



# STEWARDSHIP

**Restoration** is defined as the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period. The limited and sensitive upgrading of mechanical, electrical, and plumbing systems and other code-required work to make properties functional is appropriate within a restoration project.

1. A property will be used as it was historically or be given a new use which reflects the property's restoration period.
2. Materials and features from the restoration period will be retained and preserved. The removal of materials or alteration of features, spaces, and spatial relationships that characterize the period will not be undertaken.
3. Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate and conserve materials and features from the restoration period will be physically and visually compatible, identifiable upon close inspection, and properly documented for future research.
4. Materials, features, spaces, and finishes that characterize other historical periods will be documented prior to their alteration or removal.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize the restoration period will be preserved.
6. Deteriorated features from the restoration period will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials.
7. Replacement of missing features from the restoration period will be substantiated by documentary and physical evidence. A false sense of history will not be created by adding conjectural features, features from other properties, or by combining features that never existed together historically.
8. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
9. Archeological resources affected by a project will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
10. Designs that were never executed historically will not be constructed.

## 3.1 TREATMENT APPROACH

The treatment approach recommended for the park is restoration. Federal and state agencies as well as the broader historic preservation community in the United States follow guidelines established by the Secretary of the Interior of the National Park Service for working with and planning related to historic properties. These guidelines delineate four different approaches that are generally accepted as standards for treating site's, landscapes, buildings, structures and their spaces, features and vegetation. They are preservation, rehabilitation, restoration, and reconstruction or replication.

Restoration defined by the *Secretary of the Interior's Standards for the Treatment of Historic Properties* (1995) "focuses on the retention of materials from the most significant time in a property's history, while permitting the removal of materials from other periods."

This approach acknowledges the need balance continued community recreation activities and needs with preservation of existing character-defining features and a gradual reintroduction of missing features. This recommended approach takes into consideration the historic and architectural significance of the site, its primary recreation function within the 1923 master plan for the City of Longview, the extent of previous alterations to vegetation, circulation networks, topography and the built environment.



## 3.2 POLICY

Lake Sacajawea Park is clearly a beloved public space in the Longview community. The high level of stewardship and care lavished on the park is quite evident. However, it is also apparent that decisions about activities, structures, vegetation, and spaces have been made over the years in the absence of an overall plan and understanding of the park's historical context and purpose. The Lake Sacajawea Preservation Plan seeks to fill that need by documenting the evolution of the park from its original design through today and suggesting ways to maintain its historic significance.

The goal of the Lake Sacajawea Preservation Plan is to recapture the original vision of the park while accommodating contemporary needs. It is not the intent of the preservation plan to eliminate all but original features or to freeze the park in time. The plan provides a reference point for thoughtful and deliberate action so that over time the essential historic character of this special place is revealed and enhanced. The plan can be used to focus limited resources to that end. It can encourage surrounding neighborhoods to invest in the park's future. It can inform environmental review processes, and it can clarify responsibilities for decisions. All actions have consequences, but all actions are not equally consequential. With the plan as a guide, a cooperative stewardship approach can be developed that manages the park in a responsible, inclusive, and creative manner for the benefit of future generations.

This chapter offers recommendations on how to best use the plan. It suggests roles for the city departments with jurisdiction over the various elements in and around the historic park, and a structure for making both small and significant decisions. It also provides information on federal compliance requirements for historic properties and parks that are pertinent to the Public Works Department.

## 3.2.1 PRESERVATION STANDARDS

The *Secretary of the Interior's Standards for the Treatments of Historic Properties* are the guiding principles for the various forms of historic preservation activities. Restoration is recommended as the treatment standard for Lake Sacajawea Park, as discussed earlier in the plan. The accompanying Guidelines for Restoring Historic Buildings, which apply to all resource types, assist in appropriately implementing these standards by describing the activities that support the restoration goal. The guidelines recommended a graduated approach to restoring historic properties:

- Identification, retention, and preservation of materials from the restoration period;
- Protection and maintenance of materials and features from the restoration period;
- Repair (stabilize, consolidate, conserve) materials and features from the restoration period;
- Replacement of extensively deteriorated features;
- Removal of features from other historic periods; and,
- Reconstruction of missing historic features from the restoration period.

The many decisions that must be made to manage Lake Sacajawea Park to a restoration standard can be drawn directly from the Guidelines.

### 3.2.1.1 Identification

The historic context statement and inventory of existing features is the backbone of any historic preservation plan. Understanding what was envisioned for Lake Sacajawea Park and what has occurred over time gives a baseline for planning at both the department level and citywide levels.

### 3.2.1.2 Retention and Preservation

At its very basic, historic preservation involves retaining or preserving what exists. This involves understanding which features are original and assessing the condition of those features in order to develop treatment plans for preservation or to arrest deterioration. This falls within normal maintenance practices usually

performed by staff with the assistance of the information in the preservation plan and basic preservation training.

### *3.2.1.3 Repair*

Repairing significant features that are damaged, deteriorated, or eroded is an ongoing and essential activity in an historic landscape. The goal of repair is to make important damaged features whole. It usually concentrates on small fixes so that the feature retains the bulk of its historic fabric. Repairs should be done with original or in-kind materials when possible. With adequate information and training, repair decisions may be made and executed by staff.

### *3.2.1.4 Replacement*

This involves substituting new features for historic when original features are too greatly deteriorated to repair. Optimally, some evidence of original design or documentation exists to verify original forms. In the event that replacing lost features with in-kind materials is too costly, or in other ways infeasible, contemporary materials may be substituted. With suitable documentation and the assistance of the preservation plan, replacement decisions can be made by trained staff or advisors, with execution done through skilled crafts people.

### *3.2.1.5 Removal*

Returning an historic property to its significant historic period may involve removing later period additions as they reach the end of their life cycles. The preservation plan identifies the additions to the historic park. Determining whether features should be removed, as well as when and how, are tasks for trained preservation professionals and/or a preservation commission familiar with applying the Secretary of Interior Standards. Removal should be done carefully, backed by research, and with full documentation of the later features. Recording removed features should be done with professional assistance. Implementing removal decisions may be done through existing staff trained in basic preservation techniques.

### *3.2.1.6 Reconstruction*

This refers to reproducing missing historic features when those features are integral to the overall property design. Where documentation provides clear evidence of the existence, form, and details of features, exact reproductions are recommended with original materials, but substitute materials may also be carefully used. Fake historicity is never appropriate, which is why decisions regarding reconstruction should be made by trained preservation professionals and/or a preservation commission familiar with applying the Secretary of the Interior Standards. Reconstruction is a complex and painstaking task, requiring research, professional design assistance, and skilled crafts people.

A framework for decision-making can be constructed along the lines of the Guidelines that address questions concerning the roles of the various city departments in park stewardship. The following section lays out how jurisdiction for the decisions described above might be assigned.

### 3.2.2 STEWARDSHIP ROLES

Because Lake Sacajawea is also a local historic district, confusion sometimes arises over authority for approving changes within the park. The Longview Parks and Recreation Department is responsible for ongoing management, maintenance, activities, and physical improvements. However, the Longview Historic Preservation Commission also plays a role in protecting the historic features and character of the park. The roadways bordering the park – while not included in the formal historic district – profoundly affect its physical character. The Longview Public Works Department is responsible for maintenance and repair of the roadways. Informal cooperation between the three entities regarding the park appears to be relatively high. Still, issues sometimes arise where jurisdiction is murky and the decision-making process is unclear. Before suggesting ways to increase cooperation and streamline stewardship at Lake Sacajawea, a brief description of the involved departments is in order.

#### 3.2.2.1 Longview Parks and Recreation Department

The department maintains and manages 435 acres of park and open space for the residents of Longview. The Parks and Recreation Plan 2008 update describes its vision and mission:

*Our vision is that “we create community through people, parks and programs”. Our mission is to “ensure that the citizens of Longview experience the benefits of leisure pursuits through responsive programming, dedicated leadership, quality parks and facilities, and collaboration with other organizations all for the purpose of enriching lives and developing life skills while appreciating our diversities.” Our commitment is to provide quality recreational opportunities that address the needs of our community, protect the natural environment through a diversified system of parks and open space, and preserve a high quality living environment for future generations.*

The department is divided into four divisions. For the purposes of this plan, the most pertinent division is the Parks Services Division, responsible for maintenance of park grounds and amenities, as well as the city’s 12,000 park and street trees, including those ringing the historic district. Its work has earned and maintained Longview’s “Tree City USA” designation for twenty-five years. Administrative sup-

port for this division is currently part-time. The Facilities Maintenance Division is also involved in Lake Sacajawea Park by virtue of its responsibility for maintenance of Longview's public buildings. A five-member Parks and Recreation Advisory Board/Tree Board advises the department and provides recommendations to City Council on acquisition, planning, and design issues. This board is currently involved in Urban Forest Management in an advisory capacity.

The 2008 Park and Recreation Plan Update discusses Lake Sacajawea Park in relationship to the immediate population it serves, the surrounding land uses, and the types of facilities present. It also presents management recommendations for new improvements to the park. These recommendations include:

- Replacing and relocating play equipment;
- Upgrading irrigation equipment;
- Installing a band shelter at Martin's Dock;
- Continuing the path lighting project; and,
- Installing new park signs.

The update does not reference Lake Sacajawea's historic significance, its place within the original historic plan of the community, or the preparation of the inventory and preservation plan. It is recommended that the Lake Sacajawea Preservation Plan be adopted into the Parks and Recreation Plan Update, and that the recommended new improvements be revisited in light of the information and recommendations contained in the preservation plan.

### *3.2.2.2 Longview Historic Preservation Commission*

A seven-member citizen board, the Historic Preservation Commission

*[i]dentifies and actively encourages the conservation of the city's historic resources by initiating and maintaining a register of historic places and reviewing proposed changes to register properties. Raises community awareness of the city's history and historic resources, and serve as the city's primary resource in matters of history, historic planning, and preservation. Conducts and maintains a comprehensive inventory of historic resources within the boundaries of the city known as the Longview historic inventory.*

The Longview Historic Preservation Commission is a Certified Local Government (CLG) under the guidelines of the National Park Service and is eligible to partici-

pate in the national historic preservation program. This designation results from implementing an historic preservation ordinance and a local register of historic places. The designation allows the commission to comment on proposed nominations to the National Register of Historic Places, and to participate in the CLG grants program administered through the state Department of Archaeology and Historic Preservation (DAHP). The Commission has sponsored several historic surveys using these grants, particularly in the Old Westside neighborhood, which borders the park. Lake Sacajawea Park is listed to the local register of historic places, as well as to the National Register of Historic Places.

The Historic Preservation Commission reviews changes to locally designated properties through a certificate of appropriateness process that grants approvals for alterations conforming to the *Secretary of Interior Standards for Historic Preservation*.

The exception to this review is “ordinary repair and maintenance” defined as . . .

*Work for which a permit issued by the city is not required by law, and where the purpose and effect of such work is to correct any deterioration or decay of or damage to the real property or structure appurtenance therein and to restore the same, as nearly as may be practicable, to the condition prior to the occurrence of such deterioration, decay, or damage. Longview Historic Preservation Ordinance, Chapter 16.12.030*

Under this provision, typical maintenance of the park and its existing features, as well as non-permit work that enhances the historic qualities of the park, are exempt from review by the Historic Preservation Commission. Any major activity ordinarily requiring a city permit must submit to Historic Preservation Commission review for a certificate of appropriateness before a permit may be issued. The commission is staffed on a part-time basis by a city planner with numerous other duties. When budgets allow, consideration should be given to expanding staffing for the Commission and the Parks Division.

Although not expressly within its purview, it is recommended the Historic Preservation Commission, with the assistance of the Planning Department, investigate ways to protect the historic roadway and buffer of street trees surrounding Lake Sacajawea Park. These important features lie outside the historic district, but are important to setting its context. The commission might investigate expanding the

boundaries of the historic district, or establishing a conservation district around the park's periphery that would require consultation with the commission for removal of the historic road surface, sidewalks, and street trees.

### *3.2.2.3 Longview Public Works Department*

This nine-division department has responsibility for... “planning, designing, constructing, maintaining and administering services related to the City’s infrastructure systems.” Its direct involvement in planning activities at the park is via the bordering roadways, which lie outside the historic district boundaries, but create an important buffer to the district. The most recent roadway activity affecting the park is the right-of-way improvements along the Ocean Beach Highway. This federally funded project triggered historic preservation review processes— known as Section 4(f) and Section 106 – which directly led to the preparation of this historic preservation plan. Outside of federally funded projects, the department impacts Lake Sacajawea Park through its ongoing maintenance of the surrounding historic road surface and sidewalks.

This well-loved and well-utilized place attracts residents from the entire community, and all have a stake in its future. Several stakeholders have direct interests in the long-term planning, maintenance, and management of Lake Sacajawea Park. Among these are the neighborhoods bordering the park, Longview High School, and other organizations on the park periphery, including churches and the YMCA. In addition, the Community Assessment Action Team, which is working on implementing recommendations for tourism based on the Community Tourism Assessment 2008, sees the park as one of the important community assets to attract visitors.

### 3.2.3 STEWARDSHIP RECOMMENDATIONS

The overarching recommendation in this historic preservation plan is to apply a restoration standard of care to the park that, over time, recaptures its original historic vision while accommodating contemporary needs. The preservation plan becomes the reference manual and the link between planning and site specific decisions.

The preservation plan includes an historic context. It provides a catalogue of original and distinctive features – both natural and manmade. It assesses the condition of those features, and it references lost features. With this information as a guide, future decisions at Lake Sacajawea Park can be more confidently managed. The plan provides the background information and a frame of reference critical to making both large and small decisions regarding retention and preservation, repair, replacement, removal, and reconstruction. However, it is unclear how the plan is best used and which department, commission, or interest group will be responsible for certain aspects of the plan and its vision?

The principal relationship for the park is between the Parks and Recreation Department and the Historic Preservation Commission. They have a long history of cooperation and deference to each other's responsibilities. However, even these departments are sometimes unclear as to what rises to the level of historic preservation review and what falls under general maintenance.

The plan recommends that the ongoing maintenance decisions within the park remain the exclusive responsibility of the Parks and Recreation Department. This department has a deep commitment to the park and understands its pre-eminence within the city. Its daily operations can and should support the historic values of the park.

The Historic Preservation Commission is highly dedicated to protecting the historic character of the park. It has an important role to play in the park's future, but it is currently unclear how and when they should be involved in decisions regarding this special, historic park. Not all decisions rise to the level of the Historic Preservation Commission. The commission must determine which decisions require its attention, when the Parks and Recreation Department would require its counsel,

and how surrounding neighborhood needs would be evaluated. The consulting team believes that managing Lake Sacajawea Park requires a cooperative stewardship approach that can support the recommendations in the historic preservation plan.

### *3.2.3.1 Cooperative Stewardship Structure*

The first recommendation is to adopt a cooperative stewardship approach that recognizes the park's historic significance, involves key stakeholders, and faithfully oversees the implementation of the plan. This approach should utilize existing resources efficiently, streamline decision-making, and augment stakeholder involvement in decisions about the park. The Parks and Recreation Department retains ultimate authority over the park, but uses the expertise of the Historic Preservation Commission as needed, and in conjunction with the recommendations that follow.

While the roles of the Parks and Recreation Department and the Historic Preservation Commission are relatively well-defined, a middle area of decisions exists that could benefit from both a level of subject-matter expertise and the input of major stakeholders. This calls for the creation of a new entity within the Parks and Recreation Department to fill that gap —the Lake Sacajawea Park Advisory Committee. While a Parks and Recreation Board Advisory Committee already exists, the complexity of implementing the return of Lake Sacajawea Park to its original vision requires a more focused partnership between city departments, surrounding neighborhoods, and other stakeholders.

### *3.2.3.2 Lake Sacajawea Park Advisory Committee*

The creation of this committee within the Parks and Recreation Department is key to the cooperative stewardship arrangement. Its proposed duties include:

- Supporting implementation of the preservation plan and advocating for the park;
- Advising the department on planning issues, as well as operating/capital budget requests; and,
- Providing a sounding board for neighborhood concerns/needs in the park.

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The advisory committee should ideally be comprised of members representing:

- The Parks and Recreation Advisory Board;
- The Historic Preservation Commission;
- Neighborhood organizations around the park;
- Longview High School;
- Additional subject-matter expertise in landscape architecture and/or horticulture-related specialties; and,
- Stakeholders, possibly including neighboring churches, the Community Assessment Action Team, the Audubon Society, the Go Fourth Committee, etc.

The committee should be housed and staffed through the Parks and Recreation Department, with technical assistance as needed from the Historic Preservation Commission. Meetings should occur quarterly or biannually as needed and be open to the public, with actions recorded via meeting minutes.

# City of Longview Lake Sacajawea Park Preservation Plan



## Legend

### Planning & Regulatory Boundaries

- Civic Center NRHP District
- Conservation District
- First Christian Church - Longview NRHP
- Lake Sacajawea NRHP District
- Longview Community Church NRHP
- Longview Women's Clubhouse NRHP
- Residential District
- Robert A. Long High School NRHP
- YMCA NRHP



## 3.2.4 DECISION-MAKING MATRIX

The following decision-making matrix tool illustrates the range of stewardship issues the park faces implementing the plan, divides those issues into categories consistent with the *Secretary of Interior Guidelines for Restoration* described below, and assigns responsibility for dealing with those issues to the appropriate entities. These matrixes are repeated at the front of each applicable inventory section in the preceding chapters.

- A property will be used as it was historically or be given a new use which reflects the property's restoration period.
- Materials and features from the restoration period will be retained and preserved. The removal of materials or alteration of features, spaces, and spatial relationships that characterize the period will not be undertaken.
- Each property will be recognized as a physical record of its time, place, and use. Work needed to stabilize, consolidate and conserve materials and features from the restoration period will be physically and visually compatible, identifiable upon close inspection, and properly documented for future research.
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- Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize the restoration period will be preserved.
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- Replacement of missing features from the restoration period will be substantiated by documentary and physical evidence. A false sense of history will not be created by adding conjectural features, features from other properties, or by combining features that never existed together historically.
- Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
- Archeological resources affected by a project will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
- Designs that were never executed historically will not be constructed.

## 3.2.4.1 Stewardship Roles

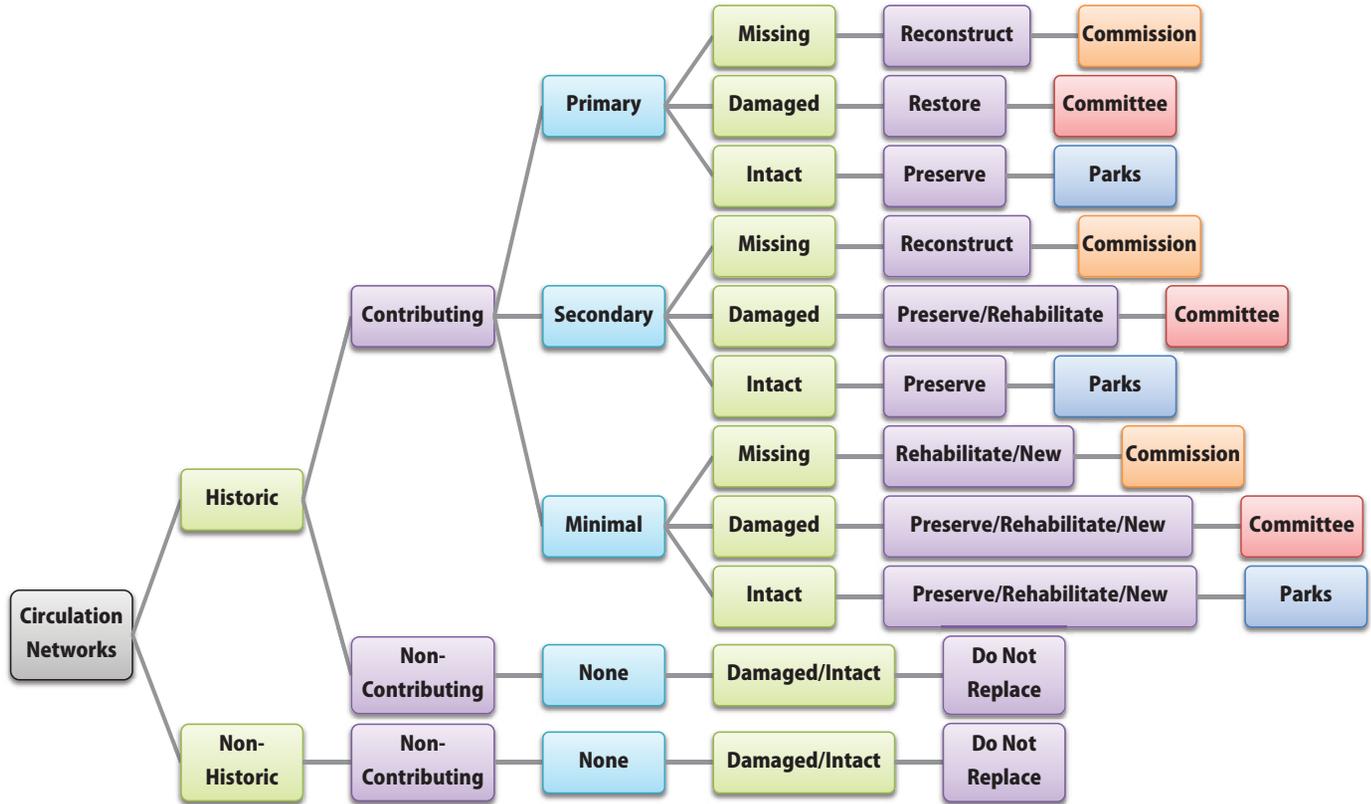
In the decision matrix, the Parks and Recreation Department, the Historic Preservation Commission, and the Lake Sacajawea Advisory Committee all have distinct roles implementing the recommendations of the historic preservation plan.

- **Parks & Recreation Department:** responsible for the overall management of the park and for the Retention and Preservation functions related to maintaining existing vegetation and features. No approvals required from the Historic Preservation Commission or the Lake Sacajawea Advisory Committee for these activities. Coordinates with both entities as needed. Supports training in basic preservation principles and techniques for key maintenance staff.
- **Lake Sacajawea Advisory Committee:** advises Park and Recreation Department on issues beyond typical maintenance but not requiring certificates of appropriateness/building permits, including Retention of non-historic features and Repair, Replacement, Removal, and Reconstruction items. Provides recommendations on planning and budget, interpretation, and volunteer activities to support the park and the implementation of the preservation plan. Develops policies on issues such as appropriate memorials and public art within park. Provides liaisons to Parks and Recreation Advisory Board and Historic Preservation Commission.
- **Historic Preservation Commission:** responsible for reviewing and approving any Replacement, Removal, and Reconstruction activity requiring a certificate of appropriateness. Should be advised on a regular basis by Lake Sacajawea Advisory Committee liaison on general implementation of the preservation plan, and consulted regarding major alterations not requiring formal certificate of appropriateness review. Also responsible for all archeology issues which may arise as a result of maintenance or construction activities in the park. Seeks annual DAHP training on project review and applying preservation standards for commissioners.
- **Department of Archaeology and Historic Preservation:** Not included in the matrix are issues that might trigger involvement by the state Department of Archaeology and Historic Preservation. DAHP is an engaged partner with the Longview Historic Preservation Commission and participates in the Section 106 and 4(f) processes, which result from federal involvement in projects and are described below. DAHP provides funding and training for certified local governments; it is also the first point of contact for archaeology issues, including inadvertent discoveries. A summary of state laws concerning archaeology and human remains is included in the appendix.

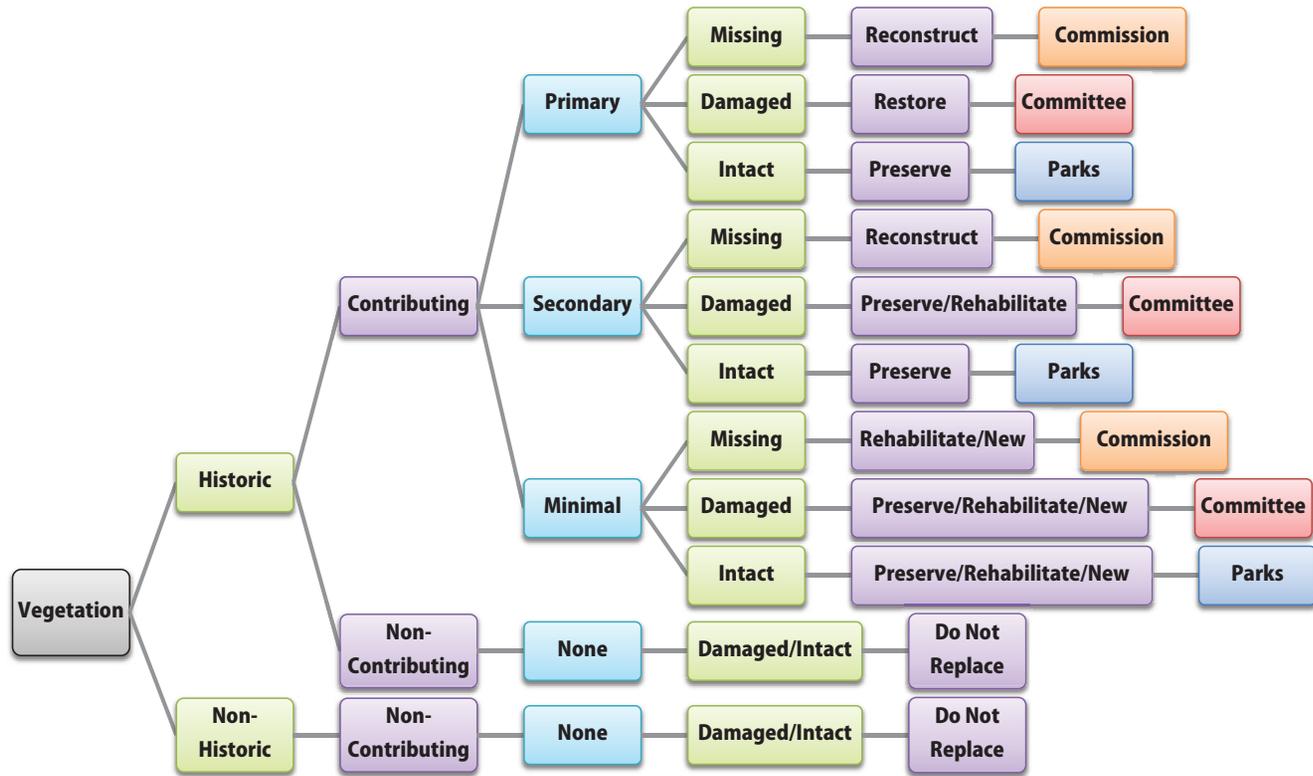
The Lake Sacajawea Park preservation plan is a result of federal compliance requirements. It forms the basis for a programmatic agreement with DAHP on future Section 106 actions. The team strongly recommends that the City of Longview and DAHP enter into such an agreement for the future stewardship of

the park. This agreement will streamline future decision-making involving federally funded projects that impact the park. These agreements are not project-specific. Rather, they outline the processes that will be undertaken to evaluate effects of projects on the park's historic integrity—including both historic and archaeological issues—and reach compliance on Section 106 requirements.

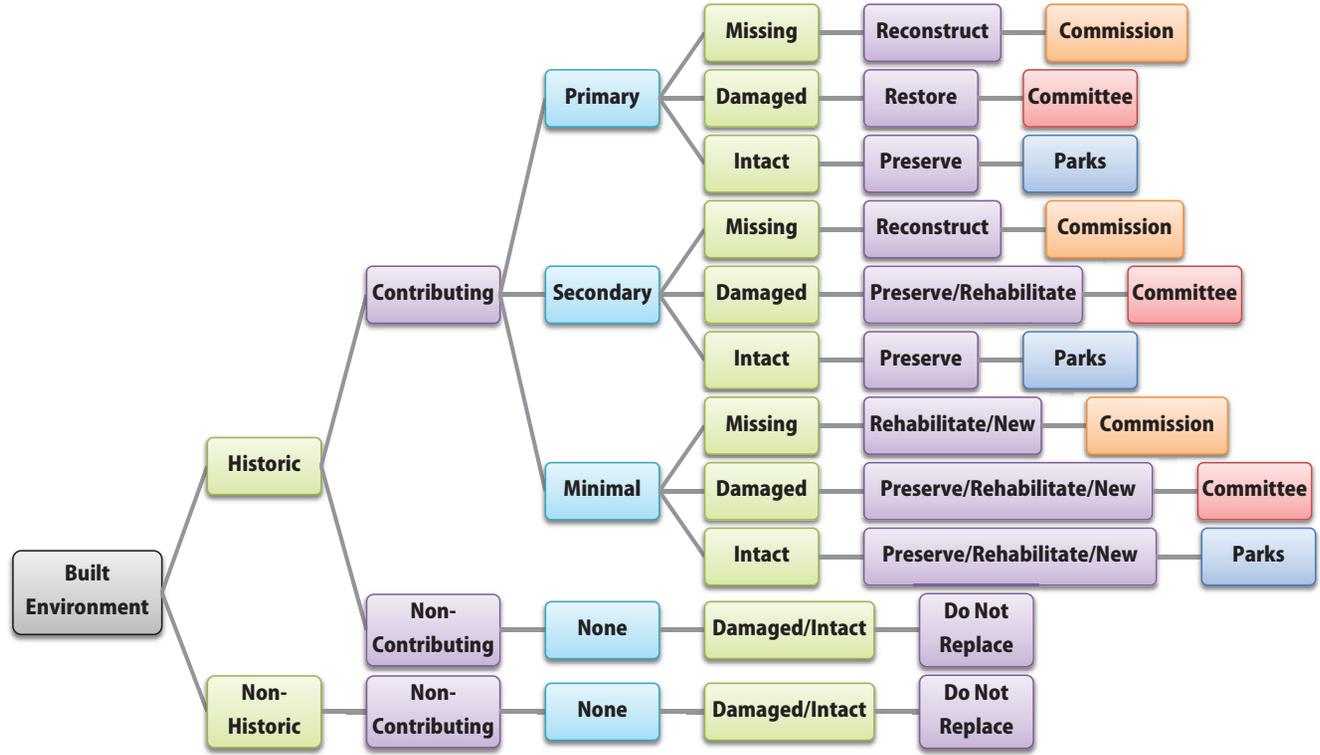
Decision-Making Matrix | Features



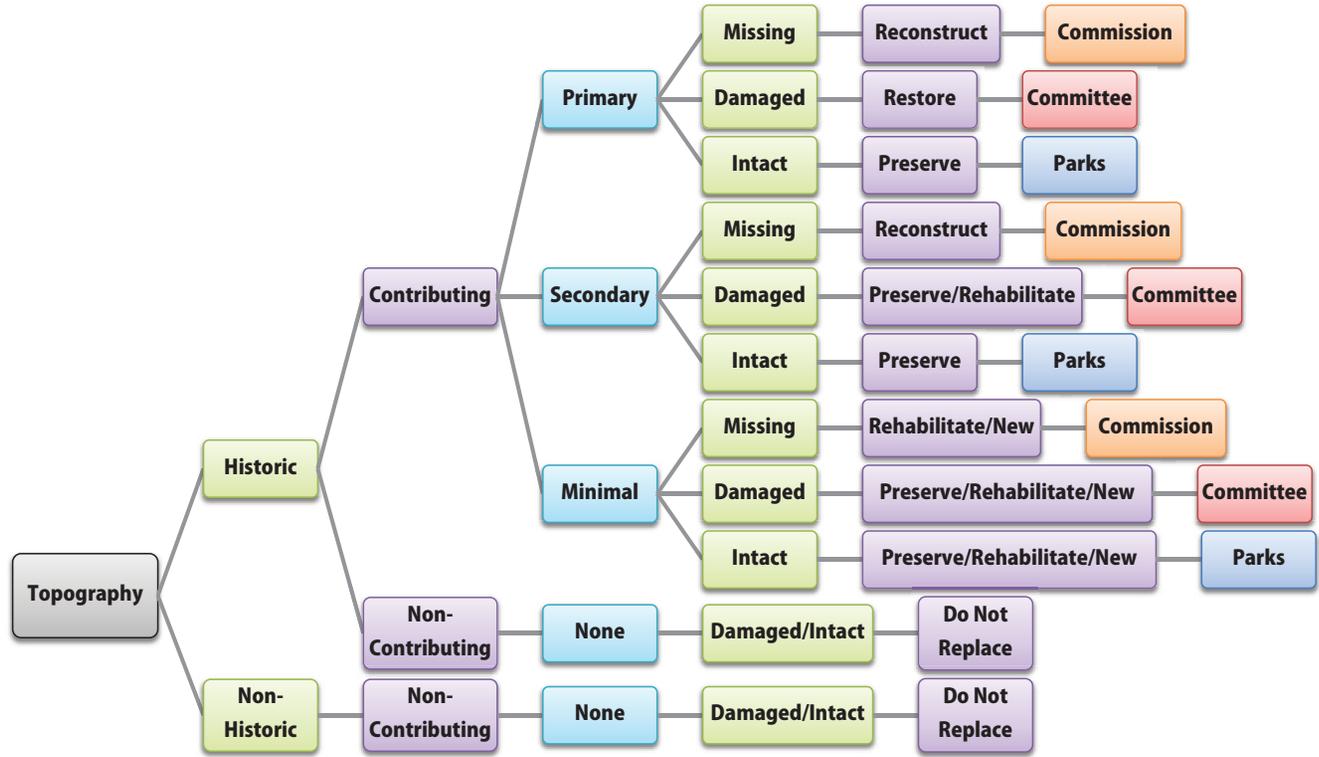
Decision-Making Matrix | Features



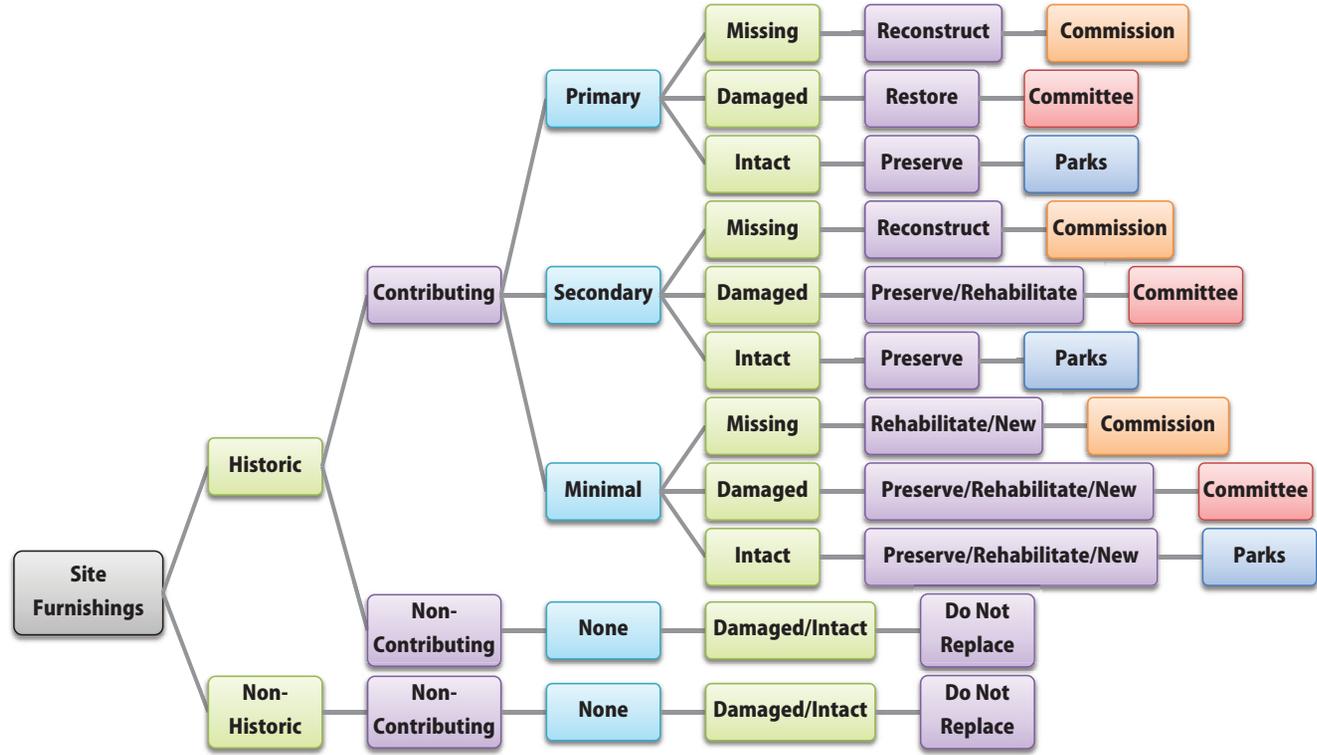
Decision-Making Matrix | Features



Decision-Making Matrix | Features



Decision-Making Matrix | Features



## 3.2.5 FEDERAL HISTORIC PRESERVATION COMPLIANCE

Longview's Department of Public Works is responsible for the roadways and right-of-way that rings Lake Sacajawea Park. Much of the funding for repair and expansion work – including the work on Ocean Beach Highway – comes all or in part from the Federal Highway Administration (FHWA). That nexus with federal funding brings into play different environmental compliance requirements, including two which relate to historic preservation. Section 4(f) of the USDOT Act of 1966, as well as Section 106 of the National Historic Preservation Act of 1966, outline planning processes that federal agencies must undertake prior to actions that might affect historic properties. These are separate requirements, but much of the same information can be used to satisfy both. While responsibility for meeting the requirements of both acts resides with applicable federal agencies, local grantees should always be consulted and are usually asked to provide information necessary for compliance. Following is a brief explanation of both requirements and the ways they are applied:

### *3.2.5.1 Section 4(f), 23.U.S.C.138*

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“It is hereby declared to be the national policy that special effort should be made to preserve the natural beauty of the countryside and public park and recreation lands, wildlife and waterfowl refuges, and historic sites. The Secretary of Transportation shall cooperate and consult with the Secretaries of the Interior, Housing and Urban Development, and Agriculture, and with the States in developing transportation plans and programs that include measures to maintain or enhance the natural beauty of the lands traversed. After the effective date of the Federal-Aid Highway Act of 1968, the Secretary shall not approve any program or project (other than any project for a park road or parkway under section 204 of this title) which requires the use of any publicly owned land from a public park, recreation area, or wildlife and waterfowl refuge of national, State, or local significance as determined by the Federal, State, or local officials having jurisdiction thereof, or any land from an historic site of national, State, or local significance as so determined by such officials unless (1) there is no feasible and prudent alternative to the use of such land, and (2) such program includes all possible planning to minimize harm to such park, recreational area, wildlife and waterfowl refuge, or historic site resulting from such use. In carrying out the national policy declared in this section the Secretary, in cooperation with the Secretary of the Interior and appropriate State and local officials, is authorized to conduct studies as to the most feasible Federal-aid routes for the movement of motor vehicular traffic through or around national parks so as to best serve the needs of the traveling public while preserving the natural beauty of these areas.” *23 U.S.C. 13*

Section 4(f) is a clear mandate for federal highway officials to avoid important natural and historic properties unless no prudent or feasible alternative is available. It requires an early planning review process that identifies historic properties and potential alternatives for roadways that will utilize land from historic resources or create an environment that compromises factors that make historic properties significant. It pertains only to USDOT agencies, including the FHWA and its grantees. Lake Sacajawea comes under this requirement as both a publicly owned park and as an historic property. If faced with a potential 4(f) situation, FHWA will seek information about a project to address the following questions:

- Is a property affected by the action a publicly owned park or listed to/eligible for the National Register of Historic Places? The park is listed to the National Register of Historic Places and to the local register of historic places. As a significant publicly owned park it is also subject to 4(f) review.

- Is there a permanent or temporary use of 4(f)-eligible property in the project? This includes easements and rights-of-way as permanent uses. It also includes “constructive use,” which refers to project impacts on a property that are so severe that the attributes and qualities that make a property significant are substantially compromised. Temporary uses are those that severely and permanently affect the character of the resource.
- What are the alternatives to affecting the historic property/park? Alternatives must include those that totally avoid the property, as well as those having lesser impacts than the original proposal.
- Are the alternatives feasible? If the alternatives be engineered, designed, and constructed, they are considered feasible.
- Are the alternatives prudent? Assessments must be made as to whether the alternatives cause more or less damage to the resource, whether other environmental factors are affected by the alternatives, and whether costs associated with the alternatives are reasonable. Other factors, such as severe community or traffic disruption, or a collection of factors might eliminate alternatives from consideration.
- Has all planning to minimize harm occurred? This includes measures that might soften adverse impacts on the chosen alternative or that mitigate loss of all or a portion of the historic resource/park. Mitigation could include compensation, land exchanges, or measures to protect the historic integrity of a site, as agreed to by the SHPO.

Under Section 4(f), an alternative that is feasible, prudent, and results in the least net harm to an historic resource/park must be selected.

Section 4(f) does not specify that the public must be involved in the choices, nor does it suggest any involvement by other agencies beyond the Departments of Interior, Agriculture, and Housing and Urban Development as appropriate. As a practical matter, FHWA has developed policies that encourage coordination with local entities and the State Historic Preservation Officer (SHPO) in the case of historic properties. These policies also specify how a 4(f) report is to be produced. The 4(f) report may become part of a larger environmental assessment or environmental impact statement, but neither of those processes substitutes for the 4(f) process. FHWA will use factual information and the results of consultation with local officials and the SHPO to produce a 4(f) report for the public record. Failure to complete the 4(f) process may expose the federal agency, and by extension its grantee, to legal proceedings.

### *3.2.5.2 Section 106, 16 U.S.C. 470f*

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*The head of any Federal agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking. 16 U.S.C. 470f*

The *National Historic Preservation Act of 1966*, as amended through 2006, 16 U.S.C. 470, is the source of Section 106, which requires all federal agencies take into account the effects of planned undertakings on historic properties and afford an opportunity for the federal Advisory Council on Historic Preservation to comment on those undertakings.

The intent of Section 106 is to balance the needs of federal agencies and the projects they initiate, sponsor, or license with the protection of significant historic properties. Agreements that avoid, minimize, or mitigate adverse effects are the usual outcome of Section 106 review. Federal regulations provide a detailed process for federal agencies to determine whether historic properties are affected by proposed actions, and for initiating consultation with the principal players in an activity—including state and local governments, the State Historic Preservation Officer (SHPO), Tribes, and other interested and affected parties—to reach mutual agreement and satisfy the provisions of Section 106.

All federal activity, including grant funding and permitting, is subject to review. As in Section 4(f) compliance, the federal agency involved in the undertaking is the responsible body for assuring that compliance requirements are met prior to releasing grant funds or issuing permits. Each federal agency determines its own internal process to meet 106 responsibilities, as spelled out in the regulations. The federal agency may request assistance from state or local partners or provide guidance on how they wish to work with those partners in order to meet their obligations.

For the purposes of Section 106, historic properties are defined as:

*Any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register of Historic Places . . . This term includes artifacts, records, and remains that are related to and located within such properties. The term includes properties of traditional religious and cultural importance to an Indian tribe or Native Hawaiian organization and that meet the National Register criteria.*

### *3.2.5.3 36 CFR Part 800: Protection of Historic Properties*

Not all archaeological sites, artifacts, or older structures are eligible for the National Register of Historic Places. This is a standard that must be met for Section 106 review to apply.

If cultural resources that are listed or eligible to be listed to the National Register of Historic Places occur in a project, an evaluation takes place to determine whether the resource is adversely affected. If the federal agency determines an adverse effect, and the State Historic Preservation Officer agrees, consultation begins with the project sponsor, the State Historic Preservation Officer, any affected Tribes, and the federal agency in order to try and reach an agreement that will avoid or mitigate the adverse effect. A memorandum of agreement (MOA) is executed with all parties.

Although the federal Advisory Council on Historic Preservation must be offered an opportunity to comment on the actions and proposed mitigation, it rarely participates unless a case has national implications, creates new policy, or affects a prominent landmark.

Satisfying Section 106 requirements does not alleviate federal agencies from fulfilling NEPA or 4(f) compliance responsibilities. Nor does it remove requirements for SEPA review from state and local governments.

### *3.2.5.4 Sections 4(f) and 106: When does each apply?*

The language in these two federal statutes is very similar; and, at first glance, it may be difficult to distinguish between them. The biggest difference, is that 4(f) applies only to USDOT projects (including FHWA), while Section 106 applies to any federal action affecting historic properties. In some cases concerning road or

bridge projects, both may need to be satisfied, while on other occasions only one prevails.

Under 4(f), park or historic property land must be used in some way – either through a permanent incorporation into a roads project, as a temporary use that adversely affects the resource, or as a constructive use, meaning that project impacts significantly and permanently damage the qualities that contribute to a property’s significance. The goal is to avoid the resource if possible. Rehabilitation or maintenance of existing roadways on or eligible for the National Register of Historic Places and utilizing federal funds, therefore, is not generally subject to 4(f) consideration. Likewise, temporarily using a resource for construction purposes does not generally constitute a 4(f) action if the use is minor, short-term, and results in restoration of the property. In all cases, however, FHWA retains the authority and responsibility to determine whether 4(f) review is required.

Any federal action that affects historic properties on or eligible for the National Register of Historic Places triggers Section 106 review, including permits, grants, and direct activities. The goal under this process is to develop an agreement that mitigates the effect of a proposed project on the historic resource. With regard to FHWA-sponsored projects, the agency determines whether its activities might adversely affect historic properties and initiates consultation with the SHPO.

A Section 106 activity may or may not also trigger 4(f). FHWA uses an example of a situation where 106 applies but 4(f) does not. Consider an historic train station that receives transportation enhancement funding. In order to re-use the facility for public use, accessibility ramps and an elevator must be installed. This would be considered an adverse effect on the historic property. Section 106 consultation would resolve the adverse effect such that the historic integrity of the property is not jeopardized. Since no land is being permanently incorporated into this project, and the adverse effect on the historic property is resolved, no 4(f) action is required.

FHWA also offers an example of a situation where 4(f) applies, but no adverse effect is found under Section 106. Minor intersection improvements in an historic district might require permanently incorporating a small piece of land. However, FHWA and the SHPO concur that this results in an insignificant effect on the historic district. In this situation, FHWA pursues a “no adverse effect” finding from

the SHPO which closes 106 action; but, because of the permanent use of land, Section 4(f) applies.

### *3.2.5.5 Federal Compliance and the Longview Public Works Department*

The Longview Public Works Department may face FHWA requests for information and consultation when a Section 4(f) and/or Section 106 activity affects Lake Sacajawea Park. These might include such things as replacing paving material around the park, improving intersections that might require land from the park, or expanding sidewalks. Even though the roadway is not a part of the Lake Sacajawea Historic District, these kinds of activities affect the integrity of that district. While the effect may be minimal, the processes outlined above must be concluded. Ultimately, the responsibility for initiating and concluding 4(f) review rests with FHWA and for Section 106, with the applicable federal agency.

This preservation plan can help with these reviews. First, it provides the needed information on significance for the historic district and the surrounding streets for the purposes of both review processes. Secondly, it contains the research needed to determine how future projects might affect the historic character of the park. Thirdly, it is the basis for a programmatic agreement with DAHP, FHWA, and the City of Longview that could provide a streamlined compliance process for Section 106.

Adopting this preservation plan and incorporating it into the Parks and Recreation Plan and Public Works planning is recommended as the initial step toward executing a programmatic agreement.

The Washington State Historic Preservation Officer is Dr. Allyson Brooks, who serves as the director of the state's Department of Archaeology and Historic Preservation <http://www.dahp.wa.gov>. More information on Section 106 is available at <http://www.achp.gov>. Information on Section 4(f) is available through <http://www.environment.fhwa.dot.gov>.

### 3.2.6 POLICY RECOMMENDATION SUMMARY

- Adopt Restoration from the *Secretary of Interior Standards for the Treatment of Historic Properties* as the guiding standard of treatment for Lake Sacajawea Park.
- Incorporate the Lake Sacajawea Park Historic Preservation Plan into the City of Longview's Park and Recreation Plan.
- Revisit management recommendations for improvements in Lake Sacajawea Park in the existing Park and Recreation Plan Update. Review in light of preservation plan recommendations.
- As city budget permits, expand professional staffing devoted to the Historic Preservation Commission.
- Support annual preservation training provided by the state Department of Archaeology and Historic Preservation for Historic Preservation Commissioners.
- Investigate expanding the boundaries of the Lake Sacajawea Park Historic District to include the historic roadway, sidewalks, and street trees surrounding the park. Alternatively, investigate creation of a conservation district to protect these features.
- Adopt a cooperative stewardship approach to Lake Sacajawea Park management.
- Create a Lake Sacajawea Park Advisory Committee with the Parks and Recreation Department in order to advise on implementing the historic preservation plan and to serve as a liaison with the Historic Preservation Commission, the Park and Recreation Advisory Board, and surrounding neighborhoods, as well as other stakeholders.
- Seek appropriate historic preservation training for Parks and Recreation Department maintenance staff.
- Develop a programmatic agreement based on the Lake Sacajawea Park Historic Preservation Plan between the City of Longview, the Department of Archaeology and Historic Preservation, and the Federal Highway Administration in order to streamline federal review processes related to road improvements affecting the park.
- Merge TRIMS Program and city GIS capacity for use by Parks to link 20 plus years of maintenance and condition history with planning and location data to continue this important legacy.



## 3.3 LANDSCAPE MAINTENANCE & REGENERATION

Parks Department stewardship of Lake Sacajawea for the past eighty-plus years since completion of construction in 1928 has sustained one of Longview's most treasured and highly used public resources. Balancing maintenance with available funding and the intensive use the landscape experiences on a daily basis has proven a constant challenge. The following recommendations are intended to underscore in written form efforts that, in many cases, are already underway and part of regular Parks Department routines, in hopes of quantifying current best practices into a reference document for the next eighty-plus years of stewardship. The beauty of the park today, and the experience users and residents enjoy, is a direct product of the dedicated work by the city and an asset to be perpetuated.

Stewardship directs capital and maintenance resources toward fulfilling the overarching goal of reinforcing and sustaining the park's original design character. Vegetation management plays a key role by focusing routine maintenance and capital improvement projects on three clear objectives:

- To insure longevity and quality of surviving heritage plants by providing optimal horticultural care;
- To reduce the presence and impact of non-contributing plantings over time;
- To add only plant material reflecting historic design palette and placement as defined through the original Hare & Hare planting plans during the period of significance. The success of plant materials from this plant palette should also be the subject for future investigation; the best guide is probably the regional and Parks experience with listed or similar species.

Effective landscape stewardship includes actions applicable park-wide, as well as those addressing needs of specific landscape areas. To this end, Lake Sacajawea Park has been divided into four distinct Management Zones distinguished by location, use and vegetative character:

- Street Edge
- Greensward
- Lakeshore
- Specialty Landscapes

Park-wide maintenance recommendations include:

- Placing and maintaining organic mulch beneath trees and throughout planting beds. Mulching is the single most important maintenance contribution to tree health & longevity. Efficiencies such as blowing in mulch rather than hand placing could reduce cost. Leaves can be used as mulch rather than blowing and hauling, shredded first with mulching blade if large. Recycling in place (but clearing open lawn) emulates natural systems;
- Revising turf care practices to achieve a less “modern” manicured character. Public attitudes may evolve with education away from a manicured appearance, as spirit of restoration takes hold – especially if flowering drifts of bulbs are reintroduced;
- Limiting service vehicles, storage, and trenching to roads, paths, and paved areas, continuing to encourage employees to avoid any vehicular traffic unless necessary, and considering a more directive policy to this effect;
- Continue monitoring trees annually and after storms for damage, decline, or death;
- Providing timely pruning in order to proactively address risk and train young trees. Continuing annual inspection of heavy usage areas. Selecting carefully and pruning young trees for strong architecture are crucial to developing top quality, long-lasting trees;
- Budgeting and providing three-year establishment care for all new plantings. Any tree donations and planting done on a project basis should have establishment care budgeted in, rather than adding operations demand without funding it. Landscapes that get off to a good start are more healthy, beautiful and durable;
- Encouraging volunteer stewardship consistent with preservation objectives. Continue working with the Rhododendron Society, Hospital employees, Garden Club, and Audubon Society. Churches and schools, both community neighbors, would be great partners for either big events or long-term adoption of areas nearest respective institutions;

# City of Longview Lake Sacajawea Park Preservation Plan



## Legend

### Management Zones

- Greensward
- Lakeshore
- Specialty Landscape
- Street Edge



### 3.3.1 STREET EDGE MANAGEMENT ZONE

The Street Edge is defined as the street tree rows bordering the park or an equivalent narrow strip where trees are absent. While this zone does not include street trees planted outside the Historic District boundary, recommendations pertain to them as well as they reside within the conservation district surrounding the park.

#### 3.3.1.1 Concerns

Compaction, vehicular and user impacts, risk reduction, replacement tree planting, and Dutch elm disease are key concerns in providing long-term stewardship for this zone. An additional priority is to restore park edge entry shrub beds.

#### 3.3.1.2 Recommendations

- Maintain clearly demarcated pedestrian paths and deeply mulch around adjacent trees (gravel types should employ crushed stone that interlocks well);
- Avoid paving, trenching, and otherwise disturbing or severing elm roots. (Loss of large structural roots can invisibly destabilize a tree. Root zone damage often puts mature trees into decline.);
- Formalize and concentrate cut-throughs and social paths to reduce compaction damage to tree roots and wear to shaded turf;
- Give priority to renovating or reinstating shrub beds where useful in protecting valuable trees and fragile turf;
- Remove non-elm street trees, relocating any young enough to successfully transplant to other parks or streets. Consider retaining red oaks but not converting entire streetscape to oaks;
- Develop an elm management strategy for dealing with Dutch elm disease, which inevitably will reach Longview. Possible elements include:
  - Removing declining, suppressed, and high-risk elms proactively or as soon as DED arrives;
  - Performing crown cleaning sanitation pruning annually in order to mitigate risk and reduce beetle-attracting dead wood;
  - Training horticultural staff to monitor for DED symptoms throughout growing season;
- Testing and removing diseased trees IMMEDIATELY. Dispose of all debris larger than twig-size by chipping, grinding, and hauling away. Dead wood with bark harbors beetles that carry the disease;

- Identifying the best quality elms for protective Arbotec injections and treating on a three-year rotation. While costly, dead tree removals are more expensive by far;
- Developing a short list of replacement species that will create a similar canopy effect in the future. Carefully evaluate elm hybrids for appropriate form and stature before including. Best matches are true American elms such as 'Princeton' and 'Liberty';
- Determining if elms will be replaced individually fairly unobtrusively, or in blocks that maintain uniform streetscape scale but create dramatic change;
- Educating citizens and policymakers about DED in order to prepare the community for action and change when disease strikes;
- Seeking funding for planning, protection, maintenance, and tree replacement activities.

### 3.3.2 GREENSWARD MANAGEMENT ZONE

Greensward is a term popularized in the nineteenth century by Frederick Law Olmsted to describe trees and lawn informally combined for picturesque effect. It is the dominant vegetation type in the park.

#### 3.3.2.1 Concerns

Turf and tree care, risk reduction and replacement planting, and user wear on vegetation are the main concerns driving management of this zone. Reinstating shrub beds and bulb drifts are also priorities resources allowing.

#### 3.3.2.2 Recommendations

- Gradually reintroduce drifts of daffodils and wood hyacinths where indicated on historic plans. Delay spring mowing in these areas until foliage matures;
- In order to reduce danger of equipment rollover and decrease nutrient and chemical runoff into the lake, convert conventional lawn on steep slopes and in lightly trafficked areas to turf, which requires less mowing, fertilizing, and irrigation. A rougher, high-mowed lawn resembles historic turf character more than modern manicured turf. Seed varieties to consider testing include:
  - ◊ Hobbs & Hopkins Companion low-grow mix, ProTime 700 low; erosion control mix, or ProTime 1500 ecology mix;
  - ◊ Wildflower Farms Eco-Lawn fine fescue blend (or equivalent);
  - ◊ NoMowGrass bentgrass mix;
  - ◊ Nichol's Northern Ecology Lawn Mix;
  - ◊ Micro-clover.
- Create mulch rings and maintain 3- to 4-inch organic mulch (such as composted arborist chips and leaf mulch) under individual trees and groves. Extend mulch to the drip line wherever possible, or at minimum of 2 feet out from the trunk. Give priority to specimen trees suffering from severe compaction or root scalping, and locations where shade is already outcompeting grass;
- Continue annual monitoring and promptly mitigating tree risk conditions throughout Greensward, with extra attention to playground, picnic, and other heavily-used areas;
- Plant regeneration trees with regard to original patterns of open and closed canopy, as well as scale and type of tree. Exclude non-traditional species while allowing for substitutes with superior attributes, such as 'Venus' and Kousa in order to replace disease-prone Eastern and Pacific dogwoods;

- Add shrub beds, if and when resources allow, where originally intended. (See GIS reference maps for plotted bed locations). Give priority to shrub beds that will help intercept runoff to the lake;
- Continue donation program for historically appropriate plants—from bulbs to shrubs to trees, and develop a list of those plants desirable for inclusion in the park;
- Continue to cultivate community volunteers to initiate, implement, and “adopt” areas for plantings for on-going care. Neighborhood churches and schools are ideal partners, as are businesses, media, other institutions (e.g., YMCA, hospital, community college), and organizations (e.g., garden clubs, historical society, 4H, scouts, Audubon, etc.)

### 3.3.3 LAKESHORE MANAGEMENT ZONE

The Lakeshore includes park islands and extends a short distance upland and into the near shore water where vegetation grows.

#### 3.3.3.1 Concerns

Shoreline plantings have unique characteristics that create special management challenges: user access, view preservation, bank erosion, undermining and compaction, invasive trees, perennials and grasses, and water quality impacts.

#### 3.3.3.2 Recommendations

- Continue to remove “volunteer” trees growing in locations that conflict with historic design layout, especially vistas. Begin with trees that are crowded, declining, or defective;
- Continue to annually cut down suckers and saplings of both contributing and non-contributing species as they emerge, preventing new generations from taking hold in locations departing from the original planting plans;
- Continue to cut unstable/undermined trees to ground, treat stumps with herbicide in order to prevent re-sprouts, and retain in order to help protect bank against erosion;
- In order to reduce beaver damage, install and maintain 3- to 4-foot tall galvanized 2 x 4 inch wire mesh around valued trees, individually or in groves. Beavers can be captured periodically and relocated to wilder areas. Continue to monitor beaver and nutria populations.
- Limit shore access locations to the single, narrow gravel beach in the northeast corner of section C;
- Over time, remove yellow flag iris (a Class C State Noxious Weed) from bank and near-shore waters. Monitor annually and remove any plants discovered while in bloom. Although an originally specified plant, it should not be retained. Provide educational signage about why yellow flag needs to go, and provide alternate flowering perennials;
- Replace yellow flag with other irises, daylilies, and ornamental grasses specified and shown on original plans. Yellow varieties of bearded and Japanese iris are available, as are Siberians;
- Reinstate shrub drifts near shore when originally intended;

- In other erosion-prone locations, consider planting low, moisture-tolerant shrubs and sedges to help hold bank and discourage access:
  - ◊ Dwarf Redtwig Dogwood *Cornus stolonifera* 'Kelseyi'
  - ◊ Trailing Snowberry *Symphoricarpos mollis*
  - ◊ Mountain Spirea *Spiraea densiflora* (*splendens*)
  - ◊ Salal *Gaultheria shallon*
  - ◊ Sawbeak, Kellogg's & Grey Sedge *Carex stipata*, *kelloggii*, *canescens*
- Inaccessible north and south islands are well-suited for wildlife habitat rather than restoration to their more pastoral original character. Retain groves of trees and lower vegetation in order to allow views through and silhouettes of plants against the water. Incorporate flowering trees and native shrubs (e.g., rose, mock orange, redbud dogwood) as accents visible across the lake, per historic plans.

### 3.3.4 SPECIALTY LANDSCAPES MANAGEMENT ZONE

The sunken garden comprises the only historic contributing specialty landscape and serves a unique role within the overall park design. The majority of specialty landscapes are planting areas developed subsequent to original park development. They serve unique purposes and differ from both the historic landscape and each other in vegetation composition and character. Included are the Perennial Garden, Japanese Garden, Rhododendron Garden, Elks Playground, and spot landscape improvements throughout the park.

#### 3.3.4.1 Concerns

A common concern regarding long-term management of these landscapes is integration with Lake Sacajawea Park's historic landscape fabric. Related to this is persistent pressure to expand or add special landscape features to the park. Additional concerns include protection of specimen plants, user safety, and meeting high-level maintenance needs.

#### 3.3.4.2 Recommendations

- Adjust perimeter plant species and layout in order to soften transitions and reduce contrast with the surrounding heritage landscape;
- Integrate Hare & Hare-specified species and massing wherever feasible, and reintroduce lost original plants to the Sunken Garden;
- Halt specialty landscape additions and alterations that would further expand non-contributing elements in the park;
- Consider relocating the Perennial Garden, portions of the Rhododendron Garden, and non-contributing specimen plants (e.g., weeping Atlas cedar, monkey-puzzle tree, etc.) to alternate public sites where they can provide significant horticultural enhancements and visitor attractions;
- Replace damaged, defective trees in Elks Playground with durable shade trees consistent with historic planting plan. Replace chain link fence with type that visually intrudes less on surrounding heritage landscape, adding softening shrub drifts inside or outside where feasible;
- Reduce tree density in Rhododendron Garden by removing young conifers that exhibit defects, damage, decline, or crowding. Retain large shade trees;

- Periodically identify and eliminate under-performing, high-maintenance plant material in order to reduce maintenance load and improve aesthetics;
- Continue to provide seasonal watering, fertilization, mulching, weeding, and pruning in order to maintain feature landscape quality; if impossible within resources available, simplify or reduce plantings;
- Enlist volunteers to supplement available staff, recruiting individuals and organizations with interest and skills relevant to particular plant collection.

## 3.4 MAINTENANCE & REPAIR

Ongoing maintenance and repair work have sustained the built environment and site furnishings in good condition. Repair work presents the greatest capacity to preserve existing character-defining features. Providing training and continuing education in the treatment of historic properties for technicians involved in the daily maintenance of facilities is essential to long-term stewardship efforts. The National Park Service and the Washington State Parks and Recreation Commission provide specialized technical training to crafts persons responsible for stewardship of historic properties.

Accessibility for users to the park is central to the essential function of the park. Access pertains to both ADA access as well as general user and surrounding resident access. The relevant regulations addressing universal access:

- Architectural Barriers Act of 1968,
- Section 504 of the Rehabilitation Act of 1973, and,
- Americans with Disabilities Act of 1990.

The key principal per the *Secretary of the Interior's Standards for the Treatment of Historic Properties* for providing ADA access is determining how to provide the highest level of access with the minimal impact to character-defining features.

Historically the park had connecting gravel paths leading off the main gravel paths to corresponding sidewalks on the opposite side of the street. These provided a means for the surrounding residents to walk from their neighborhood to the park in the most direct route possible. Shrub plantings highlighted these points of entry for the park. Many of these have been lost through changes over time and as such represent an opportunity for both restoration and improved public access. The city has undertaken multiple curb cuts and provided concrete pads along the roadways in several locations to assist in ADA access to the park.



## 3.5 ASSESSING ARCHAEOLOGICAL POTENTIAL

Lake Sacajawea Park is a developed park landscape within the city of Longview, Washington. The park has not been the subject of an archaeological study, but background information and prior experience in the general vicinity and elsewhere in western Washington offer a basis to suggest the likely archaeological potential of each area.

Lake Sacajawea Park is located on the floodplain of the Columbia River. The park is approximately 1.5 miles north of the current Columbia River channel and approximately 2.5 miles northwest of the Cowlitz River's confluence with the latter. Lake Sacajawea Park consists of landscaped surfaces around a complex of connected lake basins. Prior to development, the area contained a long narrow ox-bow lake (known as Fowler's Lake). The ox-bow lake was probably a channel of the Cowlitz River at some time in the relatively recent past. The park was developed in the 1920s. The present study has documented that the current landscape of the park is artificial and is the result of extensive grading and filling. While the specific fine-scale details of the earlier landscape are unknown, some sense of the extensive modifications can be obtained by noting that nearly 2,000,000 cubic yards of sediment were removed to create the existing lake basins. A significant amount of this material was used to create shoreline contours, and extra sediment was used to raise the ground level in surrounding neighborhoods.

There do not appear to be any ethnographic or historic records that specifically describe either Native American features within, or close to the park. Nevertheless, there are reasons to suggest that examples could be, or could have been, present in the area occupied by the park. Government Land Office maps (GLOs) identify donation land claims along the shoreline and an early 1920s survey map plots extant building footprints prior to and within the development area of Lake Sacajawea Park. Unfortunately, however, the GLO maps do not show building locations,

nor does the 1920s map identify ownership or building type, so it is not possible to determine if the latter were originally associated with any of the donation land claims. The project plotted the building footprints from the 1920s survey map in GIS and transferred this data to the City of Longview's GIS department.

The Lake Sacajawea Park area, is likely to have contained Native American features. All of the ethnographically-known Native American villages in this area were associated with either the Columbia or Cowlitz River channels. The vicinity of the old ox-bow lake here, however, would have offered a variety of important plant and animal resources, and it is therefore possible that smaller settlements associated with hunting and gathering activities could have been present. There is also the possibility that one or more larger settlements could have been present during the period when the still older Cowlitz River channel passed through this area.

Extensive Euro-American settlement occurred in the Longview area during the 1850s and 1860s, and all of the lands in the vicinity of both parks were incorporated within several adjacent Donation Land Claims. Much of the eastern side and southern end of Lake Sacajawea Park are within the area claimed by Jesse Fowler. Most of the western side of Lake Sacajawea Park is within the area claimed by William Carroll. Small portions of the northern end of Lake Sacajawea Park extend into the claims of Andrew Brazee and Edmond Baze. All of the latter were present by 1863. While this study has not located detailed information on the distribution of built features associated with any of these claims, it remains possible that homes, barns, or outbuildings associated with one or more of the settlers could have been located within the areas now occupied by the parks.

No archaeological predictive model has been developed specifically for the vicinity of Longview, but the Washington State Department of Archaeology and Historic Preservation has recently presented a *Statewide Archaeology Predictive Model* (Kauhi and Matkert 2009) which includes this area; it is worthwhile to consider this model here. The model uses ranked values for a number of different environmental variables and the distributions of several types of cultural resources in order to assess the potential for archaeological sites to be present. The environmental variables used are elevation, slope, aspect, proximity to water, geology, soils, and landforms. The cultural resources used are recorded archaeological

sites, archaeological surveys conducted since 1995, and Native American locations indicated on nineteenth century GLO Maps. The associations and relationships of these various factors are too complex to describe here; however, low elevation, low gradient, and surfaces with southern exposure and in relatively close proximity to water bodies are considered to have a high potential to contain archaeological sites. The model uses the various factors to assign relative ranks to different portions of the landscape and offer recommendations about the need for archaeological surveys. The *Washington Statewide Archaeology Predictive Model* is intended to be used as a planning tool, and it is important to emphasize that it is a work-in-progress. As noted, the model has only appeared recently, and its designers acknowledge the existence of several ways in which it can be improved in the future.

The *Washington Statewide Archaeology Predictive Model* ranks the archaeological potential of Lake Sacajawea Park, as well as most of the rest of the City of Longview, as “Very High.” While this result is not surprising in view of both the environmental setting and the considerable prehistoric Native American and nineteenth century Euro-American presence here, it does not appear to be consistent with the results of the—admittedly limited—archaeological studies undertaken in this area. Seventeen archaeological survey and/or monitoring efforts conducted in the vicinity of Longview since the mid-1970s have resulted in the discovery of only a single archaeological site. Moreover, that site—45CW126—is considered to be quite recent and may not represent either Native American or nineteenth century Euro-American occupation. Unequivocal resolution of this apparent anomaly is not possible at this time, but we suspect it is due to the fact that the predictive model does not consider current environmental conditions. Specifically, it does not consider historic disturbance. We think it likely that the vicinity of Longview probably did have a relatively high density of archaeological sites in the nineteenth century, but many of these sites may have been destroyed during the extensive ground-disturbing developments which occurred here during the expansion of the modern city. This is certainly suggested by what little is known about the 45CW1, 45CW6, and 45CW7 site areas.

Given this context, a few general observations can be offered regarding the probable archaeological potential of Lake Sacajawea Park. The park represents extensively disturbed areas located in high potential settings. Thus, to the extent that relatively intact in situ native deposits still exist in the park, areas containing such

deposits have a high potential to contain significant archaeological resources. Both grading and filling occurred extensively within the park. Each of these actions affects archaeological resources differently. Grading physically removes sediment and therefore destroys any archaeological deposits which may have been present. Depending upon both the depth of the grading and the depth and thickness of the archaeological deposit, this action may either truncate or wholly destroy the archaeological deposit. Alternatively, filling buries any archaeological deposits that may have been present. This action usually does not damage the deposit—and may actually protect it from subsequent disturbance effects—but it also makes the presence of the deposit more difficult to detect. Unfortunately, in the absence of detailed information on the specific character of the disturbances to the park (comparing grading plans with previous and current survey data), it is not possible to identify areas within the park where potentially significant archaeological resources are relatively more likely to be found. The fact that it is a significantly larger area and that it formerly had naturally occurring water bodies—both an older channel of the Cowlitz River, and then an ox-bow lake—suggest its potential.

In sum, while historic disturbance has significantly altered Lake Sacajawea Park, it is possible that potentially significant archaeological resources may still be present. As such, planned ground-disturbances in the park should be approached with caution.

# City of Longview Lake Sacajawea Park Preservation Plan



## Legend

NRHP Districts

Conservation District

## DAHHP Results (Archaeology)

- Survey Contingent Upon Project Parameters: Low Risk
- Survey Contingent Upon Project Parameters: Moderately Low Risk
- Survey Recommended: Moderate Risk
- Survey Highly Advised: High Risk
- Survey Highly Advised: Very High Risk



# City of Longview Lake Sacajawea Park Preservation Plan



## Legend

### DAHP Confidence (Archaeology)

- 1 - Low Confidence
- 2 - Moderate Confidence
- 3 - High Confidence
- NRHP Districts
- Conservation District

