305½ Main Street fell to the wrecking ball to make way for the construction of the Vancouver Freeway.[649] The Clark Hotel at 507½

[648] Ted Van Arsdol, "Hotel area reaches peak."
[649] "Sale Due in Freeway Plan," *Columbian* (Vancouver, WA), June 8, 1950, 19; "Old Buildings To Vanish Soon," *Columbian* (Vancouver, WA), January 18, 1952, 1.

Washington Street stood until 1957 when it was demolished for a parking structure.[650] The Home Hotel (formerly the Elwell Hotel) at 401½ Main Street and the Imperial Hotel at 411½ Main Street remained standing until the late 1950s until they too were demolished for a redevelopment project.[651] Even amidst the loss of the other establishments, in 1959 the venerable St. Elmo Hotel still offered modest accommodations starting at eight dollars per week.[652] In 1959, the fire marshal closed the top two floors of the four-story building due to building code violations, and the St. Elmo Hotel was demolished in March 1968 (Figure 40).[653]

By the mid-1950s, local civic organizations and *The Columbian* newspaper called for the rehabilitation of lower downtown Vancouver south of 8th Street, and as the older hotels declined, new types of lodging establishments appeared in the area.[654] The earliest tourist courts (also referred to as motor courts and cabin courts) within Vancouver city limits were located at the north end of Main Street between 37th Street and Burnt Bridge Creek. Another group of tourist courts was located just north of the city limits along Hazel Dell Avenue. Following World War II, some of these tourist courts, such as the Sleep Off Hi-Way at 4010 Main Street, began to refer to themselves as motels.[655] By May 1956, eleven motels in Clark County were members of the Washington Motel Hotel Association advocacy group. Of these motels, the Sleep Off Hi-Way was the closest motel to downtown Vancouver, and another seven were located along U.S. 99 between present-day NE 61st and NE 117th Streets.[656] The first motel in downtown Vancouver was the City Center Motel, completed in two phases between 1956 and 1957.[657] North of downtown, the Fort Motel at 13th and E Streets opened in August 1957.[658] While the new motels were opening, the Evergreen Hotel was put up for sale, and the owner noted that travelers were generally staying at motels and not hotels.[659]

In 1960, the Riviera Motel opened at the southeast corner of 5th Street and Main Street on the site where the old Home (formerly the Elwell) and Imperial Hotels previously stood.[660] The City Center Motel was absorbed into the national Travel Lodge motel chain in January 1962.[661] In

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[650] "2-Level Parking Lot Due," *Columbian* (Vancouver, WA), October 9, 1957, 11.
[651] "Barber School Shifts Location," *Columbian* (Vancouver, WA), November 4, 1959, 26; "Firm Registers," *Columbian* (Vancouver, WA), December 2, 1959, 18.
[652] "Rooms & Hotel Rooms," *Columbian* (Vancouver, WA), September 30, 1959, 22.
[653] "Old St. Elmo Hotel to Fall," *Columbian* (Vancouver, WA), June 8, 1967, 23; "Old Hotel Now Rubble," *Columbian* (Vancouver, WA), March 21, 1968, 11.
[654] "Major Operation Needed For Lower Business Area," *Columbian* (Vancouver, WA), July 26, 1955, 10; "Building Permit Issued For City Center Hotel." *Columbian* (Vancouver, WA), August 29, 1956, 15.
[655] "_," *Columbian* (Vancouver, WA), November 5, 1948, 14; "_," *Columbian* (Vancouver, WA), June 6, 1949, 10.
[656] "_," *Columbian* (Vancouver, WA), May 7, 1956, 6.
[657] "Building Permit Issued For City Center Hotel," *Columbian* (Vancouver, WA), August 29, 1956, 15; "Addition On City Center Motel Begun," *Columbian* (Vancouver, WA), October 31, 1957, 13.
[658] "New Motel Schedules Open House," *Columbian* (Vancouver, WA), August 1, 1957, 28.
[659] "Evergreen Hotel Up For Sale," *Columbian* (Vancouver, WA), April 15, 1957, 7.
[660] "New Motel Open House is Saturday," *Columbian* (Vancouver, WA), August 12, 1960, 13.
[661] "City Center Motel Taken Into Chain," *Columbian* (Vancouver, WA), January 2, 1962, 15.

general, the City Center Motel and Riviera Motel followed national motel trends, such as being located along an interstate highway, but their downtown location was somewhat unusual, since, by the late 1950s, motels were generally located outside of downtowns or in close proximity to airports (Figure 40).[662]

In the 1960s and 1970s, the City Center Motel and Riviera Motel were joined by other motels located north and south of downtown Vancouver. In May 1966, permits were issued for the Inn at the Quay along the Columbia River waterfront to the west of the Interstate Bridge.[663] The Quay restaurant opened in 1960 at the Port of Vancouver's remodeled Terminal 1 warehouse and wharf. The Quay Annex, a convention and meeting space, was added to the Quay by 1962. The Inn at the Quay was designed in the Northwest architectural style and featured approximately 100 rooms. The 1966 building was an addition to the earlier buildings. The Inn at the Quay was expanded to 163 rooms in 1971, and eventually became part of the regional Thunderbird/Red Lion hotel chain.[664] The 1971 addition was designed by the Vancouver architecture firm Nelson, Walla and Dolle.[665] In 1976, these lodging establishments were augmented by the Shilo Inn at East 12th and D Streets, just south of the Fort Motel (Figure 40).[666]

The threadbare Evergreen Hotel changed hands again in 1977, and the new owners stopped renting hotel rooms and opened a restaurant and card room on the lower two floors in 1978. The Evergreen Hotel was listed in the NRHP in 1979.[667] In 1979, the Monterey Hotel, formerly Wolf's Hotel of 1888, still offered rooms without baths for seven dollars per night.[668] The Monterey Hotel was demolished in 2002 (Figure 40).[669]

[662] "_," *Columbian* (Vancouver, WA), November 27, 1958, 30; "_," *Columbian* (Vancouver, WA), September 17, 1959, 17.
[663] "Building Projects To Start," *Columbian* (Vancouver, WA), May 20, 1966, 17.
[664] Craig Brown, "Final Roar for Vancouver Red Lion Inn at the Quay," *Columbian* (Portland, OR), December 27, 2021, https://www.columbian.com/news/2021/dec/27/final-roar-for-vancouver-red-lion-inn/.
[665] Elizabeth O'Brien and Judith Chapman, "680370 The Inn at the Quay," WISAARD (website), Washington Department of Archaeology and Historic Preservation, updated October 14, 2015, https://wisaard.dahp.wa.gov.
[666] "Shilo Inn to open Saturday," *Columbian* (Vancouver, WA), July 8, 1976, 19.
[667] "Vancouver's hotels went the way of the 5-cent cigar," *Columbian* (Vancouver, WA), October 28, 1979, 27.
[668] "Vancouver's hotels went the way of the 5-cent cigar" *Columbian* (Vancouver, WA), October 28, 1979, 27.
[669] "City to buy, raze Monterey Hotel," *Columbian* (Vancouver, WA), February 26, 2002, 15.

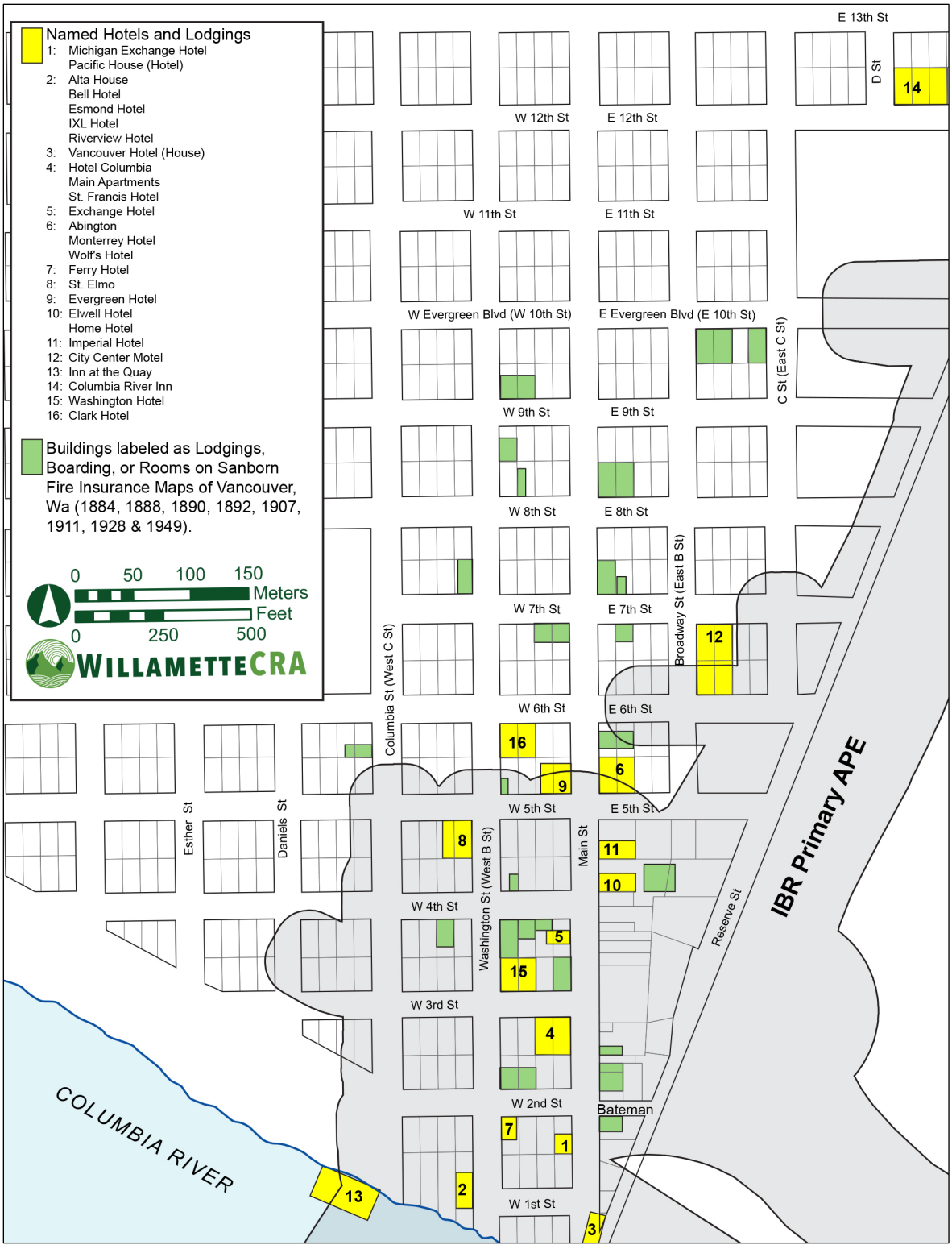

Figure 40. Reference map of lodging establishments in Vancouver, Washington (WillametteCRA).

Vancouver Lodging: Auto Camps and Tourist Courts

Despite the large number of lodging options in Vancouver, none of the boarding houses, hotels, or rooming houses in Vancouver were advertised in the 1919 Automobile Blue Book. The written description of Vancouver merely mentions free campgrounds for tourists but does not specify their names or locations. In marked contrast, eight major downtown Portland hotels, including the Benson, Multnomah, and Portland, were advertised in the same publication.[670]

One of the free campgrounds mentioned in the 1919 Automobile Blue Book may have been a campground on the Pacific Highway near Burnt Bridge Creek on the old Marble DLC. In the early summer of 1921, Clark County established the Vancouver Auto Camp Ground [sic] on a 26-acre site at the northeast corner of East 40th and Main Streets.[671] The auto camp was rededicated as the Prunarian Auto Camp in late July 1921 in honor of a local commercial booster group.[672] The county continued to operate the auto camp until 1930, when it was leased to A.M. Lara and C.J. Clefton, who dubbed the auto camp "Laraclef Auto Village."[673] Clark County sold Laraclef to Freeman Johnson in October 1945.[674]

During the 1930s, there were at least four other auto camps or tourist courts along the Pacific Highway within the Vancouver city limits. Rambler's Rest Cabins were at 3717 Main Street, the Sleep Off the Hiway [sic] was at 4010 Main Street, the Columbia Auto Park was located next door to the Laraclef Auto Village, and the Columbia Motor Inn was at the intersection of Main Street and East 49th Street.[675]

Vancouver Architects

The following is a partial list of architects who contributed to development in Vancouver. A range of styles was employed by these practitioners, with several engaging the Northwest Regional Style.

Coburn E. Ackley (ca. 1922–1971)

Advertisements in local newspapers indicate that Ackley opened an office in 1950 in Vancouver's Schofield Building.[676] In 1965 Ackley moved his firm to a two-story house at the

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[670] The Automobile Blue Book Publishing Company, *Official Automobile Blue Book,* Vol. 9, 47-50, 55, 58-60, 82.
[671] "Commissioners Purchase Auto Camp Grounds," *Columbian* (Vancouver, WA)*,* June 22, 1921, 1.
[672] Bill Alley, "Prunarians (Vancouver, Washington, 1920s)." HistoryLink.org Online Encyclopedia of Washington State History. Posted March 24, 2005. https://www.historylink.org/File/7206; "Auto Camp To Be Dedicated On Wednesday," *Columbian* (Vancouver, WA)*,* July 26, 1921, 1.
[673] "Sign Contract For Auto Park." *Columbian* (Vancouver, WA) February 1, 1930, 1; R.L. Polk & Company, *Polk's Vancouver (Washington) City Directory, 1934*, 339.
[674] "County Sells For $21,000," *Columbian* (Vancouver, WA)*,* October 1, 1945, 1.
[675] R.L. Polk & Company, *Polk's Vancouver (Washington) City Directory, 1934*, 339.
[676] [Coburn Ackley Office Advertisement.] *Columbian* (Vancouver, WA)*,* September 6, 1950, 2.

corner of 19th and C Streets, which he converted into an office.[677] Ackley passed away in August 1971 at the age of forty-nine.[678] He willed his firm to Mid Barbour, who had been working for him since 1962.[679]

Notable designs include:

- Vancouver Office, Washington State Employment Security Department (1953)
- Marshall Community Center (1965)
- Camas City Hall (ca. 1966)
- The Lamplighter Housing Development (ca. 1967)
- Clark Health Center (1968)

Henry Greybrook (1925–1976)

In 1965 Greybrook partnered with Keith Bradbury to establish the firm Greybrook & Bradbury.[680] The firm dissolved in 1970 and each opened independent offices.[681] Greybrook passed away in Vancouver in 1976 at the age of fifty.

Notable designs include:

- Westmoreland Manor, Portland (1965)
- Smith Tower (1966)
- Ya Po Ah Retirement Apartments, Eugene (1966)
- Reynolds Metals Office Complex, Longview (1967)

Donald J. Stewart (1895–1996)

Donald J. Stewart studied architecture at Washington State College. After graduating in 1922, he began his career in Portland where he worked for A. E. Doyle for two years.[682] He then went to Europe for fifteen months, where he worked on the construction of the American School of Classical Studies in Athens, Greece.[683]

[677] "Architect Ackley Dies at 49," *Columbian* (Vancouver, WA), August 26, 1971, 2.
[678] "Architect Ackley Dies at 49," *Columbian*
[679] Thomas Ryll, "Architect Has New Designs," *The Columbian*. February 10, 1984.
[680] Michael C. Houser, "Henry G. Greybrook," Docomomo, Accessed July 26, 2022, https://www.docomomo-wewa.org/architect/greybrook-henry-g/
[681] Houser, "Henry G. Greybrook."
[682] Michael C. Houser, "Donald J. Stewart," Docomomo, Accessed July 27, 2022, https://www.docomomo-wewa.org/architect/stewart-donald-j/
[683] "Stewart Named Fee Architect," *Columbian* (Vancouver, WA), March 27, 1935, 7.

In the early 1930s, Stewart was asked by the Vancouver School Board to oversee a project at the Vancouver High School.[684] Stewart opened an office in Vancouver in 1934.[685] In this phase of Stewart's career, he favored Stripped Classical, Art Deco, Streamline Moderne, and International styles, often working with materials such as concrete, brick, and aluminum.[686]

In 1952, he partnered with Ken Richardson to establish the firm Stewart and Richardson, which maintained offices in both Portland and Vancouver.[687]

In April 1958, Stewart and Richardson were selected to design the layout of the Oregon Centennial Exposition, which was planned to take place in 1959.[688] The Oregon Centennial Commission noted that the selection had been influenced by the firm's distinctively regional, modernist style, especially their use of northwestern wood.[689] Indeed, the Stewart and Richardson partnership had come to be known for its use of the Northwest Regional Style. Richardson had previously worked for modernist Portland architect Pietro Bellushchi (1899–1994), whose influence is evident in the work produced by Stewart and Richardson.[690]

In September 1962, the firm reorganized when Frank C. Allen and George A. McMath were made partners.[691] Richardson left shortly afterward, and the firm remained Stewart, Allen, McMath Architects until Stewart retired in 1967.[692] Stewart passed away in November 1996 at the age of 101.[693]

Nelson, Walla, and Dolle

The Vancouver-based architecture firm of Nelson, Walla, and Dolle (NWD) operated from 1962 to 1983. Named for its principal architects Don Nelson (1927–2006), James Dolle (1931–unknown), and Harlow "Ed" Walla (1927–1983), the firms came to be known for its versatility, taking on a wide variety of projects throughout the west coast. During its approximately two decades in operation, NWD designed municipal buildings, hospitals, and schools, as well as

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[684] Mary Ricks and Tom Vogt, 'Architect Stewart Dies at 101," *Columbian* (Vancouver, WA), November 15, 1996, 1.
[685] Houser, "Donald J. Stewart."
[686] Elizabeth O'Brien, Jonathan Held, Samantha Gordon, Alison Geary, and Andrea Blaser. "[Draft] The Architecture of Donald J. Stewart in Washington and Oregon, 1933-1967," National Register of Historic Places Multiple Property Nomination Form. Washington DC: Department of the Interior, National Park Service, 2021, F11; O'Brien et al, "The Architecture of Donald J. Stewart," E7.
[687] "Names Make News," *Oregon Journal* (Portland, OR), August 17, 1952, B7.
[688] "Centennial Fete Architects Have Long List of Buildings," *Oregon Journal* (Portland, OR), April 10, 1958, 6.
[689] Chrissy Curran, "The Architectural Legacy of the 1959 Centennial Exposition," *Oregon Historical Quarterly* 110 (2009):269.
[690] O'Brien et al, "The Architecture of Donald J. Stewart," E8.
[691] "[Announcement of new partners]," *Oregonian* (Portland, OR), September 16, 1962, 39.
[692] O'Brien et al, "The Architecture of Donald J. Stewart," E9.
[693] "Donald J. Stewart Obituary," *Columbian* (Vancouver, WA), November 17, 1996, B3.

shopping centers, residences, restaurants, and hotels.[694] Much of NWD's work is categorized by New Formalism, a style popular in the 1950s through the mid-1970s which embraced classical precedents.

Walla and Dolle first met in a design lab class at Washington State College (now Washington State University).[695] Prior to the formation of NWD, Walla spent eleven years working at the architectural firm of Day Walter Hilborn.[696] In 1956, Walla designed Vancouver's Immanuel Lutheran Church.[697] James Dolle worked for two years as an engineering officer with the U.S. Air Force, where he was responsible for the design, preparation, and supervision of air base projects.[698] Following his time in the Air Force, Dolle worked for Hilborn from 1956 to 1962, after being encouraged by Walla to apply.[699] During his time with Hilborn, Dolle served as a supervisor on the Portland Mayflower Milk Building.[700] For a period, Walla and Dolle worked evenings designing homes for the builder David H. Christensen, at one point working out of the basement of Dolle's home in Hazel Dell.[701]

Don Nelson was born in Portland in 1926. He attended Washington State College, where he met Walla and Dolle.[702] He worked as the draftsman for L.E. McCoy in Vancouver before moving to the firm Jones, Lovegren, Heims, and Jones in Seattle for eight years. During his time in Seattle, Nelson participated in the design of numerous Trader Vic's restaurants and was a coordinator for the 1962 Seattle World's Fair.[703]

Nelson and Walla opened their firm in March 1962, with Dolle joining shortly after in May of that year.[704] The name was officially changed to Nelson, Walla, and Dolle in April 1963.[705] One of the firm's first jobs was the design of the U.S. Forest Service seed extractor in Wind River.[706]

In 1963, NWD hired Larry J. Swatosh (1937–2018), a 1961 graduate of the University of Washington School of Architecture, as a draftsman. He became an associate for NWD in

[694] Jack Hopkins, "Progress Report," *Columbian* (Vancouver, WA), September 12, 1972, 20.
[695] James F. Fowler, "Designing Trio on Their Way," *Columbian* (Vancouver, WA), March 30, 1965, 15.
[696] "Fowler, "Designing Trio on Their Way."
[697] "Chapel Unit Slated." *Columbian* (Vancouver, WA), June 1, 1956, 6.
[698] "Fowler, "Designing Trio on Their Way."
[699] "Fowler, "Designing Trio on Their Way"; John F. Gane, ed., *American Architects Directory*, 3rd ed. (New York: R.R. Bowker Company, 1970), 229.
[700] Janet Cleavland, "Architect Hilborn Blended Function and Artistry," *Columbian* (Vancouver, WA), May 23, 1986, G1.
[701] Mike McCracken, "A Bare-Knuckles Guy," *Columbian* (Vancouver, WA), January 23, 1983, 29.
[702] Hopkins, "Progress Report," September 12, 1972.
[703] "Fowler, "Designing Trio on Their Way."
[704] "Architectural Firm Adding Associate," *Columbian* (Vancouver, WA), May 17, 1962, 27.
[705] "Architects' Firm Name Is Changed," *Columbian* (Vancouver, WA), April 3, 1963, 20.
[706] "Fowler, "Designing Trio on Their Way."

May 1967 and would eventually become a principal designer for the firm, specializing in working with clients during the programming phase of projects.[707]

In 1970, Dolle began working with the Vancouver Memorial Hospital and eventually garnered a reputation as a specialist in hospital design. Dolle was committed to fully understanding the day-to-day functions of medical facilities and took time to observe surgeries and speak with doctors and nurses.[708]

In August 1972, the firm announced the formation of NWD Interiors, a subsidiary company managed by Harry Scott Lovett. NWD Interiors, which planned to provide planning and design services for institutional and commercial buildings, operated as a separate entity from NWD.[709] In September of that year, it was announced that the firm had added two board members and changed its name to Nelson/Walla/Dolle & Company.[710] It operated under this name until its dissolution.

The firm's first offices were at 202 West Eighth Street in Vancouver, a 1906 building thought to be the oldest concrete block structure in the city. Nelson and Walla completed a remodel, adding a cedar-lined entry and glass front.[711] NWD remained at that location until 1973 when they designed and moved to a new building at 500 West Eighth Street in Vancouver. The firm and its subsidiary interior firm occupied all of the first floor and a portion of the ground level.[712]

The new office with stained cedar siding and a mansard roof was composed of copper-coated stainless steel. The mirror-glass windows were specifically chosen for their efficiency, and Nelson noted to *The Columbian* that they would lead to a reduction in "mechanical requirements for air conditioning."[713] In 1979 the office was expanded with an addition to the west, designed in the same style as the original.[714]

By 1982, NWD employed approximately eighteen to thirty architects and draftsmen.[715] Walla passed away in April 1983 at the age of fifty-five.[716] In November of that year, Nelson and Dolle announced that the partnership was ending. Nelson went on to form Don Nelson & Associates.

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[707] "People in Business," *Columbian* (Vancouver, WA), May 18, 1967, 26; "Pitfalls a-Plenty," *Columbian* (Vancouver, WA), January 29, 1982, A25.
[708] Bob Sisson, "Healthy Interest in Hospitals," *Columbian* (Vancouver, WA), February 24, 1991, 2.
[709] Jack Hopkins, "Progress Report," *Columbian* (Vancouver, WA), August 3, 1972, 31.
[710] Hopkins, "Progress Report," September 12, 1972.
[711] "Pioneer Concrete Block Structure for Vancouver Repaired and Remodeled for Modern Office." *Columbian* (Vancouver, WA), March 15, 1962, 24.
[712] Jack Hopkins, "Progress Report: Nelson-Walla-Dolle Office," *Columbian* (Vancouver, WA), July 29, 1973, 16.
[713] Hopkins, "Progress Report," July 29, 1973.
[714] "Architects Plan Second Building," *Columbian* (Vancouver, WA), September 21, 1979, 27.
[715] "Pitfalls a-Plenty," *Columbian* (Vancouver, WA), January 29, 1982, A25.
[716] "Harlow 'Ed' Walla dies of leukemia," *Oregonian* (Portland, OR), March 1, 1983, 3MN.

He retired in 2003 and passed away in 2006.[717] Dolle formed an architectural planning firm with Swatosh, who was at that point the director of design at NWD.[718] The Dolle/Swatosh firm remained in the NWD-designed building at 500 West Eighth Street.[719] NWD's original offices are extant as of October 2022.

Notable designs include:

- Vancouver Civic Center (1966)
  In 1966, NWD designed the new Vancouver Civic Center, which was comprised of two matching structures which housed city hall and a police station. The city hall was a new building; the police station was fitted into the redesigned carpenter's hall. The buildings' exteriors featured distinctive vertical precast concrete paneling. The architects noted that they prioritized long-lasting materials and hoped to avoid "built-in obsolescence."[720] City Hall is still standing, albeit altered; and the police station was demolished between 2007 and 2012.
- Red Lion/Thunderbird projects (ca. 1970s)
  NWD worked extensively with the Red Lion Hotel Chain, which was at points referred to as the Thunderbird Corporation, Thunderbird–Red Lion Inns, and Thunderlion. Work began in 1969 on the NWD-designed Sea–Tac Motor Hotel, a development of the Thunderbird Corporation. It was at the time expected to be the largest hotel in the Pacific Northwest, comprised of 9 buildings with 60 to 100 rooms each. A *Seattle Times* article on the development noted that it utilized a "Northwest contemporary architectural style," with a Mediterranean motif in the interior, and "massive Northwest Indian-patterned relief panels in each gable."[721] The lumber and plywood used in the construction of the hotel were almost entirely sourced from Oregon.[722]

  By February 1970, work was underway on the NWD-designed Jantzen Beach Thunderbird, a hotel essentially identical to the Sea–Tac Motor Hotel and slightly smaller in scale.[723]

  In 1974, plans were announced for a new hotel to be built in Spokane, Washington, in the style of the Jantzen Beach Thunderbird and the Sea–Tac Motor Inn. Robert J. Sinder, vice president of operations for Thunderlion stated that "The design will be along

[717] "Don E. Nelson Obituary," *Columbian* (Vancouver, WA), March 12, 2006, C4.
[718] "Architectural partnership breaks up." *Oregonian* (Portland, OR), November 21, 1983, C5.
[719] "Nelson/Walla/Dolle to Split Architecture Firm," *Columbian* (Vancouver, WA), November 18, 1983, 11.
[720] David Jewett, "Civic Center's Clean Lines All Impressive," *Columbian* (Vancouver, WA), June 24, 1966, 8.
[721] Polly Lane, "800-Unit Motor Hotel Under Construction," *Seattle Times,* January 5, 1969, C1.
[722] Doug Baker, "Baker's Dozen," *Oregon Journal* (Portland, OR), February 24, 1970, 3.
[723] Hopkins, "Progress Report," September 12, 1972.; Baker, "Baker's Dozen."

the lines of the Northwest Indian and Polynesian theme, with heavy wooden beams and pilings."[724] The hotel is extant as of 2022.

NWD designed the Thunderbird/Red Lion Motor Inn located east of the existing Thunderbird Motor Inn on Hayden Island. At the time, the complex was the largest convention center north of San Francisco.[725]

Following the dissolution of NWD in 1983, the Dolle/Swatosh firm continued a relationship with the Red Lion Inn, designing many sites for the hotel chain, including international sites.[726] A 1991 profile on Dolle noted that he had at that point been involved with 33 Red Lion projects.[727]

- United States National Bank of Oregon, Jantzen Beach Branch (1972)

  In 1972, NWD designed the Jantzen Beach Branch of the United States National Bank of Oregon, which was designed in a style similar to the Thunderbird.[728] The bank was located just southwest of the hotel. The building was demolished between the summer of 2014 and the summer of 2015.

Other known designs include:

- Vancouver, Washington
  - Fletcher-Daniels Title Company 100 East 13th Street (1965)
  - Pacific First Federal Building (ca.1974)
  - Fort Vancouver High School (date remains unknown)
  - Gaiser Junior High School (pre-1974. Precise date remains unknown)
  - Vancouver Mall (1977)
  - Rudy Luepke Center (1979)
- Washington state (excluding Vancouver)
  - Pioneer National Title Insurance Company., Longview (1966)
  - Cowlitz County Department of Natural Resources, Castle Rock (1969)
- Oregon
  - Seafare Restaurant, Astoria (pre-1962. Precise date remains unknown)

[724] Frank Bartel, "River Bank Site of New Motel," *Spokane Chronicle*, May 29, 1974, 1.
[725] "Jantzen Beach Complex Due," *Oregonian* (Portland, OR), April 28, 1977, D3.
[726] Julie Anderson, "Local Architects Scramble," *Columbian* (Vancouver, WA), May 10, 1985, C1.
[727] Sisson, "A Healthy Interest in Hospitals."
[728] "Center to Have Bank," *Columbian* (Vancouver, WA), September 27, 1972, 14.

Day W. Hilborn (1897–1971)

No architect has made a larger mark on the built environment of Vancouver, Washington, than Day Walter Hilborn. Over the five decades that he practiced, Hilborn designed buildings in a variety of styles, from Art Deco buildings at the beginning of his career to Mid-Century Modernist designs towards the end of it.

Despite a war-time interruption, Hilborn earned a degree in architectural engineering from Washington State College.[729] He worked for a period in Centralia and by 1930, was in Vancouver working as a construction superintendent for architect Richard V. Gough.[730] From approximately 1936 to 1940 Hilborn and his family lived at 901 East 34th Street (WA1274, not a known Hilborn design).

In 1938, Hilborn moved his practice to a new office, located at 303 East Evergreen Boulevard. The one-story brick building, designed by Hilborn himself, was described by *The Columbian* at the time as having "a residential type of exterior."[731] The office was demolished between 2007 and 2009.

With the onset of World War II and defense workers arriving to the city in droves, Vancouver faced a housing crisis. Hilborn designed several homes within the six developments hastily constructed by the Vancouver Housing Authority.[732] The need for housing persisted even after the war—for returning veterans as well as for the workers who stayed—and Hillborn, one of only three architects in Clark County at the time, was hired to design many of these residences.[733]

In 1954, Hilborn designed a new building for Vancouver's newspaper, *The Columbian*, located at West 8th and Grant Streets. The structure was noted for its modern design and use of reinforced concrete.[734]

The Vancouver Federal Savings and Loan Building, located at 1205 Broadway Street, was completed in 1961. A piece on its opening in *The Columbian* noted "[w]ith its distinctive aluminum pylon tower and glass siding, the new savings and loan association headquarters combines modern architecture with convenience for customers."[735] In 2011, the Washington DAHP determined the building eligible for the NRHP (DAHP Property ID 89733).

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[729] Michael C. Houser, "Day W. Hilborn," Department of Archeology and Historic Preservation, Posted October, 2011, https://dahp.wa.gov/historic-preservation/research-and-technical-preservation-guidance/architect-biographies/bio-for-day-w-hilborn.
[730] Houser, "Day W. Hillborn."
[731] "Office Moved By Hillborn," *Columbian* (Portland, OR), December 5, 1938, 8.
[732] Houser, "Day W. Hillborn."
[733] Houser, "Day W. Hillborn."
[734] "To Start $375,000 Plant This Week," *Columbian* (Vancouver, WA), November 2, 1954, 1.
[735] "Ceremony Opens New Quarters," *Columbian* (Vancouver, WA), August 9, 1961, 9.

Hilborn passed away on November 8, 1971, at the age of seventy-four.[736] DAHP architectural historian Michael Houser compiled a list of Hilborn's work in 2006 and updated it in 2012.[737]

Other Notable Architects

The following additional architects are mentioned in the report *Clark County: Mid-Century Development (1950-1965)*, prepared by architect Peter Meijer for Clark County.[738]

- Luther McCoy
- Keith Bradbury
- William Cassady
- Theodore Bower
- Milton Stricker
- William La Londe

[736] "Architect Day W. Hillborn Dies at 74," *Columbian* (Vancouver, WA), November 9, 1971, 2.
[737] Houser, "Day W. Hillborn."
[738] Peter Meijer, *Clark County: Mid-Century Development (1950-1965)*, (Draft). Prepared for Clark County, Washington.

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Interstate Bridge Replacement Program
Historic Resources Baseline Survey Report Addendum to the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon*, Ruby Junction, Gresham, Oregon

Prepared by
Brigid Boyle, Ph.D.
Estelle Weiss-Tisman, B.A.
Langston Emerson Guettinger, B.A.
Penelope Cottrell-Crawford, M.L.A.

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WSP

WILLAMETTE
CULTURAL RESOURCES ASSOCIATES, LTD.

Introduction

The Interstate Bridge Replacement Program (IBR) is a jointly funded program (the Program) of the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT). The Program was created to replace the current Interstate Bridge with a new, earthquake-resilient structure (Project) that will cross the Columbia River and connect the city of Portland, Multnomah County, Oregon, with the city of Vancouver, Clark County, Washington. Preliminary Project designs include the replacement of the Interstate Bridge, as well as the expansion of the TriMet Metropolitan Area Express (MAX) light rail system from its current terminus in North Portland into Vancouver via the Interstate 5 (I-5) corridor.

In support of this effort, Willamette Cultural Resources Associates, Ltd. (WillametteCRA) prepared the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon* and the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Clark County, Washington* (Baseline Survey) between August 2022 and April 2023 which documented the results of a baseline architectural survey.[1] The Baseline Survey is part of a multistep process to satisfy the requirements of Section 106 of the National Historic Preservation Act (NHPA), as amended, and its implementing regulations, 36 CFR 800, as well as Section 4(f) of the U.S. Department of Transportation (USDOT) Act, as amended, of 1966. Because the proposed Project will be funded, in part, by the Federal Highway Administration (FHWA) and Federal Transportation Administration (FTA), the Project is a federal undertaking and is subject to compliance with Section 106 (36 CFR § 800.3).

This document is an addendum to the initial Baseline Survey, owing to an amendment to the Area of Potential Effect (APE) which was the result of updated project designs planned for the Ruby Junction light rail maintenance facility (Figure 1). This APE amendment was distributed to IBR Consulting Parties in a letter sent on December 15, 2023. Please refer to the Baseline Survey for a description of the Program purpose and regulatory framework.[2] These recommendations have been preliminarily approved by agency reviewers with IBR, ODOT, WSDOT, FTA, and FHWA and will be further reviewed by Section 106 Consulting Parties, including the Oregon SHPO, the Washington State DAHP, and consulting tribes. The general public will also be given an opportunity to comment. Note that this addendum survey covers only resources relating to the historic built environment; archaeological resources will be discussed in a separate document.

[1] Adam Alsobrook et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Clark County, Washington*, (Portland, OR: WillametteCRA, 2023); Adam Alsobrook et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon* (Portland, OR: WillametteCRA, 2023).
[2] Alsobrook et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey, Multnomah County, Oregon*.

Area of Potential Effects: Ruby Junction

Pursuant to Section 106 of the NHPA, the Program's current designs prepared as part of the Modified Locally Preferred Alternative (LPA) have informed the development of the APE. The APE amendment in the vicinity of Ruby Junction is defined by a 100-foot boundary around the existing LPA design, which aligns with the standard methodology to delineate the APE elsewhere for the IBR Program. Improvements include additional storage for light rail vehicles (LRVs) and maintenance materials and supplies, expanded LRV maintenance bays, expanded parking for additional personnel, and a third track at the northern entrance to the facility. These changes are necessary to accommodate additional LRVs associated with the Modified LPA's expanded light rail service. The APE amendment spans 48.9 acres and occupies land within Section 5 of Township 1 South, Range 3 East of the Willamette Meridian (Figure 2).

Resource Identification

Architectural Historians conducted research to identify if any previously documented resources, as well as National Register of Historic Places (NRHP) eligible and NRHP listed properties, are located in Ruby Junction APE amendment. The State Historic Preservation Office's (SHPO) Oregon Historic Sites Database was consulted, as well as federal sources including the National Archives and Record Administration's (NARA) searchable collection of NRHP records and a geospatial NRHP database maintained by the National Park Service (NPS).[3] This literature review revealed two prior surveys that intersect with the Ruby Junction segment of the IBR APE:

- *Rockwood and Centennial Neighborhoods Selective Reconnaissance-Level Survey Report, Gresham, Multnomah County, Oregon* (Rockwood and Centennial Survey);[4]
- *Historic Resource Baseline Report for Phases 2 and 3 of the Gresham-Fairview Trail Project, City of Gresham, Multnomah County, Oregon Key #15447*.[5]

In total, four resources were found to overlap between the APE of these prior surveys and the Ruby Junction APE amendment. These resources are Jalisco Auto Services (OR 172), 1905 NW Birdsdale Avenue (OR 178), Birdsdale Transmission Line (OR 183), and Linnemann to Troutdale Interurban Railroad (OR 184), all of which were previously determined to be not eligible for listing in the NRHP.

[3] Note that the NARA records discussed here is a collection of records transferred to NARA from the NRHP Program which have been added to their national archives database. This does not represent a dedicated NRHP database.
[4] Adrienne Donovan-Boyd, *Rockwood and Centennial Neighborhoods Selective Reconnaissance-Level Survey Report Gresham, Multnomah County, Oregon* (Portland, OR: Dudek, 2020).
[5] Jonathan Held and Jeff Lloyd-Jones, *Historic Resource Baseline Report for Phases 2 and 3 of the Gresham-Fairview Trail Project, City of Gresham, Multnomah County, Oregon Key #15447* (Portland, OR: Archaeological Investigations Northwest, Inc., 2009).

Undocumented resources were identified using tax assessor data compiled from datasets maintained by Multnomah County. Although historic age resources are generally considered to be 50 years of age or older, the IBR Program assessed resources that would be historic age in 2032. This date was chosen in consultation with the SHPO and Washington State Department of Archaeology and Historic Preservation (DAHP) to account for resources that would be historic age by the time of the anticipated completion of the new Interstate Bridge in 2032. Therefore, resources constructed in or before 1982 were identified as potential historic properties requiring NRHP evaluation. Where a property tax lot or largescale historic resource was partially within the APE, all historic age resources within the boundary of the tax lot were identified for evaluation. All tax assessor data was verified in the course of fieldwork and, where needed, corrected through additional background research and fieldwork.

Survey Fieldwork

Over the course of three field sessions conducted in September and October 2023, WillametteCRA Architectural Historians visited and documented all identified resources in the Ruby Junction APE amendment (Figure 3). Fieldwork was conducted according to standards set by SHPO, DAHP, and, where appropriate, guided by the NPS National Register Bulletin *Guidelines for Local Surveys: A Basis for Preservation Planning*.[6] All resources were documented with high-resolution digital photographs and electronically inventoried for IBR records. All work in the field was directly supervised by personnel meeting the Secretary of the Interior's (SOI) professional qualifications standards for Architectural History and actively registered under ODOT's Qualified Cultural Resources Consultants (Historic) program.

Conclusion

Determinations of Eligibility

Following the Baseline Survey methodology, WillametteCRA will prepare determinations of eligibility (DOEs) for any previously undocumented historic resources that are recommended as eligible for listing in the NRHP, as well as for properties already recommended as eligible whose existing determinations are over ten years old. DOEs will provide detailed analysis including an intensive-level survey and discussion of each individual resource and its eligibility. DOEs will also be completed for resources that are recommended as not eligible but may be demolished in the course of the Program's construction. Like the addendum survey, these documents will undergo a similar review process involving agency reviewers with IBR, ODOT, WSDOT, FTA, FHWA, and Section 106 Consulting Parties, including the Oregon SHPO, the Washington State DAHP, and consulting tribes. The general public will also be given an opportunity to comment.

[6] Anne Derry et al., *Guidelines for Local Surveys: A Basis for Preservation Planning*, rev. ed., National Register Bulletin (Washington, DC: NPS, 1985).

Once finalized, these documents will result in formal determinations of eligibility pursuant to the Section 106 process.

No resources discussed in the addendum survey have been recommended eligible for listing in the NRHP. As such, DOEs have only been prepared for two resources that will be demolished as part of the Modified LPA; 2410 NW Burnside Court (OR 174) and 1806 NW Eleven Mile Avenue (OR 176a–c). Should consultation result in changes to the eligibility recommendations of any resources herein, DOEs will be prepared according to the description outlined above.

Findings of Effect

Following the Baseline Survey methodology, upon finalization of the DOEs, SOI-qualified Architectural Historians will prepare Findings of Effect (FOEs) for resources listed in the NRHP and those that have been determined eligible. These documents will address the potential ways the undertaking may influence the historic integrity and, thus, eligibility of these resources for listing in the NRHP through the application of the criteria for adverse effects. These effects can be both direct and indirect and will result in recommended findings which may include "No Effect," "No Adverse Effect," or "Adverse Effect" (36 CFR § 800.5). Like the DOEs, the FOEs will undergo a review process involving agency reviewers with IBR, ODOT, WSDOT, FTA, FHWA, and Section 106 Consulting Parties, including the Oregon SHPO, the Washington State DAHP, and consulting tribes. The general public will also be given an opportunity to comment.

As no resources discussed in the addendum survey are listed on the NRHP, determined eligible for listing, or recommended eligible for listing, no FOEs have been prepared. Should consultation result in changes to the eligibility recommendations of any resources herein, FOEs will be prepared according to the description outlined above.

Summary of Recommendations

WillametteCRA identified and surveyed twenty-two HBE resources within the Ruby Junction APE amendment. Of the resources:

- All twenty-two are recommended as not eligible for listing in the NRHP.

Figure 1. Map showing IBR APE.

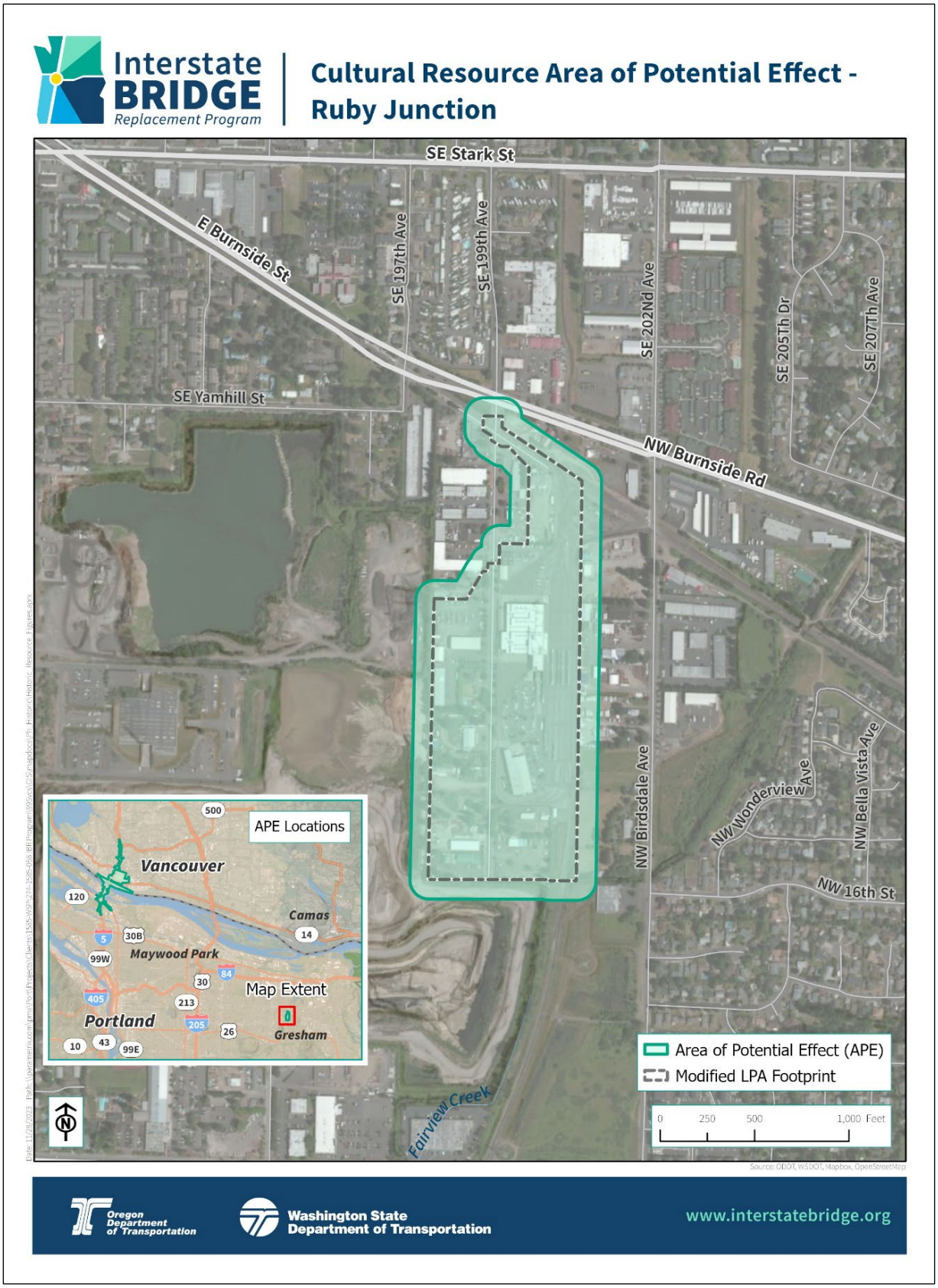


Figure 2. Aerial map showing Ruby Junction portion of IBR APE.

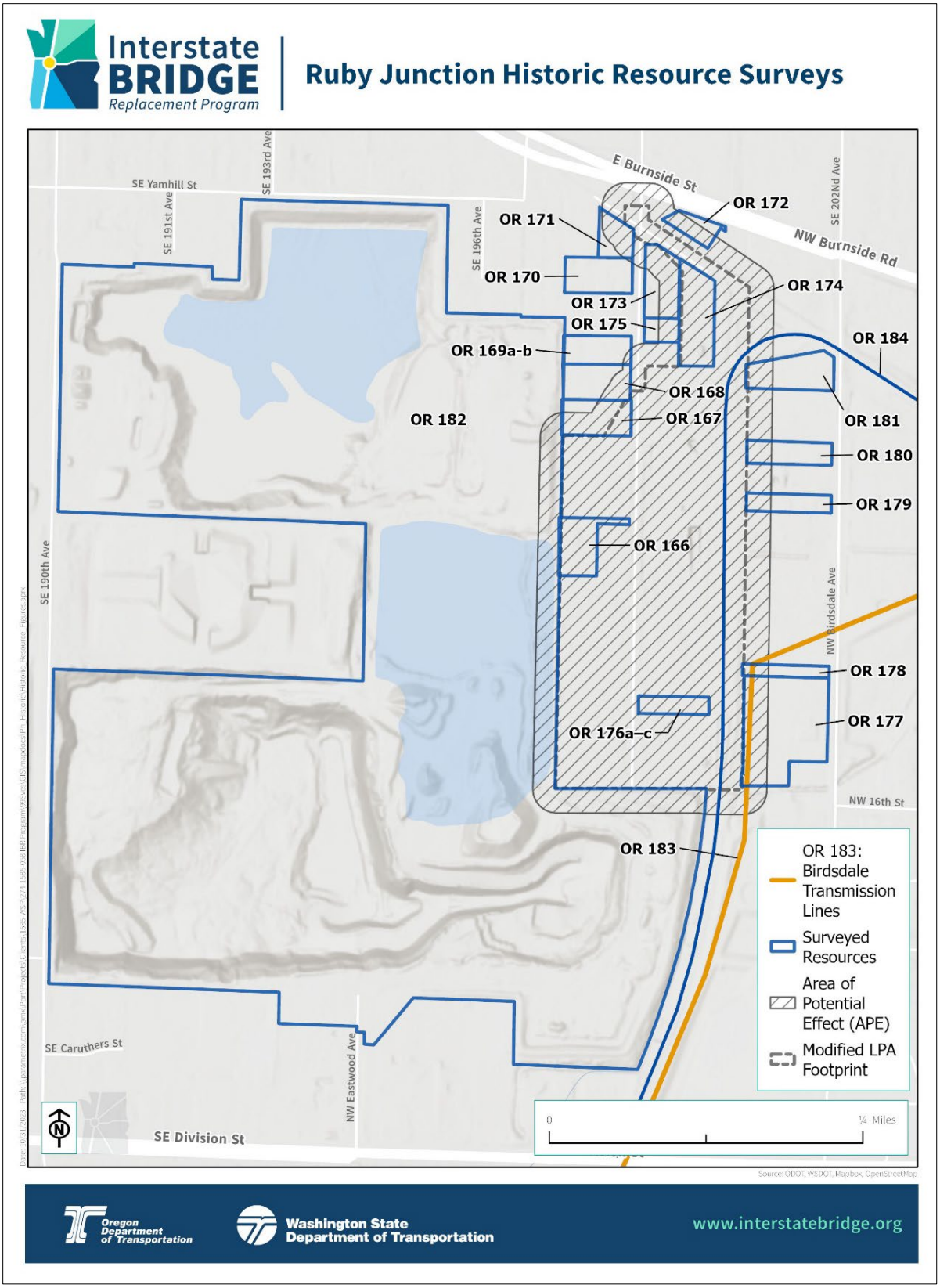
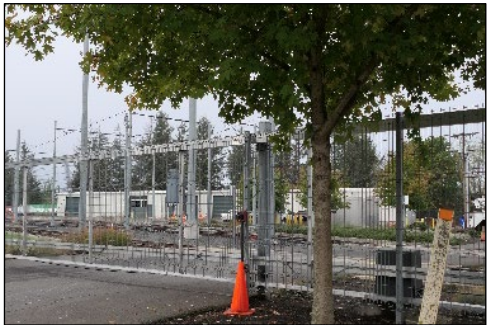


Figure 3. Map showing the tax parcels for surveyed resources in the Ruby Junction portion of IBR APE.

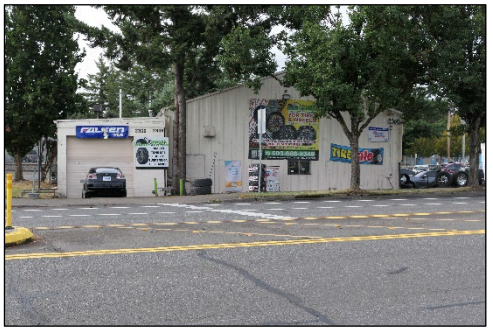
Ruby Junction Cultural Resources in the IBR Survey Area

Table 1. Ruby Junction Cultural Resources in the IBR Survey Area.

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 166	2127 NW Eleven Mile Avenue	1S3E05DA - 02500	1979 Industrial Storage Utilitarian - no discernible style. 1.5-story side-gabled warehouse. Clad in metal R panels with aluminum vehicular doors. Alterations include the likely replacement of the vehicular doors.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 167	2227 NW Eleven Mile Avenue	1S3E05AD - 03200	1922 Single Dwelling Side Gable - Minimal Traditional style. 1-story residence with rectangular footprint and complex roof form. Clad in horizontal fiber cement siding with multi-light vinyl sash windows. Alterations include multiple additions to the plan, updated siding, and updated fenestration.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 168	2303–2363 NW Eleven Mile Avenue; Lewis Automotive	1S3E05AD - 03100	1982 Specialty Store Commercial - Modern style. 1.5-story strip commercial building with L-shaped footprint. Commercial units include vehicular access doors. Constructed with exposed aggregate tilt-up concrete panels and topped with flat roof and cornice. Fenestration includes recessed aluminum frame pedestrian entries and roll-up steel vehicular doors. Few apparent alterations since construction.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 169a	2371 NW Eleven Mile Avenue	1S3E05AD - 03000	1947 Single Dwelling (Business) Side Gable - Minimal Traditional style. 1-story residence with intersecting rooflines and projecting front porch. Clad in grooved plywood with vinyl sliding windows. Alterations include its plan, fenestration, siding, and transition to commercial use.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 169b	2371–2395 NW Eleven Mile Avenue	1S3E05AD - 03000	ca. 1970–1981 Specialty Store Utilitarian - Modern style. 1-story commercial building with irregular footprint and shed roof with overhanging eaves. Fenestration includes fixed vinyl windows and steel vehicular door. Alterations include additions to north and west, updated fenestration, and the possible enclosure of original loading bays.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 170	2441–2451 NW Eleven Mile Avenue	1S3E05AD - 02800	1976 Specialty Shop Commercial - Mansard style. 1.5-story commercial building with rectangular footprint and flat roof Constructed with exposed aggregate tilt-up concrete panels and topped with applied mansard roof clad in grooved cedar shingles. Fenestration includes aluminum sliding windows, flush steel entry doors, and largescale vehicular entry doors. Few apparent alterations since construction.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 171	2515 NW Eleven Mile Avenue; Precision Body & Paint	1S3E05AD - 02600	1977 Specialty Shop Commercial - Mansard style. 1.5-story commercial building with L-shaped footprint. Constructed with exposed aggregate tilt-up concrete panels and topped with mansard roof clad in standing seam metal. Fenestration includes aluminum sliding windows, fixed vinyl windows, flush steel doors, and multiple steel vehicular doors. Alterations include the replacement of the original mansard shingles between 2011 and 2016.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 172	2360–2368 NW Burnside Road; Jalisco Auto Services *683331*	1S3E05AD - 00800	1966 Specialty Store Utilitarian - no discernible style. 1-story gable-roofed building clad in metal U-panel siding. Fenestration includes vehicular and pedestrian entrances and aluminum sliding windows. CMU block expansion to east.	Recommend no change from existing determination of NRHP not eligible (OR SHPO; 2020). Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 173	2450 NW Eleven Mile Avenue; Delta AV	1S3E05AD - 02400	1974 Business Commercial - no discernible style. 1-story strip commercial building with rectangular footprint and flat roof with applied mansard in northwest corner. Clad in striated split face CMU. Fenestration includes replacement aluminum frame window walls. Alterations include new cladding and fenestration, as well as flat-roofed garage added between 2007 and 2011.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 174	2410 NW Burnside Court	1S3E05AD - 02500	1972 Industrial Storage Commercial - Modern style. 1.5-story building with rectangular footprint and flat roof. Constructed from CMUs with simulated stone door surround and wainscotting. Fenestration includes flush steel pedestrian doors, aluminum sliding windows, and a vehicular door. Alterations include shed-roofed addition to south added between 1986 and 1996 and alteration of fenestration between 2016 and 2019.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 175	2406 NW Eleven Mile Avenue	1S3E05AD - 02300	1974 Industrial Storage Utilitarian - no discernible style. 2-story gable-roofed warehouse with rectangular footprint. Clad in metal U-panels with awning to south. Fenestration includes aluminum fixed and sliding windows. Few apparent alterations since construction.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 176a	1806 NW Eleven Mile Avenue	1S3E05DA - 01500	1964 Single Dwelling Ranch - Minimal Traditional style. 1-story side-gabled residence with rectangular footprint and attached garage. Clad in grooved asbestos shingles in front with grooved plywood in rear. Fenestration includes fixed and sash wood windows and sliding vinyl windows. Alterations since construction include possible additions to north and south, some cladding, and some fenestration.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 176b	1806 NW Eleven Mile Avenue	1S3E05DA - 01500	ca. 1964–1970 Specialty Store Utilitarian - no discernible style. 1-story commercial service center with rectangular footprint and corrugated metal gable roof. Clad in grooved plywood and metal U-panel siding. Fenestration includes vinyl sliding windows, aluminum pedestrian doors, and sliding garage doors. Alterations include cladding and fenestration.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 176c	1806 NW Eleven Mile Avenue	1S3E05DA - 01500	ca. 1964–1970 Warehouse Utilitarian - no discernible style. 1-story gable-roofed building with rectangular footprint. Clad in metal U-panel siding with transparent fiberglass panels. Fenestration includes sliding vehicular door. Alterations include updates to cladding.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 177	1801 NW Birdsdale Avenue	1S3E05DA - 00800	1966 Single Dwelling Single Dwelling - Modern style. 2-story residence with tiered hip roof and 1-story wing to north. Rectangular footprint with attached garage. Clad in lapped wood siding with brick wainscotting. Fenestration includes aluminum sliding windows. Alterations since construction include replacement fenestration and some new window apertures since 2021.	Recommended not eligible. Lacks sufficient integrity.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 178	1905 NW Birdsdale Avenue	1S3E05DA - 00700	1954 Single Dwelling Side Gable - Minimal Traditional style. 1-story residence with irregular footprint including gabled and shed-roofed extensions. Clad in grooved shingles. Fenestration includes vinyl sash and casement windows. Alterations include updates to plan between 1986 and 2007, updates to the foundation, and updates to windows.	Recommend no change from existing determination of NRHP not eligible (Held and Lloyd-Jones 2009). Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 179	2131 NW Birdsdale Avenue	1S3E05AD - 01700	1956 Single Dwelling (Business) Ranch - Contemporary style. 1-story side-gabled residence with enclosed shed-roofed porch. Clad in T1-11 paneling with horizontal lapped wood wainscotting and painted Roman brick wainscotting by entry. Fenestration includes vinyl sash windows and a fixed vinyl picture window. Changes include the shed-roofed addition to the west elevation, updated windows, the removal of the garage door, and transition to commercial use.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 180	2255 NW Birdsdale Avenue; Priestly & Sons Moving & Storage	1S3E05AD - 01400	1978 Business Commercial - Mansard style. 2-story mansard-roofed building with shed-roofed skirt on east elevation all covered with standing seam metal panels. Clad in T1-11 paneling. Fenestration includes sliding aluminum frame windows, full glass pedestrian doors, and vehicular doors on north and south elevations. Alterations since construction include updated roofing materials between 2011 and 2016.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	
OR 181	2303 NW Birdsdale Avenue	1S3E05AD - 01200	1962 Industrial Storage Utilitarian - no discernible style. 1-story front-gabled building with rectangular footprint. Clad in metal U-panel siding. Fenestration includes sliding vehicular door. Few apparent alterations since construction.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 182	1300 SE 190th Street; Vance Pit	Multiple	ca. 1907 Extractive Facility No discernible form - No discernible style. 149-acre site including two primary surface quarries. Originally developed as a gravel pit and today a supplier of aggregate and construction material disposal site. Site has been substantially expanded since inception with most significant growth after 1960.[7].	Recommended not eligible. Lacks sufficient integrity.	
OR 183	Birdsdale Transmission Line	Multiple	1959 Energy Facility No discernible form - No discernible style. Midcentury transmission line constructed by Pacific Power & Light (PP&L) extends for some 7 miles between PP&L Linneman substation and BPA Troutdale substation atop steel girder towers.	Recommend no change from existing determination of NRHP not eligible (Held and Lloyd-Jones 2009). Lacks significance under Criteria A, B, C, or D.	

[7] See Appendix A for aerial imagery and maps showing the evolution of the site over time.

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 184	Linnemann to Troutdale Interurban Railroad	Multiple	1906 Rail-Related No discernible form - No discernible style. Historic alignment of interurban rail line turned to freight after 1927 and abandoned ca. 1986. Paved and converted to bike trail in 2007. Segment within APE has been lost beneath the TriMet Ruby Junction facility.	Recommend no change from existing determination of NRHP not eligible (Held and Lloyd-Jones 2009). Segment lacks sufficient integrity.	

Historic Context Statement

"Ruby Junction"

The seemingly fertile landscape of present-day Gresham attracted early European settlement in the mid-nineteenth century. The area was part of Jackson and James Powell's 1851 land claim, the first claim in what would soon thereafter become known as "Powell's Valley." The site was a popular campsite and sermon stop for circuit-riders. When Oregon was named a territory of the United States, President Fillmore dispatched a surveyor general to the region, who laid out the Willamette Meridian and Base Line as a framework for future surveys.[8] In 1854, Base Line Road (present-day Stark Street) was constructed along the east-west reference, with mile markers established at every mile between Portland's downtown courthouse and downtown Gresham, twelve miles to the east.

At mile marker 10, in the last decades of the nineteenth century, a small community grew around "Rockwood," so named after the rocks deposited by the Missoula Floods and the surrounding Douglas fir forest. At this juncture, slightly northwest of downtown Gresham and adjacent to a game refuge, Rockwood Road (present-day 181st Ave) crossed Base Line, connecting Oregon City all the way north to the Columbia River (Figure 4). In addition to a post office (established 1882, decommissioned 1903), other public buildings included Rockwood School #27 (1902, later the Rockwood Grange), a grange hall (1903), a church, blacksmith, and a grocery store. Jack and Jill's Tavern at 16321 SE Stark was perhaps the most famous of the establishments, well-known as a speakeasy and roadhouse and, at three miles past city limits, outside of Portland's legal authority.

Early settlers in Rockwood were mostly farmers who struggled with the obstacles common in the inland Portland Basin: rock deposits and poor-quality soil. They turned to less-intensive agriculture, planting fruit orchards, raising livestock, or operating dairy farms. As Portland and the surrounding area attracted more residents, residential development slowly displaced agricultural use, sometimes with "vacation" houses for wealthy Portlanders.[9] In 1913, Portland Railway, Light & Power Co. electrified a segment of rail on the Mount Hood interurban line, connecting Montavilla and Gresham. A new train schedule between Troutdale and Montavilla was added, routed through "Ruby Junction."[10] The junction was named after A. Curtis Ruby (1865–1942), who had a stock farm and 18-hole golf course just northwest of the junction. Ruby bred and showed thoroughbred horses at fairs and expositions and had garnered an

[8] Kay Atwood, "Oregon Land Survey, 1851–1855," *Oregon Encyclopedia.* May 25, 2022.
[9] Silvie Andrews, "Gresham," *Oregon Encyclopedia,* last updated May 18, 2023.
[10] "Electric Service for Mt. Hood Line," *The Oregon Daily Journal* (Portland, OR), March 2, 1913, 14.

international reputation. He served as the president of the Oregon Livestock Company and on the board of the Pacific International Livestock Exposition.[11]

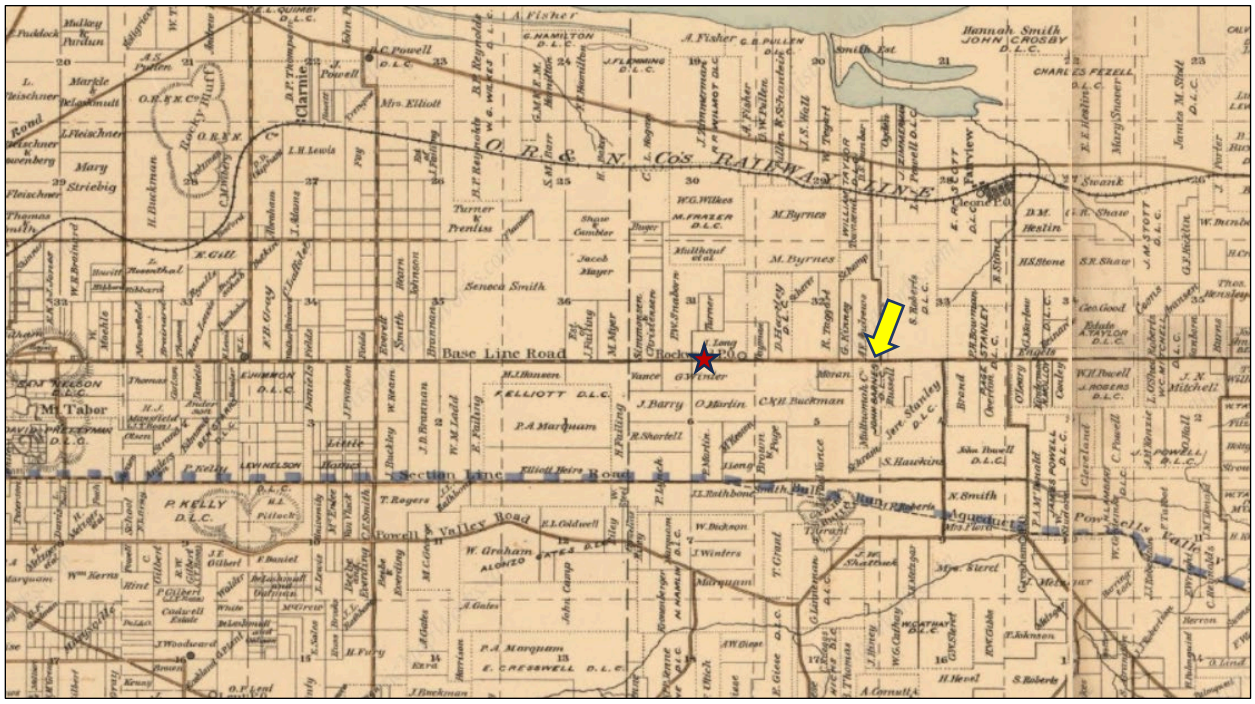


Figure 4. Map of Eastern Multnomah County, 1889. Rockwood Post Office (on Base Line Road, present-day Stark Street) is marked with a red star, and present-day Ruby Junction by a yellow arrow (Historic Map Works Rare Historic Maps Collection).

Postwar development changed the area in the mid-twentieth century; it was a newly viable alternative for workers willing to commute to Portland thanks to highway development, and a water district established in 1925 ensured a sustainable water supply.[12] Suburban development, like Clovercrest, near 192nd Avenue and Halsey, redefined the agricultural landscape of East Portland during the 1960s, especially because California's agricultural industry out-competed Oregon's berry growers.[13] Built by The United Homes Corp., the "new quality community, built for convenient suburban living" offered residential options in several styles, including Colonial, Ranch, Modern, and Traditional.[14] The middle-class residents were loyal supporters of the community amenities: Zimmerman's 12-mile store, which had a whirring neon globe atop a

[11] "Alfred C. Ruby dies in California," *The Corvallis Gazette-Times* (Corvallis, OR), February 26, 1942, 8. Ruby's land was described as the area around NE 205th Avenue between SE Stark Street and NE Glisan Street in Linda Lesowski, "Group studies formation of Fairview-area historical society," *The Oregonian* (Portland, OR), April 6, 1987, B6.
[12] Rockwood PUD still provides drinking water to the greater Portland area.
[13] Andrews, "Gresham."
[14] Liza Mickle, Nicholas Starin, Carmen Piekarski, Dan Pauley, *East Portland Historical Overview & Historic Preservation Study* (Portland, OR: City of Portland, Bureau of Planning, 2007), 44.

tower, Rockwood Lanes, a bowling alley that opened in 1961, Fred Meyer (opened 1957, closed 2003), Girrods, and the Satellite Restaurant (later GI Joes, closed 1986).

In 1980, the "Light-Rail Corridor and Station-Area Goals" were adopted as part of the Multnomah County Hazelwood and Rockwood Community Plans.[15] The plans supported the development of the transit system and land-use consistent with market opportunities in the area. By 1984, a $7.8 million TriMet facility was dedicated on the site of Ruby Junction, and what was once the interurban line became the light rail line spanning the fifteen miles between Portland and Gresham. Shortly after the Blue Line opened for passengers in 1986, Rockwood was annexed to the city of Gresham. The Rockwood neighborhood of Gresham remains one of the most diverse neighborhoods in Multnomah County. Residents speak over eighty languages at home and represent the youngest demographic in the metro area. It is also a neighborhood that suffers from under-investment, despite being the focus of several urban renewal initiatives. The area is comprised of single- and multifamily residential buildings and a large population of renters. A commercial strip runs along SE Stark Street and E Burnside Street. The Ruby Junction Maintenance Facility is located at the southeast corner of the neighborhood, flanked by "The Gresham Pit," a sand and gravel mine, on its west and south sides, and other light- and medium-industrial buildings on the east.[16]

[15] As described in the Portland Bureau of Planning, "Wilkes Community and Rockwood Corridor Plan," 22.

[16] A description of the operations at The Gresham Pit (the former Vance Pit), or Gresham Sand & Gravel, can be found in *The Edge* Portland: ESCO Corporation, December 2006, p18. The quarry has been mined since the 1940s; most of its product is used by local building contractors as foundation base rock.

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Mickle, Liza, Nicholas Starin, Carmen Piekarski, Dan Pauley. *East Portland Historical Overview & Historic Preservation Study*. Portland, OR: City of Portland, Bureau of Planning, 2007.

Oregon Daily Journal (Portland, OR) 1913.

Oregonian (Portland, OR) 1987.

Portland Bureau of Planning. Wilkes Community and Rockwood Community Corridor Plan. Portland, OR: City of Portland, 1987.

Appendix A: Historic Photographs of "The Vance Pit" (OR 182)

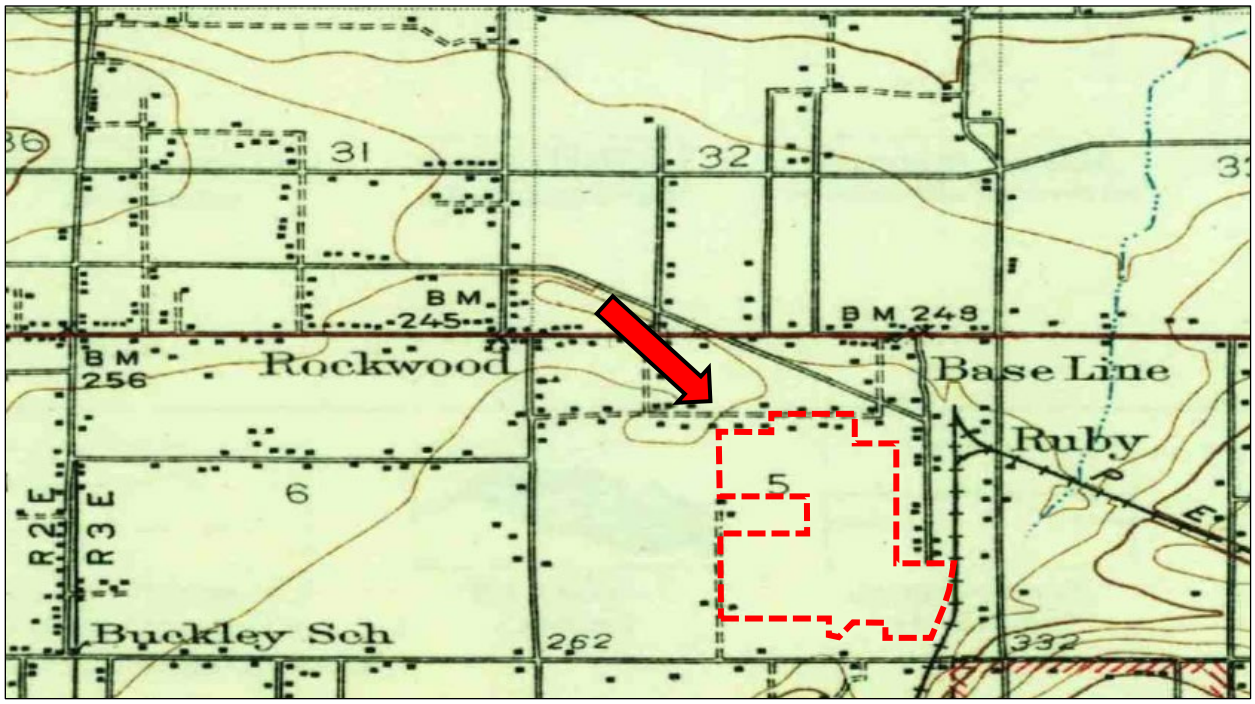

Figure 1. United States Geological Survey (USGS) of Camas, WA 1942, 1:62,500. Contemporary tax lot boundary outlined in red (USGS, 1942).

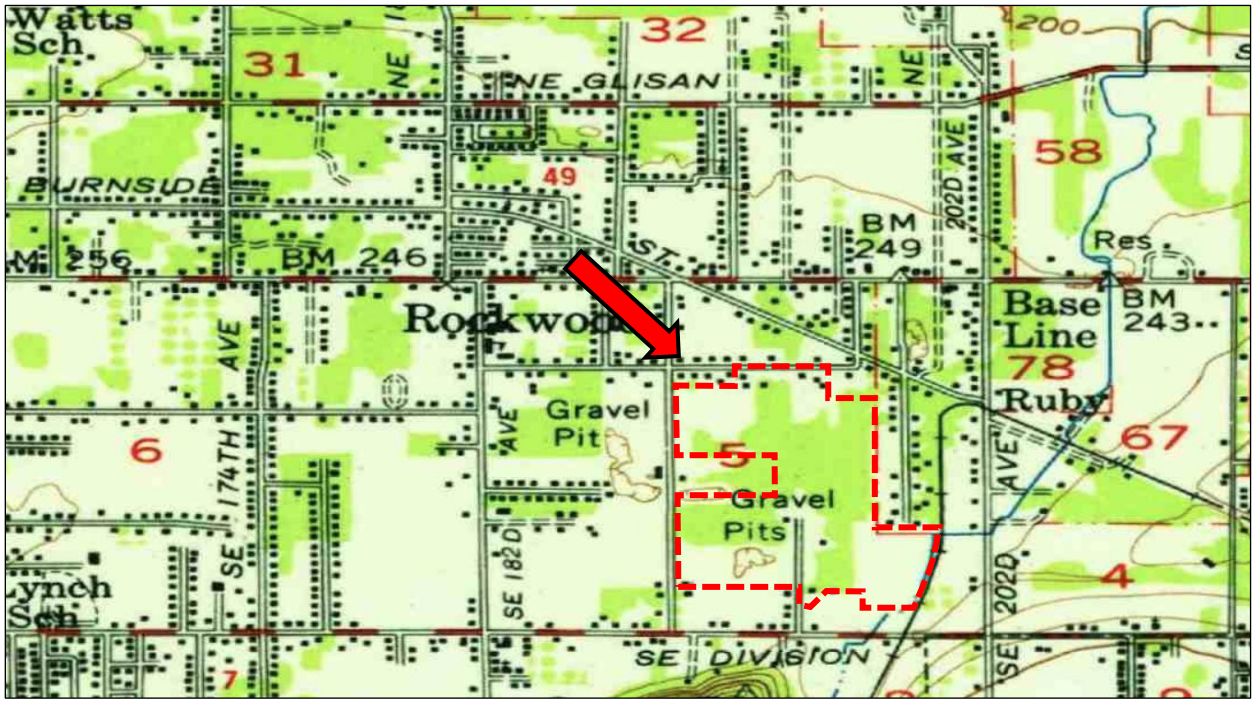

Figure 2. United States Geological Survey of Camas, WA 1954, 1:62,500. Contemporary tax lot boundary outlined in red (USGS, 1954).

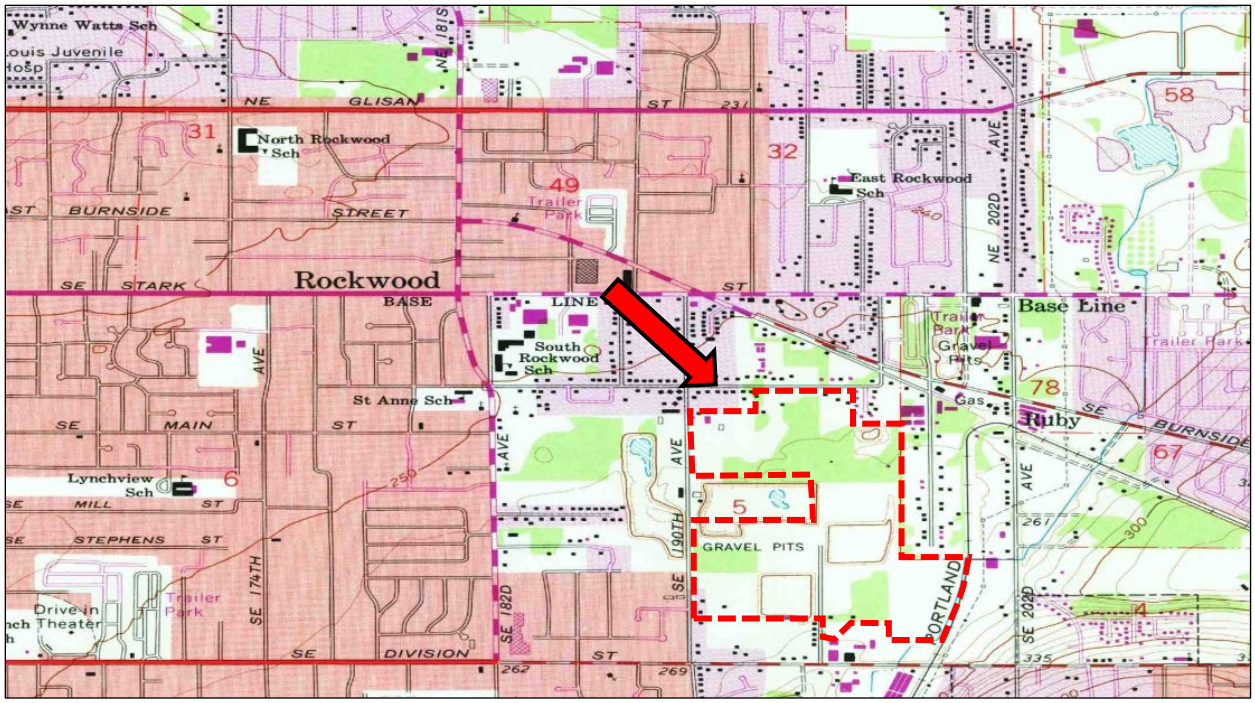

Figure 3. United States Geological Survey of Camas, WA 1961, 1:62,500. Contemporary tax lot boundary outlined in red (USGS, 1961).

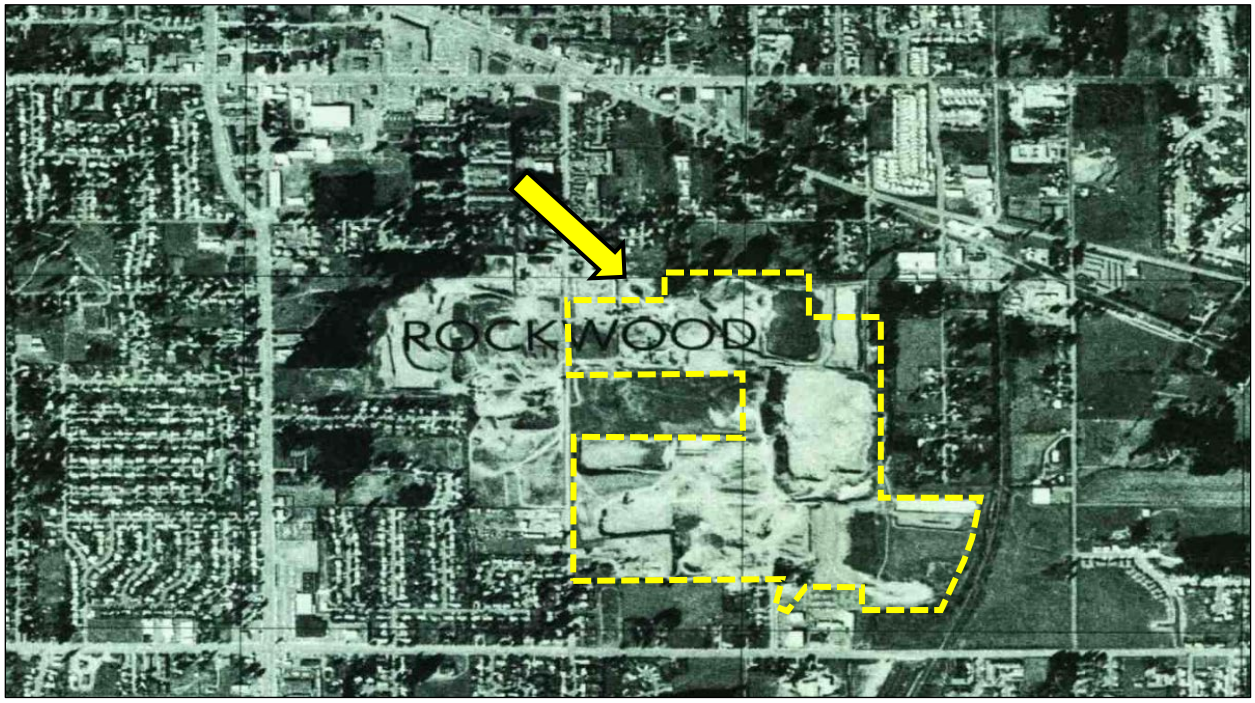

Figure 4. Aerial image of Rockwood in 1975, centered on the gravel pit. Contemporary tax lot boundary outlined in yellow (USGS, 1975).

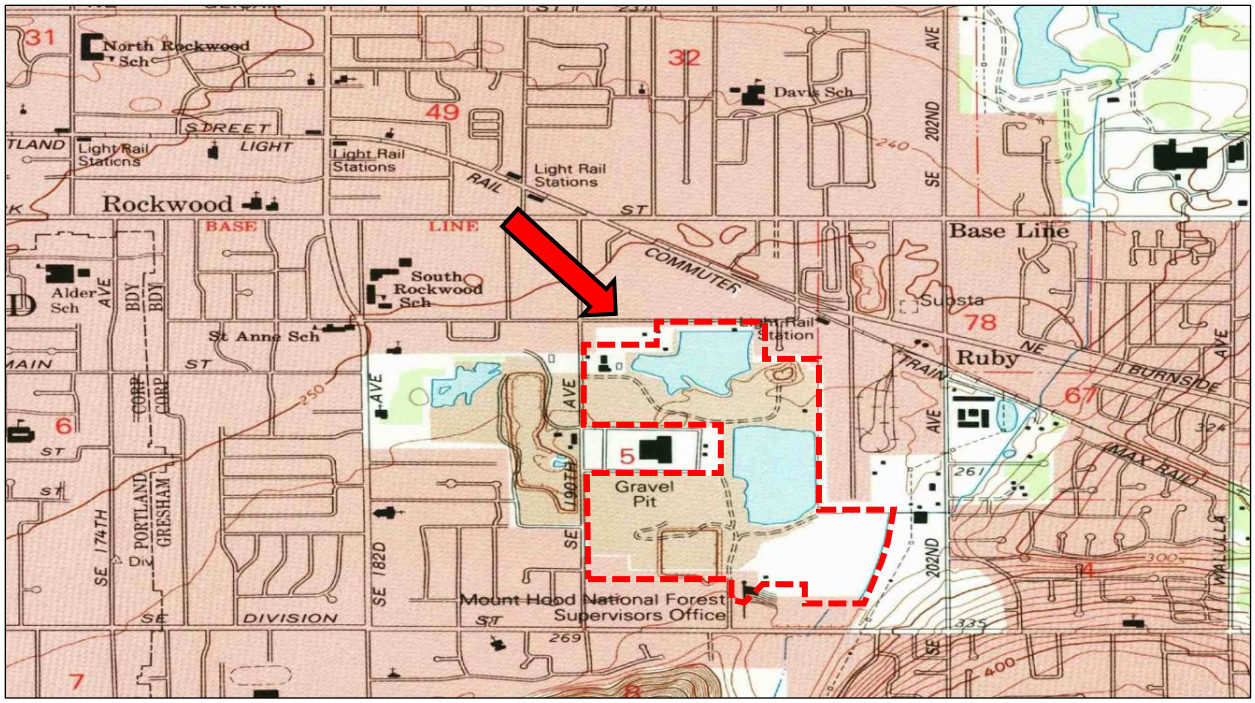

Figure 5. United States Geological Survey of Camas, WA 1993. Contemporary tax lot boundary outlined in red (USGS, 1993).

Interstate Bridge Replacement Program
Historic Resources Baseline Survey Report Addendum to the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon,* and *Clark County, Washington*
Baseline Addendum 3 for APE Amendment 4, OR and WA

Prepared by
Estelle Weiss-Tisman, B.A.
Langston Emerson Guettinger, B.A.

April 25, 2025

DAHP Project No.: 2020-12-07501
SHPO Case No.: 21-0006

WillametteCRA Report No. 20-96-6
Portland, Oregon

Prepared for
WSP

WILLAMETTE
CULTURAL RESOURCES ASSOCIATES, LTD.

Introduction

The Interstate Bridge Replacement Program (IBR) is a jointly funded program (the Program) of the Oregon Department of Transportation (ODOT) and the Washington State Department of Transportation (WSDOT). The Program was created to replace the current Interstate Bridge with a new, earthquake-resilient structure (Project) that will cross the Columbia River and connect the city of Portland, Multnomah County, Oregon, with the city of Vancouver, Clark County, Washington. Preliminary Project designs include the replacement of the Interstate Bridge, as well as the expansion of the TriMet Metropolitan Area Express (MAX) light rail system from its current terminus in North Portland into Vancouver via the Interstate 5 (I-5) corridor.

In support of this effort, Willamette Cultural Resources Associates, Ltd. (WillametteCRA) prepared the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon* and the *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Clark County, Washington* (Baseline Survey) between August 2022 and April 2023 which documented the results of a baseline architectural survey.[1] The Baseline Survey is part of a multistep process to satisfy the requirements of Section 106 of the National Historic Preservation Act (NHPA), as amended, and its implementing regulations, 36 CFR 800, as well as Section 4(f) of the U.S. Department of Transportation (USDOT) Act, as amended, of 1966. Because the proposed Project will be funded, in part, by the Federal Highway Administration (FHWA) and Federal Transportation Administration (FTA), the Project is a federal undertaking and is subject to compliance with Section 106 (36 CFR § 800.3).

In 2023, WillametteCRA prepared an addendum to the initial Baseline Survey (Baseline Addendum), owing to an amendment to the Area of Potential Effect (APE), which was the result of updated project designs planned for the Ruby Junction light rail maintenance facility.

In January 2024, WillametteCRA prepared a second addendum to the initial Baseline Survey (Baseline Addendum 2), which was formatted as a memo report and drafted owing to an amendment to the APE, which was the result of updated project designs in Vancouver.

This document is a third addendum to the initial Baseline Survey (Baseline Addendum 3) and was completed owing to another APE amendment. This amendment was also the result of updated project designs which were completed between the Draft Supplemental Environmental Impact Statement (DSEIS) and the Final Supplemental Environmental Impact Statement (FSEIS). This APE amendment also accounted for inconsistencies in the IBR Program's delineation of in-water staging areas between the Columbia River and the North Portland

[1] Adam Alsobrook et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Clark County, Washington*, (Portland, OR: WillametteCRA, 2023); Adam Alsobrook et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey Report, Multnomah County, Oregon*, (Portland, OR: WillametteCRA, 2023).

Harbor. Lastly, this amendment adds an additional historic resource found within the existing APE (OR 185; the Portland International Raceway) which was identified following the discovery of new information on its original construction year.

This APE amendment was distributed to IBR Consulting Parties in a letter sent on May 22–23, 2025. Please refer to the Baseline Survey for a description of the Program purpose and regulatory framework.[2] These recommendations have been preliminarily approved by agency reviewers with IBR, ODOT, WSDOT, FTA, and FHWA and will be further reviewed by Section 106 Consulting Parties, including the Oregon State Historic Preservation Office (SHPO), the Washington State Department of Archaeology and Historic Preservation (DAHP), and consulting tribes. The general public will also be given an opportunity to comment. Note that this addendum survey covers only resources relating to the historic built environment; archaeological resources will be discussed elsewhere.

Area of Potential Effects Amendment 4

In response to Program design changes and an evolving understanding of the Program's potential for effects since the APE was last amended in June 2024, FHWA and FTA have now amended the Program's APE at 25 distinct locations in Oregon and Washington, as depicted on the enclosed map and described as follows. Where the proposed project footprint is expanded, an approximately 100-foot buffer has been added to account for potential visual or air quality effects, such as dust created during construction or noise or vibration effects, which could affect historic properties.

Leverich Park: The APE has been reduced due to the progression of the drainage design, leading to the roadside drainage improvements terminating further south.

East 39th Street: The APE has been expanded due to design progression of the intersection at E 39th Street and the freeway ramps.

West of East Fourth Plain Interchange: Eastbound lanes along Fourth Plain would be reduced from two through lanes to one to allow for active transportation facilities and match the City of Vancouver's planned road diet project. This design refinement avoids impacts with ramp terminal intersections located along the north side, eliminates footprint impacts to Arnada Park, and eliminates the need to replace the existing overpass structure.

E McLoughlin to E 4th Plain Boulevard: The APE has been expanded due to the addition of a two-way shared-use path for active transportation adjacent to the east side of I-5 between E McLoughlin and E 4th Plain Boulevard.

[2] Alsobrook et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey, Multnomah County, Oregon*.

Marshall Park: The APE has been reduced given the Program has elected to remove construction of a pedestrian path connection to Marshall Park from planned activities.

E Mill Plain Ramps, West side: The APE has been expanded due to minor location adjustments in the new retaining walls along the west side of the Mill Plain ramps.

East 8th and C Street: The APE has been expanded to include access improvements to the local street network for the potential transit park and ride facilities adjacent to C Street.

W 6th Street: The APE has been expanded to include roadway intersection improvements at the intersection of 6th Street and Broadway.

Surrounding W 5th Street: The APE has been expanded to include 5th Street modifications to address changes to traffic patterns in the area.

Phil Arnold Way at Columbia Street: The APE has been expanded due to the design progression of the new intersection at Phil Arnold Way and Columbia Street.

W Columbia Way at Columbia Street: The APE has been expanded due to the design progression of the new intersection at Columbia Way and Columbia Street.

BNSF Railroad: The construction footprint between Columbia Way and BNSF east of I-5 is expanded to accommodate reconnection of BNSF driveway access to the railroad crew change area.

N Hayden Island Drive at Rodeway Inn: The APE has been expanded given the increased need for construction access and staging for the Columbia River bridge construction.

Jantzen Beach Shopping Center: The APE has been expanded due to the design progression of the local street network on Hayden Island.

North Portland Harbor: An in-water temporary construction easement area is required to provide barge access and staging during bridge construction.

N Expo Road: The APE has been expanded to provide an overnight facility for light rail transit vehicles.

Expo Center Parking Lot: The APE has been expanded given the need to provide a temporary detour route during the reconstruction of Marine Drive.

N Pier 99 Street: The APE has been expanded given the need to provide river access for the construction of the new Columbia River bridge.

N Marine Drive: The APE has been expanded to incorporate sound walls further to the east on N Marine Drive.

East Delta Park: The APE has been reduced given the Program has elected to reduce activities along North Union Court as a measure to minimize 4f use.

10205 N Vancouver Way: The eastbound exit ramp from MLK to Union Court will be shifted by approximately 750 feet and the shared use path off Union Court to MLK will be rerouted to avoid Section 4(f)/6(f) impacts to Delta Park and the City of Portland's dog park north of Union Court.

1940 N Victory Boulevard: A two-way shared-use path on the north side of Victory Boulevard between Expo Road and the I-5 northbound on-ramps is needed to connect active transportation facilities within the Program area on either side of the freeway.

N Victory Boulevard at N Whitaker Road: The APE has been expanded to tie the new two-way shared-use path into the existing infrastructure on N Whitaker Road.

West Hayden Island Mitigation Site: The APE has been expanded to include this proposed site for wetland mitigation to address impacts to wetlands resulting from the IBR Program.

Ruby Junction: Realignment of Eleven Mile Avenue and the realignment of Burnside Court will require additional parcel acquisitions.

Resource Identification

Architectural Historians conducted research to identify whether any previously documented resources, including National Register of Historic Places (NRHP)-eligible and NRHP-listed properties, are located within the revised portions of the APE as described in APE Amendment 3. Researchers consulted SHPO's Oregon Historic Sites Database, as well as federal sources including the National Archives and Record Administration's (NARA) searchable collection of NRHP records and a geospatial NRHP database maintained by the National Park Service (NPS).[3]

Undocumented resources were identified using tax assessor data compiled from datasets maintained by Multnomah County and Clark County. Although historic age resources are generally considered to be 50 years of age or older, the IBR Program assessed resources that would be historic age in 2032. This date was chosen in consultation with the SHPO and Washington State DAHP to account for resources that would be historic age by the time of the anticipated completion of the new Interstate Bridge. Therefore, resources constructed in or before 1982 were identified as potential historic properties requiring identification under Section

[3] Note that the NARA records discussed here is a collection of records transferred to NARA from the NRHP Program which have been added to their national archives database. This does not represent a dedicated NRHP database.

106. Where a property tax lot or largescale historic resource was partially within the APE, all historic age resources within the boundary of the tax lot were identified for evaluation. All tax assessor data was verified in the course of fieldwork and, where needed, corrected through additional background research and fieldwork.

Survey Fieldwork

Over the course of one field session conducted on April 1, 2025, WillametteCRA Architectural Historians Langston Emerson Guettinger and Estelle ("Essie") Weiss-Tisman visited and documented all identified resources within the APE expansion (Figures 1–8). Fieldwork was conducted according to standards set by SHPO, DAHP, and, where appropriate, guided by the NPS National Register Bulletin *Guidelines for Local Surveys: A Basis for Preservation Planning*.[4] All resources were documented with high-resolution digital photographs and electronically inventoried for IBR records. All work in the field was directly supervised by personnel meeting the Secretary of the Interior's (SOI) professional qualifications standards for Architectural History and actively registered under ODOT's Qualified Cultural Resources Consultants (Historic) program.

Conclusion

Determinations of Eligibility

Following the Baseline Survey methodology, SOI-qualified Architectural Historians will prepare determinations of eligibility (DOEs) for any previously undocumented historic resources that are recommended as eligible for listing in the NRHP, as well as for properties already recommended as eligible whose existing determinations are over ten years old. DOEs will provide detailed analysis including an intensive-level survey and discussion of each individual resource and its eligibility. DOEs will also be completed for resources that are recommended as not eligible but may be demolished in the course of the Program's construction. Like the addendum survey, these documents will undergo a similar review process involving agency reviewers with IBR, ODOT, WSDOT, FTA, FHWA, and Section 106 Consulting Parties, including the Oregon SHPO, the Washington State DAHP, and consulting tribes. The general public will also be given an opportunity to comment. Once finalized, these documents will result in formal determinations of eligibility pursuant to the Section 106 process.

No resources discussed in the addendum survey have been recommended as eligible for listing in the NRHP. Should consultation result in changes to the eligibility recommendations of any resources herein, DOEs will be prepared according to the description outlined above.

[4] Anne Derry et al., *Guidelines for Local Surveys: A Basis for Preservation Planning*, rev. ed., National Register Bulletin (Washington, DC: NPS, 1985).

Findings of Effect

SOI-qualified Architectural Historians will prepare Findings of Effect (FOEs) for NRHP-listed or NRHP-eligible resources. These documents will address the potential ways the undertaking may influence the property's historic integrity and, thus, eligibility for listing in the NRHP through the application of the criteria for adverse effects. These effects can be both direct and indirect and will result in recommended findings which may include "No Effect," "No Adverse Effect," or "Adverse Effect" (36 CFR § 800.5). Like the DOEs, the FOEs will undergo a review process involving agency reviewers with IBR, ODOT, WSDOT, FTA, FHWA, and Section 106 Consulting Parties, including the Oregon SHPO, DAHP, and consulting tribes. The public will also be given an opportunity to comment.

Summary of Recommendations

WillametteCRA identified and surveyed five Historic Built Environment (HBE) resources within the amended APE. Of the resources:

- One is already listed in the NRHP, and
- Four are recommended as not eligible for listing in the NRHP.

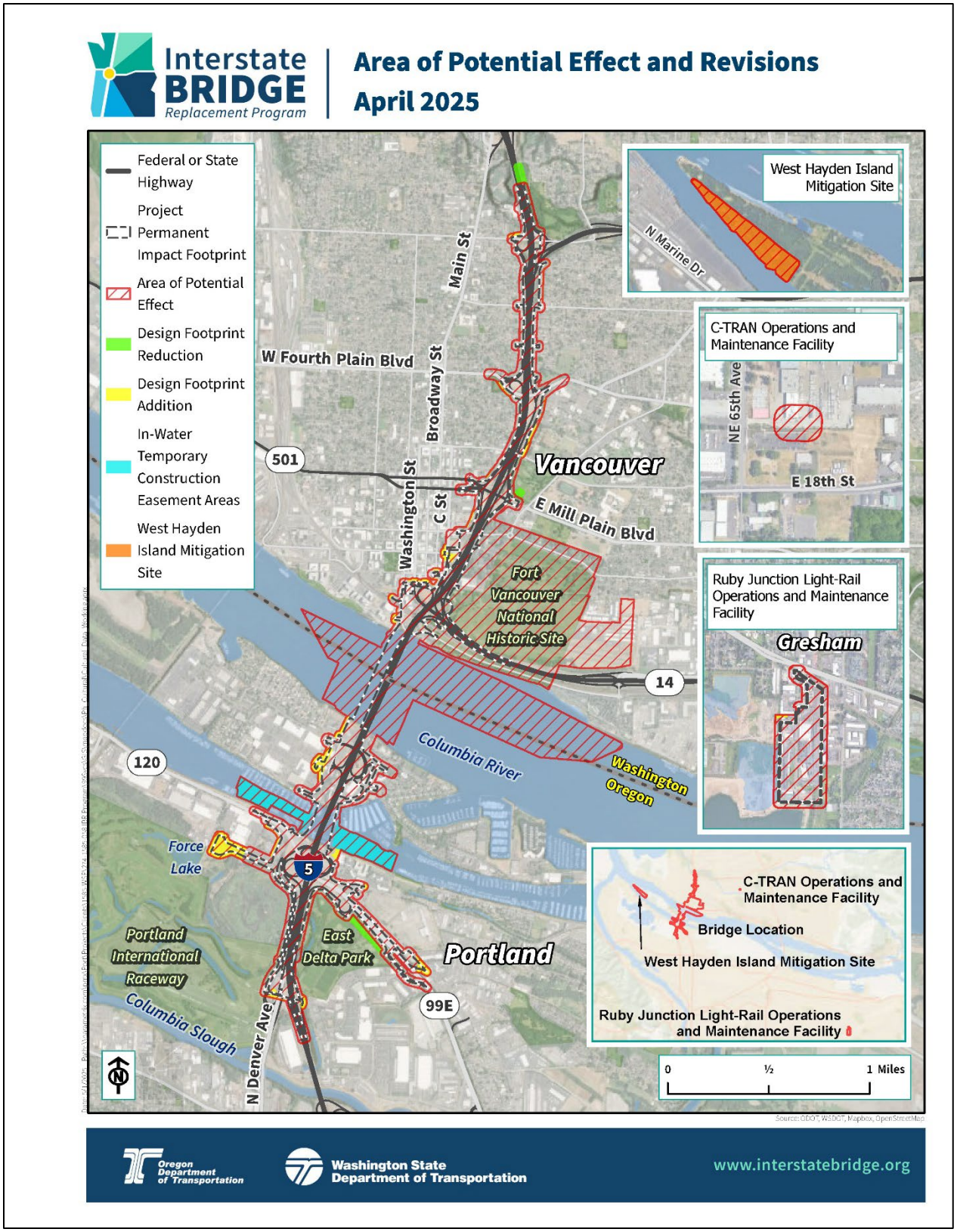

Figure 1. Overview map showing the IBR APE and updates.

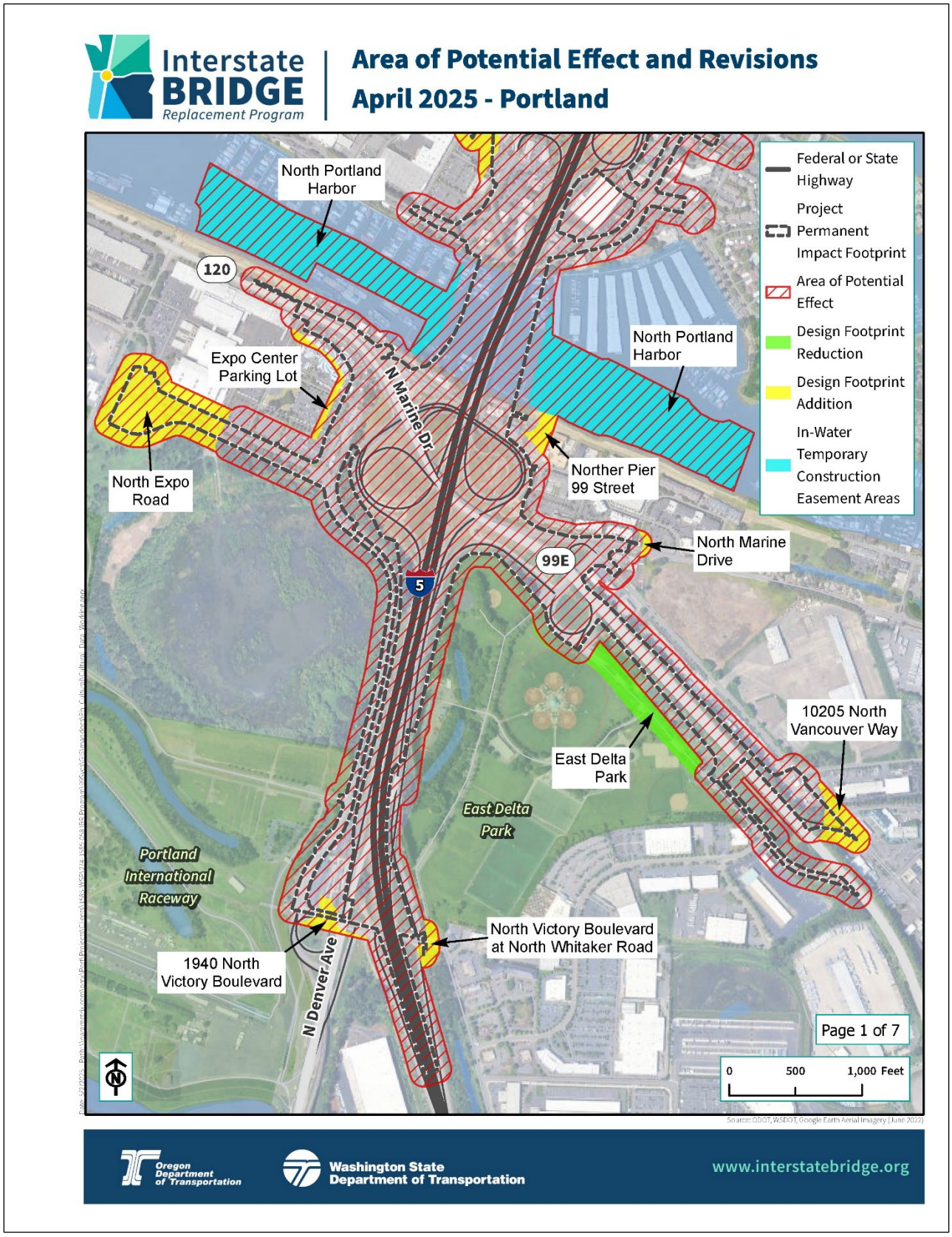

Figure 2. Aerial map showing the North Portland portion of the IBR APE and updates.

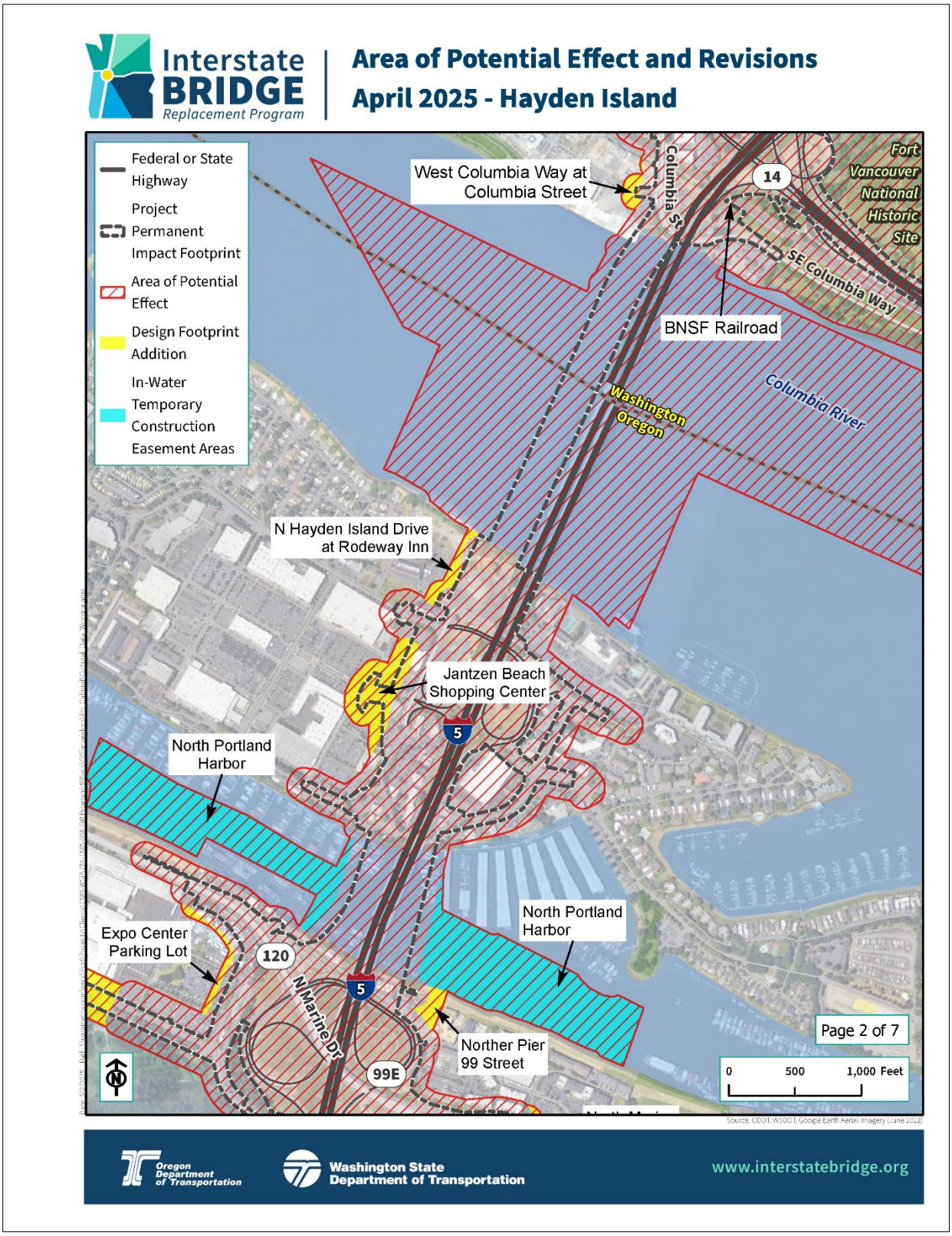

Figure 3. Aerial map showing the Hayden Island portion of the IBR APE and updates.

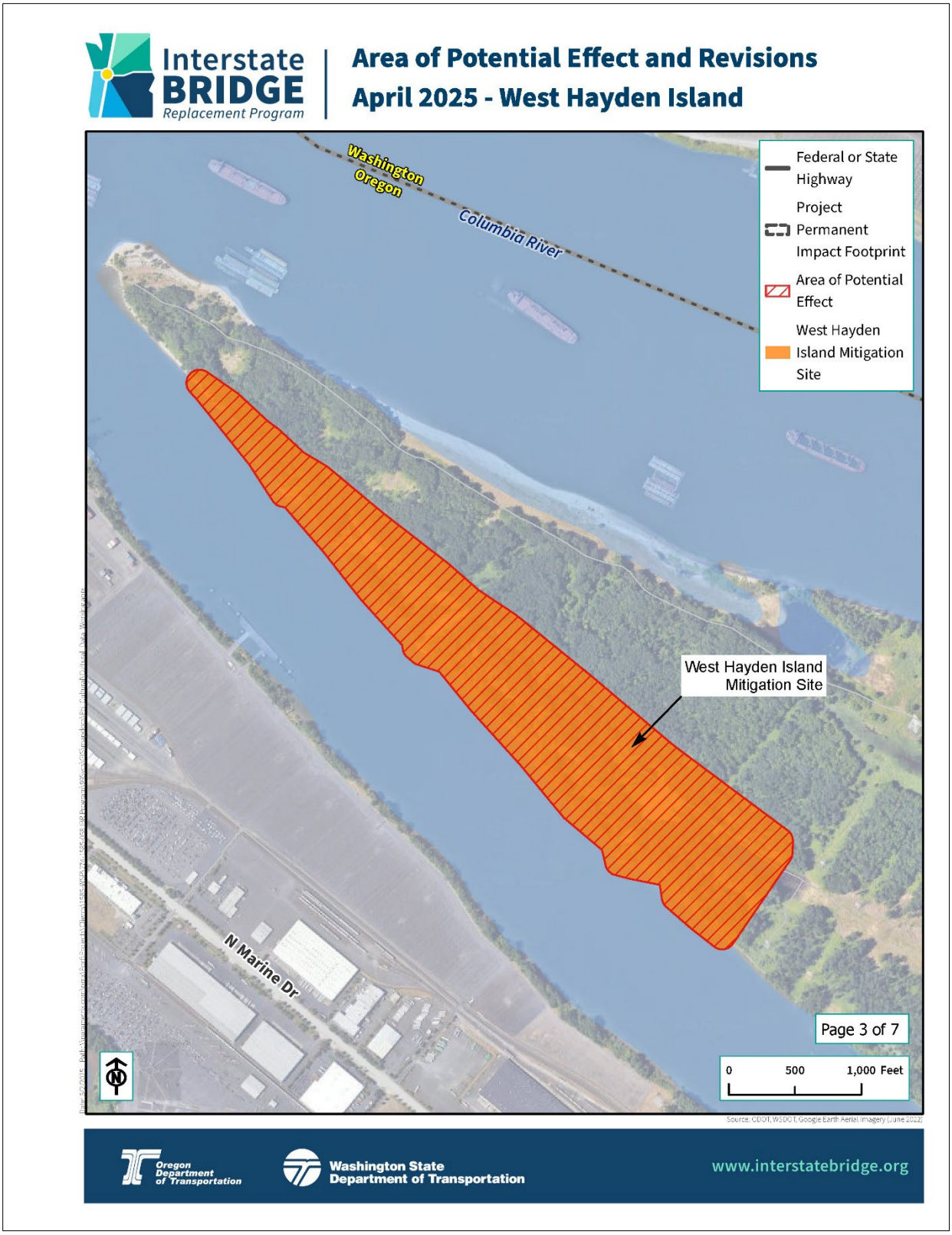

Figure 4. Aerial map showing the West Hayden Island Mitigation Site portion of the IBR APE and updates.

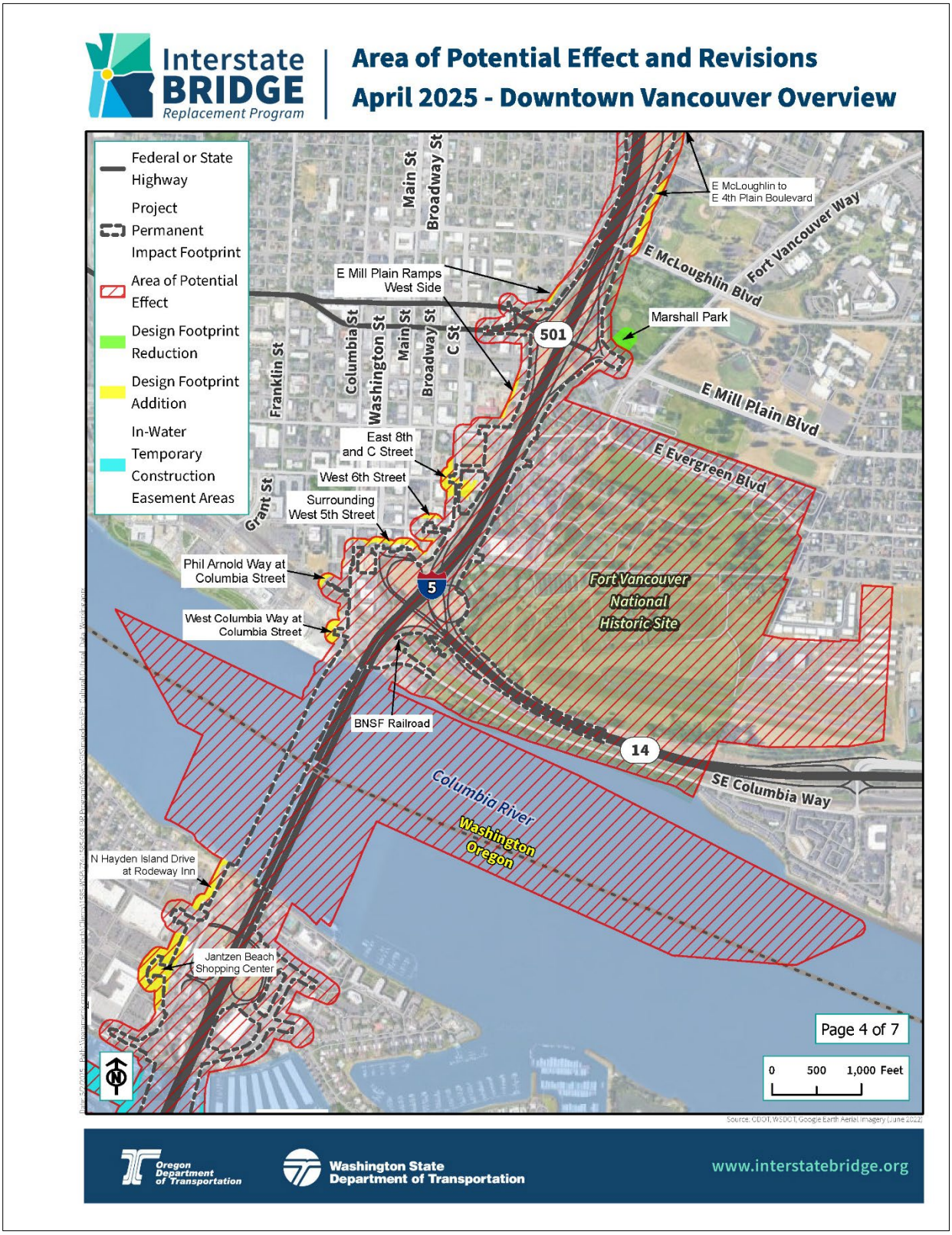

Figure 5. Aerial map showing the Downtown Vancouver portion of the IBR APE and updates.

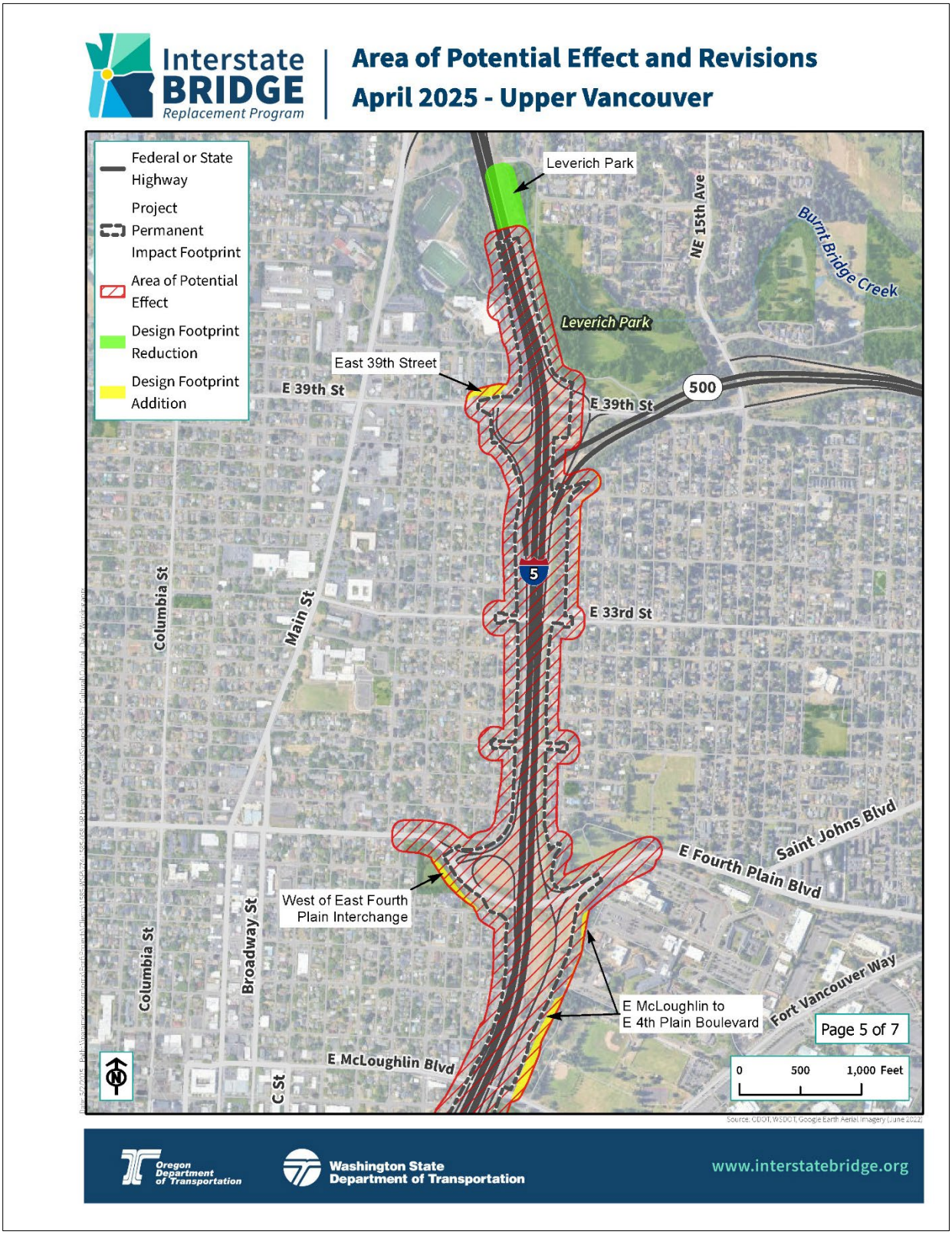

Figure 6. Aerial map showing the North Vancouver portion of the IBR APE and updates.

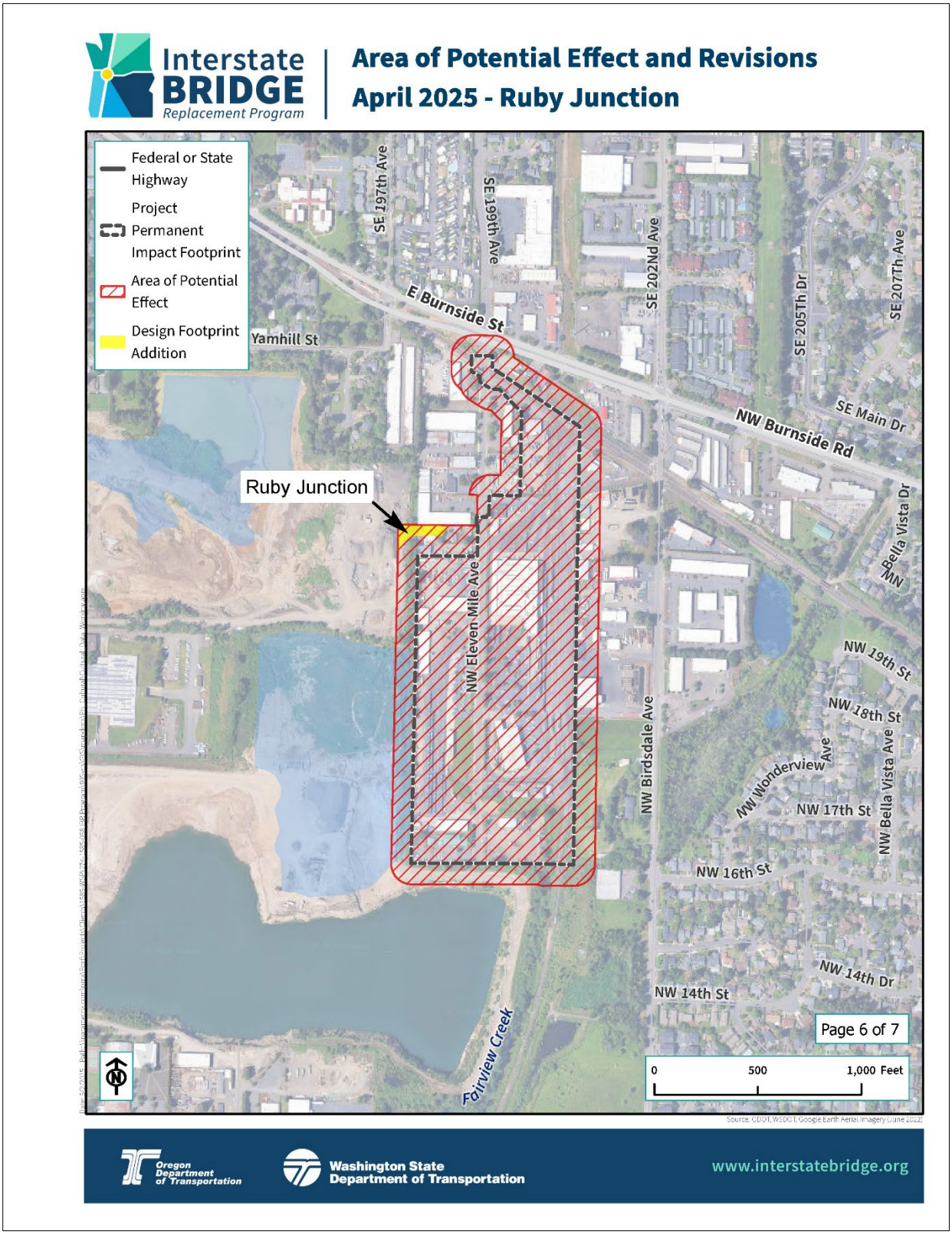

Figure 7. Aerial map showing the Ruby Junction portion of the IBR APE and updates.

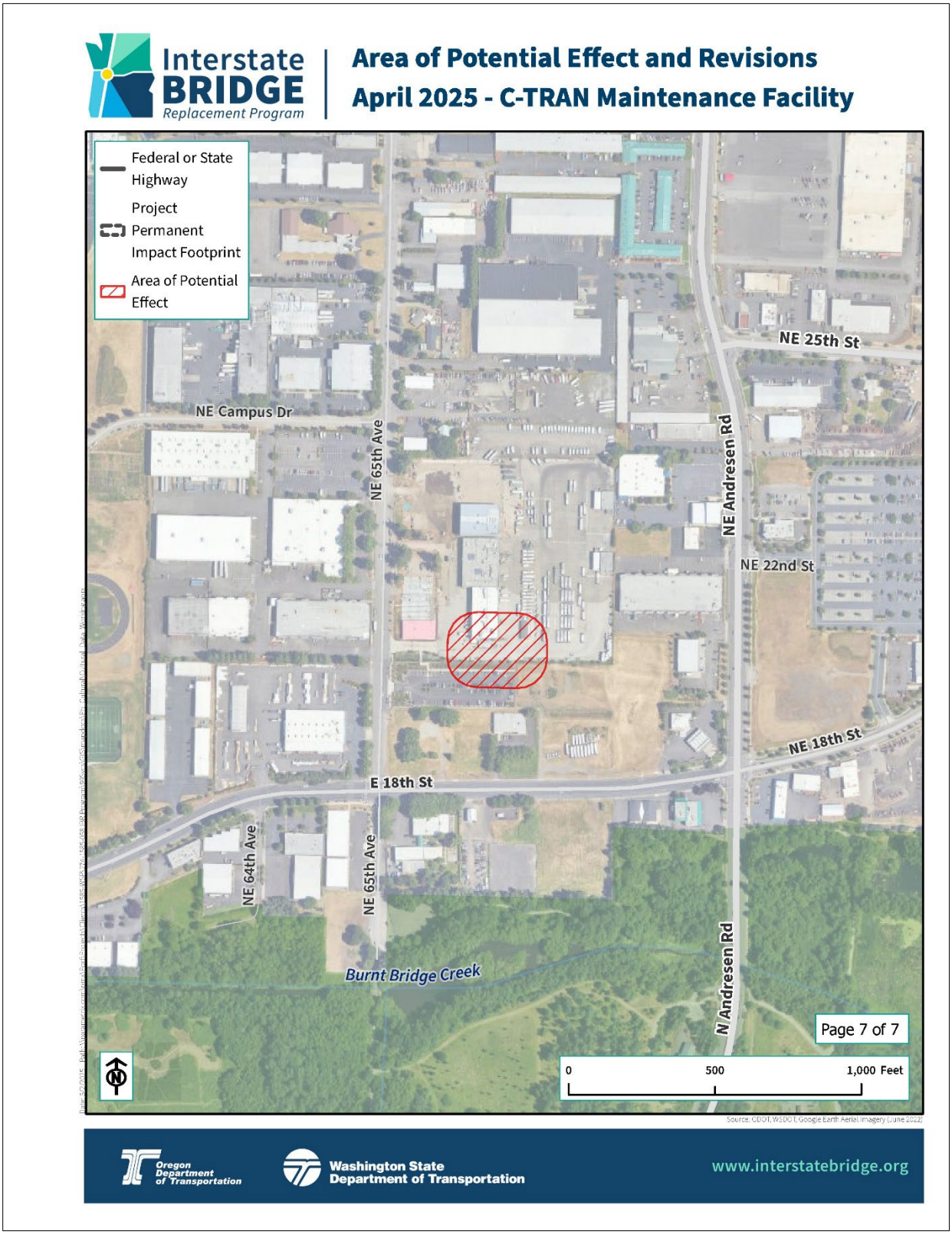

Figure 8. Aerial map showing the C-Tran Maintenance Yard portion of the IBR APE (no updates proposed).

Oregon Cultural Resources in the APE Expansion Survey Area

Table 1. Oregon Cultural Resources in the APE Expansion Survey Area.

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 185	1940 North Victory Boulevard Portland International Raceway	1N1E04 - 00400	1961 Sports facility No discernible form – no discernible style. Asphalt paved racing track with irregular turns at the northwest end. The track encircles a grassy area with a narrow pond, as well as a paved parking lot and an unpaved track. The main track was re-routed in 1966 and again, partially, in 1984.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 186a	10350 North Vancouver Way Jubitz Truck Stop - Ponderosa Lounge & Grill, Portlander Inn *53460*	1N1E03DB - 01200 1N1E03DB - 01000	1979 Restaurant, Hotel No particular form - No particular style. 1–4 story building clad in imitation horizontal wood siding and stucco with flagstone wainscotting with an irregular footprint and complex roof form covered in standing seam metal panels. Fixed commercial aluminum frame windows with multi-light clerestories line the commercial areas while sleeping quarters are defined by sliding units. The building's 4-story north section is a later addition, constructed between 1999 and 2000.	Recommended not eligible. Lacks sufficient integrity.	
OR 186b	10350 North Vancouver Way Jubitz Truck Stop - East Building	1N1E03DB - 01200	1970–1981 Hotel Motel – No particular style. 2-story building with a rectangular footprint and a standing seam metal side-gabled roof. Clad in stucco and rubbly masonry veneer with aluminum windows with sliding lower sashes.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Map ID	Address / Historic Resource Name / Current Resource Name / SHPO Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
OR 186c	10310 North Vancouver Way Jubitz Truck Stop - South Building	1N1E03DB - 01200	1981 Specialty Store No particular form – No particular style. 2-story building with an L-shaped footprint, flat roof, and thick metal cornice. Constructed from textured and flush concrete masonry units (CMUs) with fixed multi-light commercial windows. Flat-roofed canopies extend from the northeast and southwest elevations. Both canopies are later additions.	Recommended not eligible. Lacks significance under Criteria A, B, C, or D.	

Washington Cultural Resources in the APE Expansion Survey Area

Table 2. WA Cultural Resources in the APE Expansion Survey Area.

Map ID	Address / Historic Resource Name / Current Resource Name / WISAARD Resource ID	Tax Lot	Construction Date / Function and Use / Physical Description	Previous Evaluation / National Register Recommendation	Photograph of Resource
WA 1360	2404 H Street Kiggins, John P. and Mary, House *18828*	45171000	1913 Single Dwelling (Business) Foursquare – Craftsman style. 2.5-story residence with intersecting rooflines and a wraparound porch. Clad in horizontal wood siding with decorative half-timbering set in stucco on gable ends. Alterations include relocation from original site on C Street, replacement of original sash windows with modern equivalents, and a large addition to the west rear of the building including an attached garage.	**NRHP Listed (1995): Criteria B and C.** Associated with John P. Kiggins, a multi-term mayor, business leader, and city booster; representative example of the Craftsman style applied to a unique building form.	

Historic Context Statements

North Portland

Known during the early twentieth century as "the Peninsula," the land in the northern reaches of Portland was marshy bottomland, prone to both seasonal flooding and groundwater swelling.[5] Starting in 1917, the newly formed Peninsula Drainage District No. 1 constructed a series of dikes, drainage ways, and mechanical pumping stations to mitigate seasonal flooding and prepare the area for agricultural, recreational, and industrial development.[6] Throughout the 1920s, city leaders and citizens viewed the expenditure to create parks and recreational infrastructure as "a necessity" for social health.[7] The city invested in the acquisition and expansion of parks and recreational spaces in North Portland, including Pier Park (1922) and Peninsula Golf Course (1926).[8] Private entrepreneurs also funded the development of commercial recreation facilities like the Jantzen Beach Amusement Park (1928).[9]

During World War II, the Peninsula golf course was removed and re-developed as the Vanport and East Vanport wartime housing projects. Following the War's conclusion East Vanport was decommissioned between 1945 and 1946 and subsequently dismantled. Vanport remained in use until 1948 when severe flooding caused the dike that surrounded Vanport from Smith Lake to breach. Floodwater rapidly enlarged the breach catastrophically, leaving fifteen people dead and the city uninhabitable.[10] The remains of the housing complex, which at its peak housed over 40,000 residents, were removed by 1949.

In 1960, Portland voters approved the annexation of approximately 855 acres of unoccupied land in Vanport. The remaining grid of the streets was salvaged and modified by the Portland Junior Chamber of Commerce to form a racetrack (OR 185), which opened in 1961 for the first annual Rose Cup Sports Car Race.[11] Over the following years the track continued to host vehicular races, as well as motorcycle and kart events.[12]

[5] Evan Dulin and C. Mirth Walker, *Vanport Wetlands Long-Term Management Plan*, (Portland, OR: SWCA Environmental Consultants and Port of Portland, January, 2018), 2.
[6] Dulin and Walker, *Vanport Wetlands*, 2.
[7] "Dedication of Pier Park," *St. Johns Review* (St. Johns, Portland, OR), March 24, 1922, 1; Dulin and Walker, *Vanport Wetlands*, 2.
[8] "Pier Park," *St. Johns Review.*
[9] "Pier Park," *St. Johns Review;* Dulin and Walker, *Vanport Wetlands*, 2.
[10] Michael McGregor, "The Vanport Flood," Oregon History Project, 2003. https://www.oregonhistoryproject.org/articles/essays/the-vanport-flood/#.Y4mIln3MJhF.
[11] "Rose Cup Sports Car Race Slated," *Oregonian* (Portland, OR), May 21, 1961:18.
[12] Portland International Raceway, "History," https://portlandraceway.com/?/about/history.

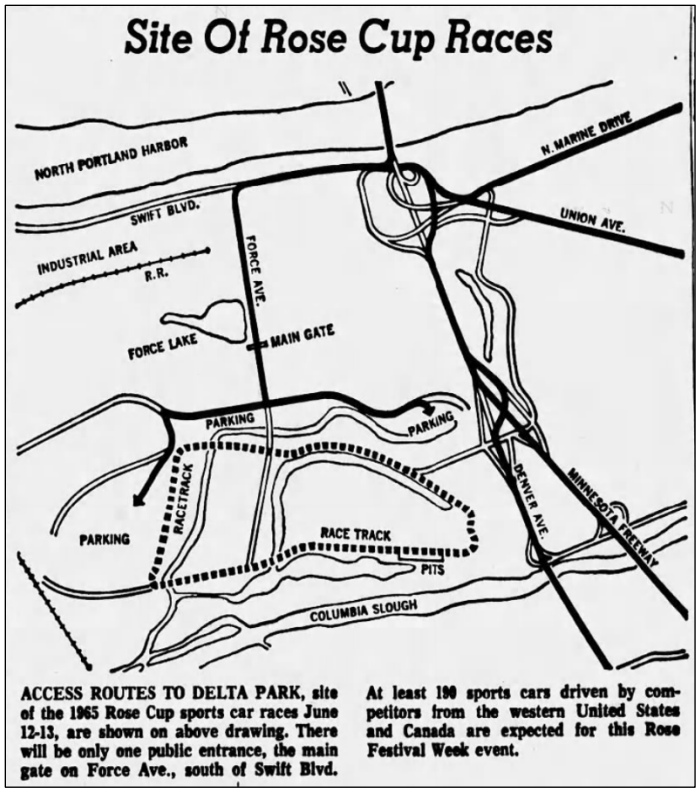

Figure 9. Map of the racetrack, published in the *Oregon Daily Journal* in 1965 (Oregon Daily Journal, June 6, 1965:S3P7).

The construction of the Minnesota Freeway (today Interstate 5 or "I-5") physically separated the racetrack from the nearby Delta Park. The freeway re-routed north-south traffic from Interstate and Union avenues to an expanded and re-aligned Denver Avenue. As seen in historic aerial imagery, the freeway's expansion further divided the east and west sections of the former Vanport site; a new bridge across the Columbia Slough created an additional fragment in the southern reaches of the East Vanport site, south of the contemporary location of Delta Park. The freeway right-of-way was secured in 1962, and after grading and paving, the new route opened to motor vehicle traffic in late 1964.

In 1966 the newly formed Oregon Racing Federation announced a plan to expand the facilities and reopen them as Portland International Raceways (Figure 9).[13] The plan included the construction of a one-eighth-mile-long drag strip, which repurposed the existing North Cottonwood Avenue.[14] The new Portland International Raceways (PIR) was completed in time for the 1969 Rose Festival.[15] The racetrack has since been updated multiple times, both for general maintenance and to accommodate advancements in racing vehicles.

[13] "$900,000 Race Site Plan Told," *Oregon Daily Journal* (Portland, OR), December 15, 1965:3.
[14] "Portland to Delay Work on Delta Park Drag Strip," *Oregonian* (Portland, OR), April 5, 1968:18.
[15] "Track to Open: Rose Drags Set," *Oregonian* (Portland, OR), June 5, 1969:S3P5.

Jubitz Truck Stop

Monroe Albin "Moe" Jubitz (1916–2001) was born in Portland, Oregon where he attended Lincoln High School and, later Yale University in New Haven, Connecticut. After graduating in 1939, Jubitz served in the Merchant Marines during World War II before returning home to work for the local Wilhelm Trucking firm. In 1952, he established his own company, Fleet Leasing Inc., in southeast Portland.[16] By the late 1950s, the operation had outgrown its original site, and Jubitz purchased several acres of then-undeveloped former floodplains in the North Portland Industrial District.

On the newly acquired land, Jubitz constructed the Jubitz Truck Stop (OR 186), a complex that offered truck repair, driver services, and washing facilities for the growing number of commercial teamsters. While stations setup for traveling teamsters were found wherever goods were shipped over long distances, "truck stops" were becoming increasingly common along the American roadside. Initially emerging as small 24-hour service stations along the country's two-lane highways, early trucks stops were often within or immediately adjacent to commercial centers. However, the development of the country's highway system, facilitated by the Federal Interstate Highway Act of 1956, allowed truck drivers to bypass these centers, and the need for new stations alongside the new freeways became immediately apparent. The Jubitz Truck Stop was one of many that found success through the rise of interstate trucking and, by 1975, there were approximately 4,000 truck stops in the US.[17]

In North Portland, Jubtiz's new business precipitated a period of growth in the area, and other similar companies soon followed.[18] In the mid-1960s, the massive influx of traffic brought by the completion of the Minnesota Freeway caused Jubitz to further expand the operation and, by 1968, the truck stop encompassed twelve acres including a restaurant, bar, and motel.[19]

In April 1979 a fire caused extensive damage to the truck stop's restaurant and store building. In response, Jubitz constructed a new $1.2 million dollar facility, designed by Vancouver architecture firm Nelson, Walla, & Dole (Figure 10). The building was completed by the spring of 1980 and received widespread praise and national recognition from industry publications. It incorporated a trucker motif, including "chrome diesel stacks used as light fixtures at the restaurant entrance, the marker lights that dot interior walls, the diamond-plated metal borrowed from truck 'steps' and applied to the bottom of the counter seat areas, the stitched seats that echo those in trucks and the truck wheel reproduction that makes up the cocktail table tops."[20]

[16] Lesson, Fred, "Trucking Magnate Jubitz Dies at 84," *Oregonian*, February 23, 2001, D1.
[17] Stephanie L. Day, "Home Away from Home: The Evolution and Meaning of American Truck Stops" (master's thesis, University of Kansas, 2009) 16.
[18] Robertson, Bill, "'Fools Luck' Aids Growth," *Oregon Journal*, May 26, 1970, 11.
[19] Robertson, Bill, "'Fools Luck' Aids Growth," *Oregon Journal* (Portland, OR), May 26, 1970, 11.
[20] Bob Olmos, "Truck Stop's Design Has Truckers in Mind," *Oregonian* (Portland, OR), August 10, 1980, E1.

The Jubitz operation has continued to expand into the present day and provided a hub for the development of commercial trucking services throughout the North Portland industrial belt. Today, the truck stop includes a movie theatre, lounge, and expanded motel accommodations in addition to truck repair, fueling, and other amenities. In 2003, the Jubitz Truck Stop was rated the "World's Classiest Truck Stop" by the Travel Channel.

Figure 10. Photograph of the new Jubitz Truck Stop (Oregonian, August 10, 1980, E1).

Washington

The historic property located in the Washington portion of the APE (WA 1360) was originally located within Vancouver's Esther Short neighborhood but has since been moved to the north end of the Arnada neighborhood. Historic context statements for both neighborhoods may be found within the Historic Resources Baseline Survey Report for Clark County, Washington.[21]

[21] Alsobrook et al., *Interstate Bridge Replacement Program Historic Resources Baseline Survey, Clark County, Washington, 195–98*.

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