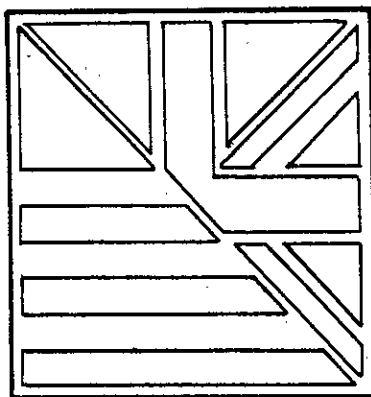

ADMINISTRATIVE HISTORY



San Juan Island National Historical Park

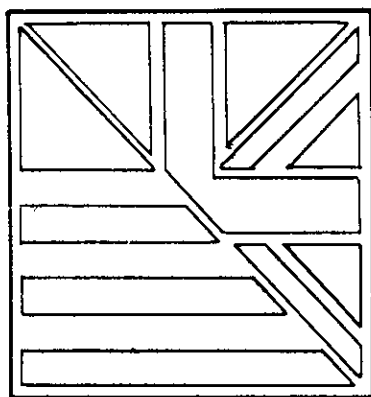
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San Juan Island National Historical Park Administrative History



Kelly June Cannon

Prepared for the National Park Service
Seattle Support Office

November 20, 1997

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CHAPTER ONE

INTRODUCTION

Chapter One: Introduction

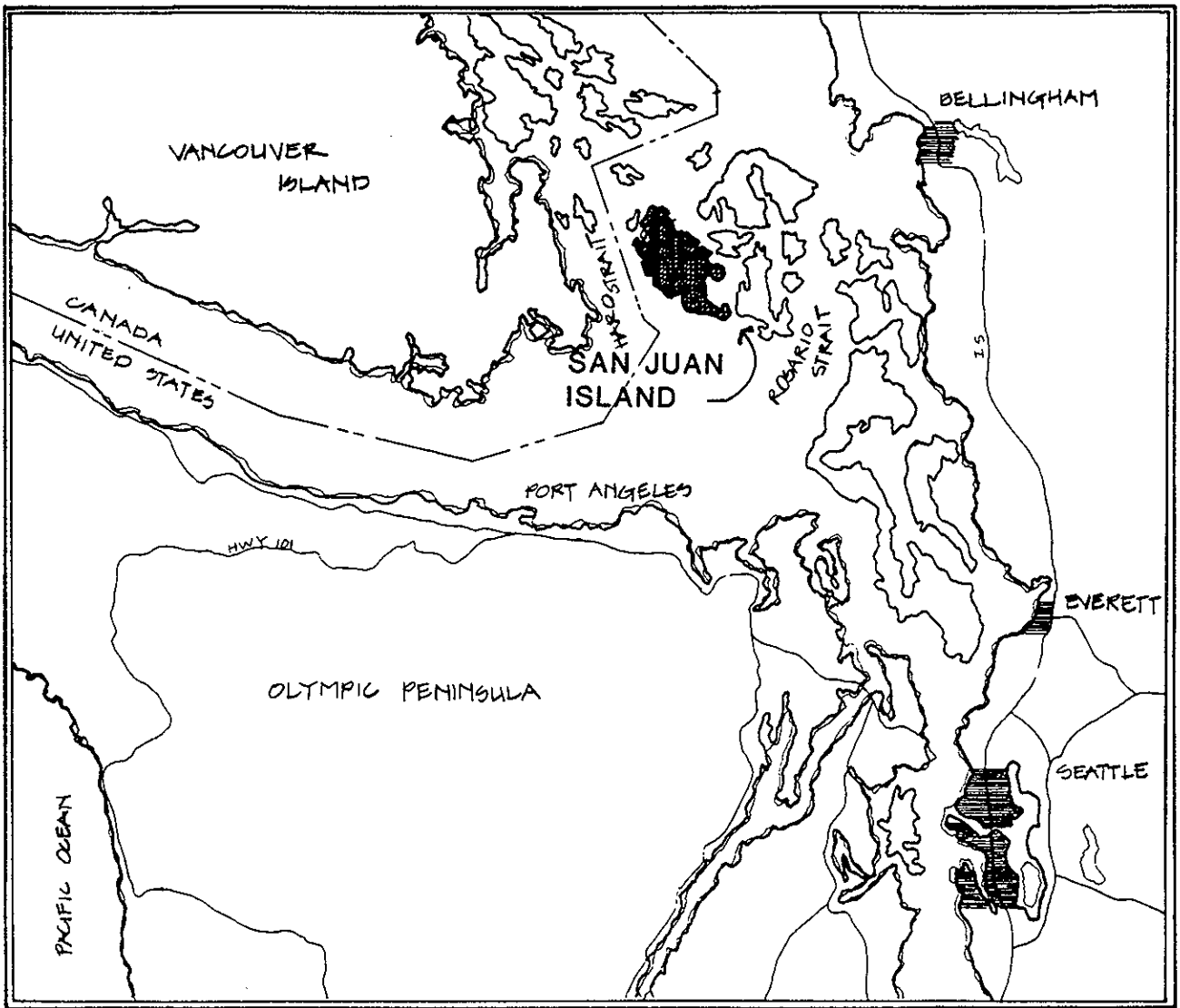
In 1853, events on the island of San Juan, in the Northern Puget Sound region of Washington State, led to the dispatch of British and American troops. Arriving at the island to defend the rights of their settlers, the two sides faced off with considerable firepower. When news of the events leading up to the stand-off reached seats of government in Washington, D.C. and London, they were aghast: the two nations were engaged in a dispute over the shooting of a settler's pig. San Juan Island National Historical Park commemorates what would become known as the Pig War of 1859, the subsequent joint occupation of the island (1853-72) by American and British troops, and the final settlement of the jurisdictional dispute that ignited the confrontation.

Prior to designation as a national historical park, the military campsites had been given National Historic Landmark status and were acquired by the Washington State park system. The park came into national stewardship in 1966 when President Lyndon B. Johnson signed the park's enabling legislation into law. San Juan Island N.H.P. was established for the purpose of "interpreting and preserving the sites of the American and English camps on the island, and of commemorating the historic events that occurred from 1853 to 1871 on the island in connection with the final settlement of the Oregon Territory boundary dispute, including the so-called Pig War of 1859." (80 Stat 737) Since 1966, San Juan has worked to find its place and its voice in the Pacific Northwest region, and to meet ever-changing expectations of NPS management and public needs.

The San Juan archipelago lies north of the Strait of Juan de Fuca, between the southern tip of Vancouver Island, British Columbia, and the United States mainland. The park is located on San Juan Island, the second largest in the chain and home to Friday Harbor, the San Juan County seat. The island is accessible through the Washington State ferry system or commercial and private plane and boat.

The park is comprised of three separate units: American Camp, 1,223 acres on the southern tip of the island; English Camp¹, 529 acres on the northwestern corner of the

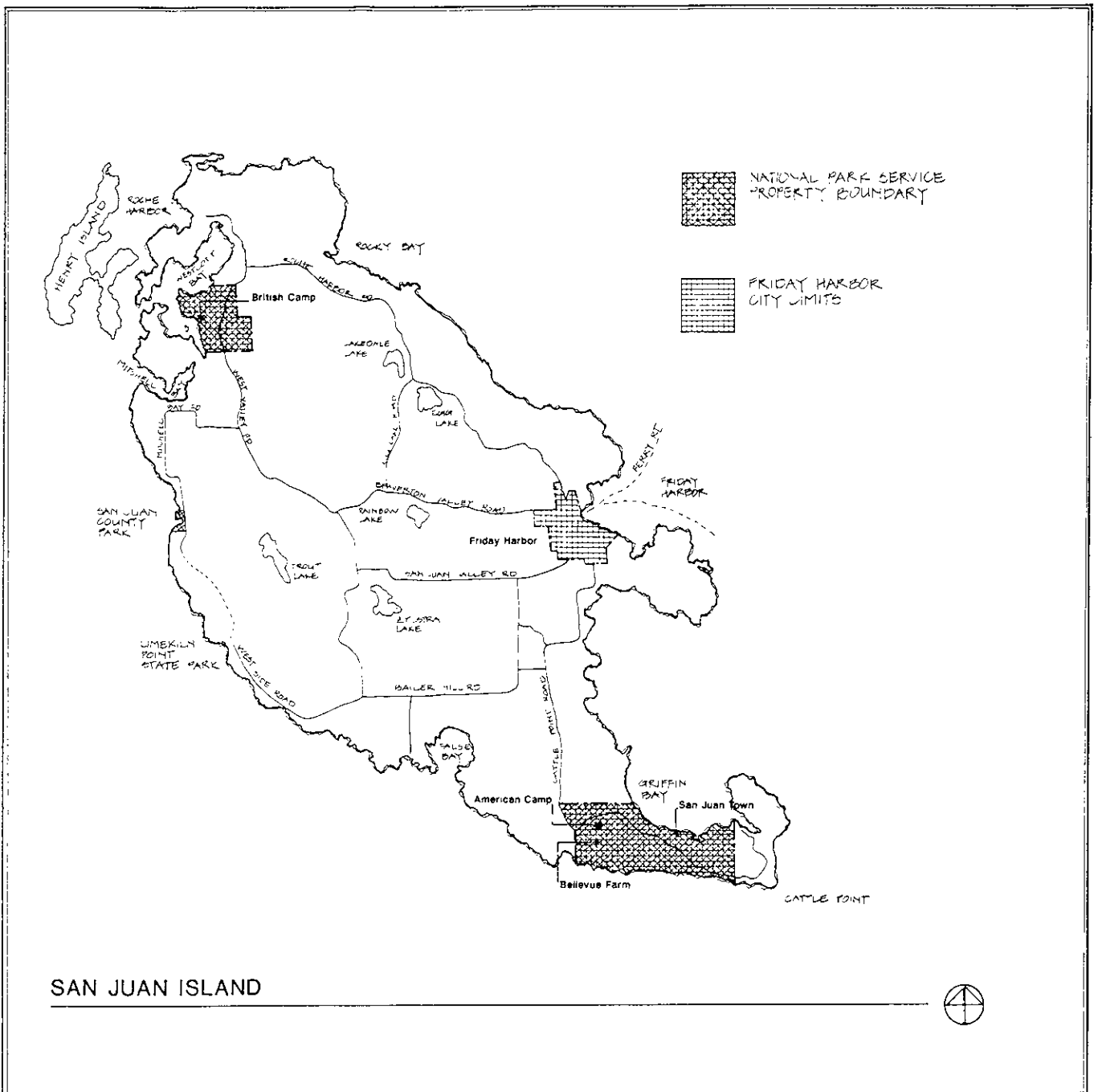
¹ The question has been raised in the past decade of whether the appropriate name for the military encampment occupied by the Royal Marines should be English Camp or British Camp. This topic will be discussed later in this document. The current accepted name for the site is English Camp, and for that reason the author has used that title.



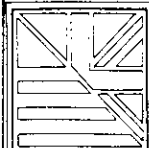
REGIONAL MAP



Vicinity map from the 1986 Historic Landscape Study by Cathy Gilbert, NPS Seattle Office.



SAN JUAN ISLAND



SAN JUAN ISLAND NATIONAL HISTORICAL PARK

HISTORIC LANDSCAPE STUDY

NATIONAL PARK SERVICE
PACIFIC NORTHWEST REGION
CULTURAL RESOURCE DIVISION

DRAWN BY: GILBERT DATE: 7/87

DRAWING NO.
438 - 80018

SHEET 1
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island; and the General Services Administration (GSA) leased administrative office and visitor contact space located on Spring Street in Friday Harbor. The park has a variety of resources, ranging from historic structures to public beach to archaeological collections.

American Camp, with views across the Strait of Juan de Fuca and Griffin Bay, contains two restored historic structures from the period of military occupation: one Officers' Quarters and one Laundress' Quarters. The site is a mixture of driftwood-filled beach, rocky coves, windswept prairie, and forest. Standing near Eagle Cove, one can look west and see the tip of Vancouver Island, south to the Olympic range, and east to the mainland. The European rabbit abounds, providing prey for bald eagles and other raptors. Other wildlife includes deer and the occasional fox. Orcas (killer whales) can sometimes be seen from the shore. Archaeological resources include the sites of several other U.S. Army structures and camp features, the site of a mid-19th century Hudson's Bay Company farm, and prehistoric American Indian seasonal village sites.

At English Camp, located on the shore of Garrison Bay, four restored structures from the period of military encampment still remain: the Blockhouse, the Barracks, the Commissary, and the Hospital. In addition, stone foundation remnants of other camp housing can be located on the hillside overlooking the camp. An early twentieth century house overlooks the camp; the only reminder left of the Crook family homestead. Young Hill stands to the east of the camp, where a British Royal Marine cemetery is the final resting place for 7 marines and one civilian. To the north of the camp are Bell Point and Westcott Bay. The waterfronts along Westcott and Garrison bays are prime clam habitat, while the surrounding forests are home to a variety of wildlife, including deer. Guss Island located several hundred yards off shore in Garrison Bay, holds sacred importance to the Lummi Indians. Prehistoric ceremonial and seasonal village sites are located within the camp boundary and on the small island.

Purpose of Study

This history is intended to give the reader a general understanding of the park: the events it commemorates, the movement to recognize and preserve its historic sites, and the development, research, and planning that has occurred at the park since its inception. By providing a historical context for past management decisions, current and future park

staff will have a better understanding of how the park was created and reached its current level of operation. This understanding will, in turn, assist park staff in making informed decisions as they guide the park into its next decade.

In 1995, the author completed an assessment of park files for the creation of the park's administrative archive. This included a search of regional repositories, regional NPS files, and the National Archives and Records Center. Unfortunately, the all-too-often-heard story of files being thrown out to save space applies to San Juan Island National Historical Park. Large gaps in the written record of park management have left some management decisions unexplained.

CHAPTER TWO

HISTORICAL BACKGROUND

Chapter Two: Historical Background

The history of San Juan Island contains the stuff of good popular history: absconding with livestock, drawing of guns, and angry words. Traditionally, the islands were home to an Indian people, the Central Coast Salish. During the era of exploration by European nations, Spanish, British, French, Russian, and later, Americans, entered the region, making it a part of an international fur trade. By the mid-19th century, the northwest became populated with a new breed: the settler. Nearing the close of the frontier, borderlands like the one shared by England and the United States were the site of power flexing and law breaking as those countries tried to bring these disputed territories under their control.

It is this borderland history that the park represents, the interaction of Salish peoples with Euro-American explorers, traders, and settlers, and the conquest and division of a continent between European and American governments.

Central Coast Salish

The San Juan archipelago is part of the traditional area of the Central Coast Salish, which collectively is made up of five component language groups: Squamish, Halkomelem, Nooksack, Northern Straits, and Clallam.¹ These five groups traditionally occupied the southern end of the Strait of Georgia, the lower Fraser Valley, and lands in and around the Strait of Juan de Fuca, including portions of the Olympic Peninsula and the entire San Juan archipelago. Within those five groups, there are several different associated groups. The Northern Straits, which by the mid-nineteenth century had six identifiable groups, occupied the islands: the Sooke, the Saanich, the Semiahmoo, the Songhees, the Lummi, and the Samish.² The Songhees, Saanich, Lummi, and Samish all had winter villages in the islands. Two other groups from the islands are believed to have joined the Lummi during the period of European settlement: the Klalakamish from the north end of San Juan Island and the Swallah from East Sound on Orcas Island.³

¹ For the purposes of this document, the spelling of "Clallam" follows the *North American Handbook of American Indians*. Presently, two other accepted spellings exist, Klallam or S'Klallam, the later being used in treaties between the tribe and the United States Government.

² Wayne Suttles, "Central Coast Salish", *North American Handbook of American Indians*, Volume 7, (Washington: Smithsonian Institute, 1990), p. 456

³ Suttles, p. 456

Northern Straits Salish were semi-sedentary, moving as seasons changed. Subsistence was based on a combination of fishing, hunting, and gathering. Fishing, primarily of salmon varieties, was of particular importance as seasonal runs provided numbers of fish, which were dried for winter stores. Hunting on sea included seals and porpoise, and on land, deer, elk, black bear, beaver, and in some cases mountain goats were taken. Gathering included a variety of mollusks, crabs, and sea urchins, as well as over 40 different seasonal plants, which provided food, medicines, and materials for crafts. Camas was of particular importance to the Straits Salish, who maintained camas beds utilizing reseeding and burning methods, and preserved their harvest for year round use.⁴

Salish groups had established winter villages, which consisted of one or more longhouses. These structures had a permanent framework of posts and beams with removable roof and wall planks. Summer homes were huts, with slabs of cedar bark. Northern Straits tradition during the early nineteenth century indicates that villages began developing defensive structures and designs into village construction, including trenching and wall building around the entire village.⁵

The basic social structure for the Salish was the household, which usually was composed of several related families. Kinship was bilateral rather than lineal, with both maternal and paternal relations holding similar status in terms of social organization and kinship. On a larger level, one household with several dependent households formed a local group or community. Individuals were identified by the group they resided with; the primary bond in local groups was a shared culture and language, not a unified political structure.⁶ The concept of tribe would not come into being until relations with non-Indian settlers and the United States and Canadian governments necessitated such political entities. Conflict among villages was common, usually precipitating raids on the offending village.

The Salish relied heavily on canoes for transportation and subsistence activities. Carved from large cedar logs, the Salish constructed at least five different canoe styles.

⁴ Suttles, p. 459

⁵ Suttles, p. 462

⁶ Daniel L. Boxenberger, San Juan Island Cultural Affiliation Study, San Juan Island N.H.P., Pacific Northwest Region, p. 16

The Salish also engaged in various forms of art, mostly carving of house posts, grave monuments, tools, and ceremonial masks. The Salish also produced several types of basketry: burden baskets with an open lattice style for gathering shellfish and roots; tightly coiled berry baskets; and flexible cattail bags for dried fish.⁷ Blankets were woven from wool of mountain goats or a breed of wool dog (now extinct) or from fireweed cotton. Salish also wove cedar mats for house construction, mattresses, and canoe mats.

Local groups were divided among worthy people, worthless people, and slaves.⁸ The Salish participated in forehead flattening at early ages, with the exception of children born of slaves. Life ceremonies were celebrated around signs of puberty (menstruation or voice change) and marriages were negotiated. Feasts and potlatches were held around major life events or crises, usually held by all the houses of a village who invited villages from around the area. Special ceremonies were held for the first salmon, the spirit dance, cleansing ceremonies, and, in some villages, for secret societies.⁹ At death, Salish were wrapped and placed in a raised canoe or box, with rituals held years later in which the body was re-wrapped and given a display of hereditary privileges, after which the deceased's name could again be spoken.¹⁰

The Lummi belief system places special importance on San Juan Island, particularly on a small island located in Garrison Bay called Guss Island. The Lummi believe this small island to be their place of origin into this world. This site holds sacred value that still remains with the tribe today.

Explorers, Traders, and Settlers

The Northwest coast area was "discovered" through sea-faring and overland expeditions by explorers and fur traders. Charles Barkley discovered the Strait of Juan de Fuca in 1787. In 1791-92, Spanish expeditions led by Manuel Quimper and Francisco de Eliza entered the region. George Vancouver's British expedition charted the region in 1792, and was followed by other Spanish explorers. After the turn of the century, traders

⁷ Suttles, p. 470

⁸ Suttles, p. 465

⁹ Suttles, p. 467-469

¹⁰ Suttles, p. 465

began arriving from the east. In 1808, Simon Fraser of the Northwest Fur Company discovered the Fraser River Valley. In the extended trade patterns of the Northwest Indian groups, the Salish of the region already possessed European goods by the time of the explorer's arrival. Trade goods were not the only thing that arrived ahead of their purveyors: disease had already made its appearance. The first smallpox epidemic among the Central Coast Salish probably occurred as early as the 1770s.¹¹

Between 1824 and 1845, the Hudson's Bay Company (HBC) began establishing settlements in the Northwest region, including Fort Langley on the Fraser River, Fort Vancouver on the Columbia River, and, in 1843, Fort Victoria at the southern tip of Vancouver Island. Until the late 1840s, the region's non-Indian population had remained small, born of the international fur trade. However, the discovery of gold in British Columbia changed the nature of the area for good. Gold seekers, mostly Americans, came in droves, and when they did not find their fortune they began to settle the region and look for a different means of making a living.

As the frontier began shrinking the issue of territorial ownership consumed the United States. In April 1846, the U.S. declared war on Mexico over Texas and the southwest borderlands. Diplomatic relations with England over the Pacific Northwest were considerably different than relations with Mexico. Peaceful negotiations for settling the division of the Oregon Country were already underway. England originally offered the Columbia River drainage basin as the boundary between the U.S. and Canada, which would have given them approximately half of present day Washington State. American settlers in the Pacific Northwest rallied for the U.S. to claim all of the Oregon Territory, to the 54° 40' parallel. But policy makers in Washington, D.C. were dealing with more pressing issues. Advocates for Texas annexation believed conflict with England over Oregon would weaken American defenses against Mexico. This applied also to those rallying for annexation of California. Northern merchants were interested in maintaining good trade relations with England, which they held more valuable than the disputed portion of Oregon Country.¹²

¹¹ Suttles, p. 471

¹² George Brown Tindall, David E. Shi. *America: A Narrative History*, 3d ed., (New York: W.W. Norton & Company, 1993), p. 350

The deciding factor in the boundary settlement debate was President James Polk. Polk had previously offered the 49th parallel as the boundary line, but the British had refused. The Hudson's Bay Company's (HBC) northwest headquarters, Fort Vancouver, lay well below the 49th parallel on the Columbia River. Following the English refusal, Polk revoked the offer and renewed claim to the whole of Oregon, clear to the 54° 40' parallel. Congress, after pressure from Polk and much debate, passed a resolution demanding that the British vacate all of the Oregon Country in one year.

Polk's actions forced the British hand. England was also unwilling to go to war and offered a draft treaty in June 1846, setting the boundary at the 49th parallel. Maintaining good relations with the United States was of far more interest to the British government than a small portion of their remote North American landholdings. The HBC had also anticipated the loss of Fort Vancouver, establishing Fort Victoria in 1843 to replace Vancouver as their Northwest headquarters. Polk had said that the only way to beat "John Bull" was to look him straight in the eye and his calculations were right.

While agreeing to the 49th parallel, both sides agreed that all of Vancouver Island would remain British and that a water boundary would need to be established since the island dipped below the 49th. This process would throw the islands into a "no-man's land" of ownership. Only the HBC seemed to be particularly worried about the fate of the San Juan Islands in establishing a water boundary. HBC Governor J.H. Pelly wrote to Foreign Secretary of State Earl of Aberdeen regarding British possession of the islands, advising him to negotiate the Rosario Strait as the water boundary line. Despite this advice, negotiators used vague language with two plausible interpretations. The negotiators were interested in concluding and signing a treaty, allowing small details like the islands to be worked out later.¹³ For that reason, the treaty determined the boundary between the United States and British Columbia as the 49th parallel, turning south at the middle of the channel separating Vancouver Island from the continent, then heading west down the middle of the Strait of Juan de Fuca to the Pacific Ocean. There are, however, two straits that could be interpreted as the dividing line: the Haro and the Rosario.

¹³ J. Tim O'Gorman. "The History of the Pig War", San Juan Archaeology, Vol. 1, University of Idaho, Moscow, 1983, p. 34

During the 1840s, development by British citizens on Vancouver Island extended to the San Juans. In July 1845, HBC officials from Victoria erected a wooden tablet near the southeast point of San Juan Island proclaiming British possession of the island.¹⁴ HBC officials were well aware that the islands would end up disputed if Great Britain did not firmly proclaim their intentions with the islands, but during the 1840s the HBC concentrated their efforts establishing a presence on Vancouver Island. By 1850 or 1851, HBC officials established a seasonal fishing station on the southern end of San Juan Island. From 1845 onward, British authorities treated the islands as British territory.

In 1853, HBC officials began more permanent settlement on San Juan Island by sending Charles Griffin to develop a sheep farm. Livestock shipped to the island included 1,369 sheep, three horses, some cows, and one boar.¹⁵ Construction started with a headquarters building and a house for his residence. Griffin was accompanied by at least two men to assist completion of construction plans. By spring of 1854, he had established a garden. In response to the threat of Americans, he erected a flagpole to fly the British flag. Griffin named the farm Bellevue.

Over the next several years, Griffin continued to develop Bellevue Farm. When the boundary commission appraised the HBC's operations in 1859, employees numbered eleven at Bellevue, with twelve to fourteen employees located elsewhere on the island. The farm had seven small houses, a barn, outhouse and shed, and about forty-six acres of land under cultivation. Griffin reported to having 4,000 sheep, 40 cattle, and a few horses.¹⁶ In six years, the operation had grown substantially. American tax assessors, considering the islands part of their jurisdiction, estimated the size and value of the HBC operation much higher than Griffin's reports.

In the meantime, following the treaty of 1846, Americans considered the islands a part of the United States. Organized in 1848, the Territory of Oregon delineated counties incorporating the San Juan Islands into Island County. Five years later, when the new territory of Washington was created, the islands were incorporated into Whatcom County. In May 1854, Whatcom County officials began to assert authority over San Juan

¹⁴ Erwin Thompson, *Historic Resource Study, San Juan Island N.H.P.*, 1972, p. 2

¹⁵ Thompson, p. 167

¹⁶ Thomson, p. 169

Island. The existence of Bellevue Farm spurred the county to try and establish a legal authority by placing a U.S. customs official on the island.

In April of that year, Griffin received word that the Americans were coming to seize the island. Upon reporting this to the Governor of British Columbia, James Douglas, Griffin was instructed to fly the British flag along the Strait of Juan de Fuca. On May Day, Douglas himself visited in a show of authority. With Douglas was British customs official James Sangster, who Douglas left stationed at Bellevue Farm in order to establish a legal authority.

On May 3, U.S. customs collector Isaac Ebey arrived on the island with Henry Webber and three men.¹⁷ Ebey and Webber paid Griffin and Sangster a visit the following day and informed them that Webber would be the U.S. customs official for the island. Sangster replied that he would have to arrest Webber; Ebey merely remarked that he hoped the English treated him well. This began a series of moves and countermoves of political maneuvering, but no serious action.

On May 6, Ebey and Webber again visited Griffin. At this point, Ebey demanded an inventory of livestock from Griffin, who refused to give such information. The following day, Sangster tried to serve a summons for arrest on Webber. When the accompanying constable, a Mr. Holland, attempted to seize him, Webber drew a revolver and pointed it squarely at Holland's head.¹⁸ The group was unarmed, and upon requesting arms to take Webber, Griffin refused. Thus the summons went unserved. The next day, Webber and Sangster both left for their respective headquarters to report the incident and request new instructions. Webber returned in two days with instructions to stay, but Sangster did not return. Griffin had requested Gov. Douglas send an official back only if he felt it was absolutely necessary. He was anxious to avoid a conflict, and so was Douglas. Douglas instructed Griffin to treat Webber as though he was a "private person, living under the protection of Her Majesty's Government."¹⁹ Webber and Griffin developed a cordial relationship, and Webber depended on Griffin and the HBC farm for security from Indian raids.

¹⁷ Thompson, p. 5

¹⁸ Thompson, p. 5

¹⁹ Thompson, p.6

Things remained relatively quiet until the following October when Whatcom County Sheriff Ellis Barnes visited the island, sent by Whatcom County Commissioners. He arrived at Bellevue Farm on the 19th and presented Griffin with a tax bill of \$80.33. Griffin refused to pay. Three weeks later, Barnes returned and attempted to collect a second time. When Griffin again refused, he was informed that notices for a livestock sale at the farm had been posted and that Barnes intended to liquidate enough sheep to collect the \$80.33.

Barnes returned on December 9th and informed Griffin that the sale had been postponed. On December 24, he again renewed his intent to sell at auction some of the farm's sheep, but again did not carry out his threat. Griffin and Douglas continued operations and in January, they began plans to expand the farm's pasture and crops. Douglas' confidence grew when Washington Territorial Governor Stevens visited him in Victoria to state his position that the island dispute was best left to their respective national governments for settlement.

However, on March 30, 1855, Barnes again arrived at Bellevue Farm and demanded payment. When Griffin refused again, Barnes set about finding and confiscating HBC sheep. The next morning, Griffin was summoned by one of his men and arrived in time to see Barnes and his men leaving with some of his livestock. Tallying up the damage, Griffin established that Barnes took 34 rams and 410 ewes and lambs, valued at 1,400 British pounds. After factoring in loss of production, labor costs to round up their remaining livestock, and added security measures, Griffin estimated the whole affair cost the HBC 2,990 pounds, roughly \$15,000 U.S. dollars.²⁰ The U.S. Congress rejected Griffin's estimate as exaggerated.

At this point, U.S. Secretary of State William Marcy became aware of the political struggle going on in the region and gave Territorial Governor Stevens explicit instructions that local officials were not to commit any act that deliberately created conflict. Marcy believed that the dispute over the islands was a legitimate one that would require future arbitration between England and the United States. Stevens followed Marcy's orders, letting the issue go until arbitration was available.

²⁰ Thompson, p. 6

The discovery of gold on British Columbia's Fraser River, like all gold strikes, brought a huge influx of people to the region. Many arrived seeking their fortunes, but few usually found it. Those who did not either left the region or began looking for another means of making a living. Many took homestead claims to try their hand at farming. That is how several Americans, including one Lyman Cutlar, came to settle and farm on San Juan Island.

Following the posturing of 1854-55, Great Britain and the U.S. established a joint boundary commission to survey the 49th parallel, from the Rocky Mountains to the Pacific for the purpose of clearing up any discrepancies in the treaty, including the placement of the water boundary. The U.S. assigned Archibald Campbell; the British assigned Lt. Col. John S. Hawkins, Royal Engineers, and Capt. James C. Prevost, Royal Navy. The commission players would later play a role in Pig War events and settlement.

From 1856 to 1859, no altercations developed on San Juan, although no one forgot for a minute that nothing had been settled. Douglas was consumed with matters on the mainland and Vancouver Island, dealing with the influx of miners and traders seeking to sell to the miners. Douglas attempted to enforce a license system for all miners and traders. Victoria had become a city overnight and was brimming with Americans.²¹ At Douglas' request, detachments from the Royal Navy and Royal Engineers were sent to the area to provide additional law enforcement.

While the joint commission surveyed and completed its reports, the HBC continued its operations as normal. However, the American population around them was growing, much to Griffin's dismay. American surveyors made trips to the island to lay out claims for settlement.²² Under Douglas' order, Griffin continued to treat them with respect and as settlers under the British flag. By June 1859, there were between 18 and 25 Americans living on San Juan Island. With an increase in American homestead claims on the island, Bellevue began to lose acreage to "squatters." The farm would continue to operate, but began losing its production value as settlement of the island's prime grazing land increased. In 1862, Robert Firth, Sr. succeeded Griffin as the

²¹ O'Gorman, p. 39

²² Review comments to the author from Park Ranger Mike Vouri, July 1997

manager of the farm, and shortly thereafter the farm was leased to Firth and ceased operations for the HBC.²³

The previous years of tension and words between the English and Americans were a contributing factor to the Pig War, although it wasn't really a war at all. This is said very lightly and with hindsight, for the forces and firepower of the troops involved was considerable, and the situation could very well have ended with considerable damage and loss of life. Other contributing factors included Douglas' attitude towards American settlement and British policy. He felt that the British government had been weak in the face of American settlement and it had cost a significant portion of the Oregon Country. He regarded Americans settling in the area very unfavorably and as a continued threat to British possessions.

In return, the Americans mistrusted and disliked the HBC and British government, which they considered to be one and the same. Despite evidence to the contrary, popular belief held that the HBC instigated Indian raids on Americans in the Puget Sound. Americans following the gold rush into British Columbia were not appreciative of the restrictions placed on them by Douglas, including not allowing trade without a license from the HBC. While later revoked, the restrictions placed on Americans in competition with the HBC furthered the belief that the HBC operated as one with the British government.

Tensions that developed over legal authority and taxes, the attitudes of Douglas and American settlers in the region, and the fact that the boundary commission by 1859 had reached no agreement all laid the foundation for conflict. All that was needed was a reason for action and someone to make the first move.

On the morning of June 15, 1859, Lyman Cutlar, who had homesteaded near the Bellevue farm, found an HBC pig in his potato patch. Having previously seen the animal and warned Griffin to keep his animals off his property, Cutlar shot and killed the pig. Cutlar went directly to Griffin and informed him of his actions, and offered to pay the cost of the animal. Griffin then stated the cost of the pig to be \$100, which Cutlar found to be unreasonable and refused to pay.

²³ Review comments to the author by Park Ranger Mike Vouri, July 1997

Later that same day, the chief factor of the HBC territory, A.G. Dallas, arrived aboard the steamship Beaver. Griffin informed him of the loss and a party consisting of Dallas, Griffin, and others sought Cutlar out. From this point forward, British and American stories diverge. Misinformation and exaggeration would aid in creating a conflict where none existed. Cutlar insisted that Dallas had demanded \$100 for the pig and threatened to arrest him. Dallas claimed to have threatened nothing of the sort, that he had treated Cutlar with the patience the HBC had always shown squatters and had not demanded any money from him.²⁴

Soon the story became more harrowing, as told by the U.S. customs collector, Paul Hubbs. According to his version, Dallas arrived on a British warship, and threatened to return with more warships as well as having Northern Indians raid the island and run the Americans off. According to Dallas, Cutlar saved himself only by threatening to open fire on them.

The British had no such intentions. The only effect the story had on Governor Douglas was to prompt him to assign a civil magistrate, John de Courcy, to the island to judge the incident and deal with American trespassing. Following June 15, nothing much happened. The feelings between the Americans and the HBC remained the same. On July 4th, the settlers raised the American flag in defiance of their British neighbors. This would prove a very fateful move.

General William Harney, commanding officer of the Department of Oregon, U.S. Army, was touring the area and stopped on the island when he saw the American flag. Harney would provide the main impetus for the military response to the situation. Speculation about Harney's actions during this time period range greatly, from political motivations to dumbwittedness. His conduct during the Mexican War showed a propensity for cavalier behavior that put him into insubordination situations and even a court-martial. Whatever Harney's reasons and motivations, his reaction to American settlers' version of events led to the landing of American troops.

Harney was livid at the settlers' story; of course, he was getting Paul Hubbs' exaggerated version. The settlers requested protection from any retaliation by the British and Northern Indians and Harney directed them to submit a written request to him for an

²⁴ O'Gorman, p. 44



U.S. Army 3rd Artillery, Camp Pickett, 1859

army detachment for protection. Upon receiving the petition on July 11, Harney assigned Captain George Pickett and Company D, 9th infantry, currently stationed at Fort Bellingham, to go to the island and establish a military presence. Pickett's orders were to keep all Indians off the island and protect American settlers from them. He also briefed Pickett in the Cutlar affair and ordered him to resist all attempts by British officials to fine, arrest, or prosecute Cutlar in the matter.²⁵

Of course, Harney sent these troops as a message to the British. On July 27, Pickett landed at the southern end of the island. Griffin visited the camp to try to ascertain Pickett's motives; it was clear to him that the American captain intended to stay and he sent word immediately to Douglas. Later the same day the *HMS Satellite* arrived carrying Magistrate de Courcy, who confronted Pickett and ordered him to leave the island. Pickett responded that he was following his commander's orders and would not leave. He also introduced Henry R. Crosbie, who had been assigned to the island as the American civil magistrate. The two magistrates realized the potential consequences of the situation and resolved to wait for word from their superiors.²⁶

For Governor Douglas, there was one important question for which he did not know the answer. Had the governments of the U.S. and Britain solved the ownership issue and word from his government not yet reached him? American mail reached the Washington territory much faster than British mail was reaching Victoria, and it was possible that Pickett was on orders from Washington, D.C. The *Satellite*, armed with 21 guns, remained off shore of the American's camp. Douglas sent Captain Geoffrey Hornby, commanding the *HMS Tribune*, to relieve the *Satellite*. Douglas ordered Hornby not to interfere with Pickett and the troops already landed, but not to allow any other U.S. forces to land.

Despite orders from Harney and Douglas, the players actually on San Juan prevented an escalation to violence by properly assessing the situation. The British forces in Griffin Bay could have blown Pickett and his infantry to smithereens. Pickett's force consisted of 60 men, one 6-pound cannon, and three howitzers. The English

²⁵ O'Gorman, p. 46

²⁶ O'Gorman, p. 46

combined force was 64 large caliber guns and 650 men. Pickett requested reinforcements and an additional company arrived on July 31.

Despite outnumbering the Americans, Captain Richards of the boundary commission and de Courcy advised Douglas not to force a confrontation; Douglas remanded his previous orders and did not confront the American reinforcements. The Legislative Council of British Columbia agreed not to attempt to force Pickett off the island. But Douglas could not accept American troops stationed on the island, viewing the offense as an insult to the British. Although he had agreed not to confront the Americans, he sent the HMS *Plumper* to the island with a detachment of Royal Marines. Douglas ordered Captain Hornby to land the marines and establish a joint occupation of the island to protect British subjects' claims and honor.²⁷

The island became an area of great interest locally. Papers around the region proclaimed pro-American or pro-British sentiments and as many as 500 people visited the island.

Hornby met with Pickett to try and ascertain his orders, try and persuade him to leave, and to inform him of his intent to land and form a joint occupation. The two met on August 3. Pickett replied to Hornby's line of questioning by stating he was merely a subordinate following the orders of his general; he did not know on whose orders the general was acting, he could only assume that it was from Washington. Regarding a joint occupation, Pickett stated that he was in no position to make such a decision and would therefore resist any attempt by the Marines to land.

Hornby left the meeting without an agreement for joint occupation. Despite seriously outnumbering the Americans, Hornby had decided before meeting Pickett that he would not land his troops, feeling the situation did not warrant an armed conflict. Pickett, in the mean time, was trying to figure out what authority Harney had acted under and he admired Hornby's restraint in trying to ascertain clearly the situation, knowing that he could do very little if Hornby tried to land his troops. Pickett wrote to the general to inform him of the day's events and request further orders.

Harney, after dispatching Pickett, began a series of correspondence with the War Department to legitimize his decision. His letters were gravely exaggerated, trying to

²⁷ O'Gorman, p. 48

make the HBC the villain. Harney ordered Pickett not to allow any joint occupation of the island. In addition, Harney sent Lt. Col. Casey with his command, raising the number of American troops to 461. The *Massachusetts* arrived and three of the ship's guns were brought on the island and placed on an earthen fortification.

On August 5, Admiral Robert Baynes, commander of the British Pacific Fleet, arrived in Esquimalt on the 84-gun HMS *Ganges*. Baynes agreed with Hornby's decision not to force Pickett off. Douglas was in an increasingly untenable position, having no word from authorities in London to guide his action. The Legislative Assembly demanded at least some kind of action to assert British authority. But Baynes was not about to allow any kind of armed conflict and reduced the navy's presence. He ordered two of the ships in Griffin Bay to depart, leaving only the *Tribune* to watch the American activities.

Meanwhile, Douglas received a letter from Harney explaining the landing. Douglas learned not only why the landing occurred but also that Harney was acting on behalf of American settlers and not under the authority of the U.S. government. Douglas immediately wrote to Lord Lyons, British Ambassador in Washington, and informed him of Harney's actions and the island situation. Lyons had already heard of the incident through the papers and approached the Secretary of State.²⁸ No one in Washington, including President Buchanan, was pleased with Harney's actions. To remedy the situation, the president assured Lyons that the U.S. was not attempting to force a boundary settlement and sent General Winfield Scott to settle the matter.

Not only was it a blow to Harney to have his situation seen as a liability to be corrected, it was further insulting that Scott was sent to correct it. Scott and Harney had a history together, one that involved Harney's court-martial during the Mexican-American War. Previous letters to Harney from the war department informed him that he would be within the rights of the U.S. government to block attempts by the British to enforce jurisdiction over the island.

From late October into November, Scott and Governor Douglas negotiated a withdrawal of reinforcements and a joint military occupation of the island until their respective governments could settle the water boundary through arbitration. Although

²⁸ O'Gorman, p. 55

Douglas was reluctant to agree to a military occupation and had offered a joint civil occupation, he finally agreed to the military occupation. The agreement allowed each country to have no more than one hundred men encamped on the island. Captain L.C. Hunt was left in charge of Company A, 4th infantry and Pickett was ordered back to Bellingham.

Scott's agreement was not popular with residents of Washington Territory, who felt he had sold out American possession of the island, but officials in Washington, D.C. were pleased with the compromise. England believed that by allowing British troops to land, the United States was concurring that the sovereignty of the islands was still in question. They, too, were agreeable to the terms negotiated by Scott and Douglas.

One hundred of Her Majesty's Royal Marines, under the command of Captain George Bazelgette, landed on San Juan Island on March 21, 1860. They chose a site on the shore of Garrison Bay, on the northwestern corner of the island, to build a camp. General Harney, who had not been reprimanded or removed from his command as Scott thought he should, made another rash move. Angry over the landing of the Royal Marines, Harney ordered Pickett back to the island to replace Captain Hunt. He instructed Pickett to show Bazelgette his orders, which stated that because Scott left no orders with him to allow British troops to land, the agreement was not valid and he would allow them to stay only because Douglas agreed not to try and remove American troops. In addition, Harney's orders declared the islands a part of Washington Territory and the British would be subject to the laws of the territory, having no authority themselves, and that cases involving British citizens would be remanded to Admiral Baynes and Governor Douglas. Hunt immediately wrote to General Scott informing him of Harney's actions and declaration that the British had no authority on the island.

At the same time, Douglas and Admiral Baynes sent word to Lord Lyons in Washington regarding the actions, which violated the 1859 agreement. Harney had pushed the limits of tolerance for his actions. President Polk and Buchanan had previously managed to save face with the British without undermining Harney's position or removing him from his command. This later attempt to enforce American jurisdiction following the negotiated temporary settlement would not be so easy to explain. General Harney was relieved of his command and ordered back to Washington, and his orders to



English Camp, c. 1860

Pickett rescinded. Then the agreement negotiated between Scott and Douglas proceeded. General Scott concluded that the only reason war had not erupted over the island was the "forbearance of British authorities."²⁹

During the conflict, the island became a hot destination, first by tourists looking to witness any action, but then by more settlers and entrepreneurs. With two military encampments on the island, the population of San Juan Town (or San Juan Village as it is sometimes called), located on the edge of Griffin Bay next to American Camp, grew. With the lack of a formal civil authority and both military camps concerned more with each other, illegal activity in the form of liquor trade and prostitution abounded. Captain Hunt had very little success in controlling this activity, and both commanders wanted to limit the involvement of their troops in undesirable activities.

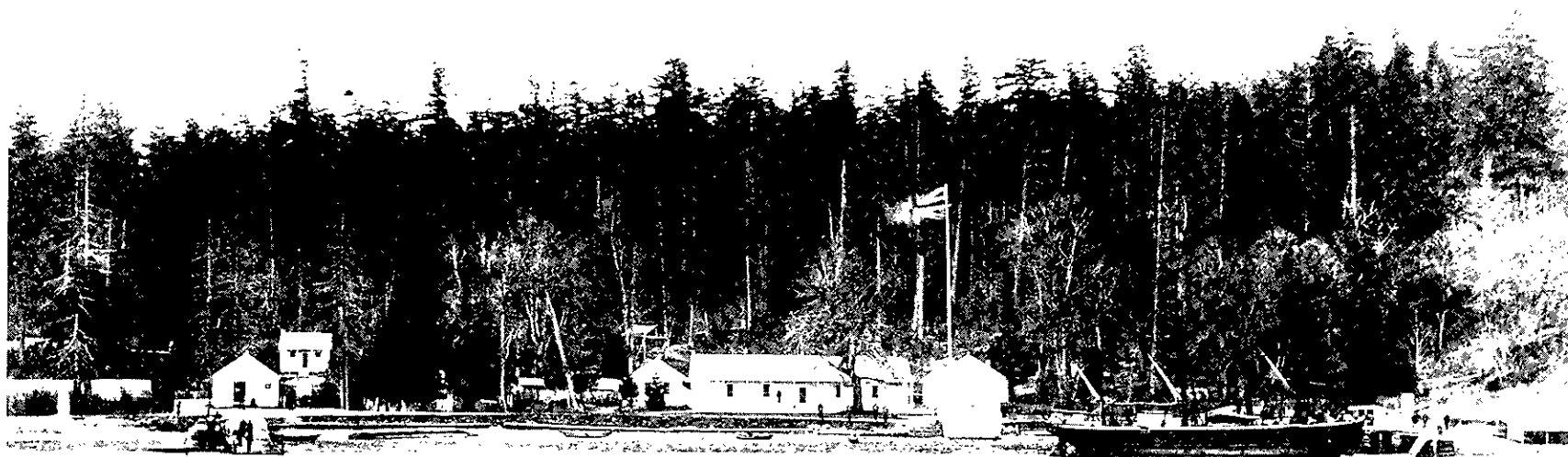
When planning the joint occupation, neither side probably anticipated that it would take 12 years to settle the water boundary question and that there would be a need for some kind of civil magistrate system. In order to deal with any lawlessness occurring on the island, the British and American commanders agreed to a joint military rule of the island, with British citizens coming under British laws and Americans under American law. Under this arrangement the commanders ruled the island in somewhat of a military state until 1872, each having jurisdiction over both their country's settlers. A great deal of cooperation and social interaction occurred between the two camps, including several social functions at English Camp that brought socialites over from nearby Vancouver Island.³⁰

When the Royal Marines established camp, they erected tents and began construction of a storehouse for their supplies, a garden, and a small cookhouse. More formal construction at the site began later that summer, when requests for supplies and permission to build winter quarters were granted. That September, bids were let for construction of an early barracks building and a utility building for storage and bathing, which were completed near the end of October.³¹ Work also began on officers' quarters and a formal cooking building, which was also completed that fall. In October, they established a lime kiln near Roche Harbor.

²⁹ O'Gorman, p. 60

³⁰ Thompson, p. 206-207

³¹ Thompson, p. 203



English Camp, c. 1870

No further construction is recorded until 1867, when Bazelgette began complaining that the current living quarters had outlived their temporary nature. After a survey by the regional senior officer, it was agreed to let construction on a new quarters for the camp captain. Bazelgette would transfer before the new quarters were constructed. His replacement, Captain William Delacombe, arrived at Garrison Bay with his wife and three children. As the officers' family needs changed, so did construction needs at the camp. Following building of the quarters for Delacombe and his family, work began on quarters for one of the junior officers, who had married and whose family was also with him. Both contracts were let to area builders.

Between 1860 and 1867, many other structures were completed, including the blockhouse (guardhouse), the hospital, the commissary, a blacksmith shop, a stable, library/schoolroom, wharf and pier, flagpole, formal garden, sentry boxes, the cemetery, and wells. For a complete listing and identification of sites, refer to the historic base map for English Camp on page 69 and 88.

When Captain Pickett first landed American troops on the island in 1859, they set up a tent camp on the edge of Griffin Bay, near the Hudson's Bay Company wharf. Later, around July 30, Pickett moved the camp to the south side of the peninsula, next to a spring and away from the direct line of fire of the British naval guns in Griffin Bay.

Around August, the army began erecting some wooden structures at the camp, all constructed from materials taken from buildings dismantled at Fort Bellingham.³² These structures included a barracks and hospital. With the arrival of Colonel Casey and more troops, the camp was moved again. Casey believed the site at the spring was too exposed to the wind and weather, and chose to move the camp to the north slope of the ridge above the HBC Company farm. Here there was a small stand of trees that would shelter the companies from the weather and provide a location on the ridge for the six guns brought off the *Massachusetts*.

On August 25, the army began construction of a fortification for the emplacement of eight 32-pound guns. The Redoubt, as it would later be called, provided coverage of water access to the southern tip of the island.³³ However, when General Scott arrived and

³² Thompson, p. 129

³³ Thompson, p. 132-133

the joint occupation was negotiated, Scott ordered a halt on construction of the Redoubt. The guns were placed back on the *Massachusetts*, and the army forces were reduced to one company. Five gun platforms constructed on the ridge now lay empty. The army men began calling it "Robert's gopher hole" after the army engineer who designed and supervised its construction, Lt. Henry M. Robert.³⁴

No formal construction plans exist for Pickett's construction at the third and final site, but the written record indicates that officers' quarters, laundress' quarters, and a mess room and kitchen were constructed and a flagpole erected.³⁵ After Pickett's removal and the start of the American Civil War, construction plans were not a high priority. In 1865, buildings were freshly painted and a new arch constructed over the military cemetery.

In 1867, the same year that construction of more solid structures took place at English Camp, the U.S. Army began building better and more permanent structures. In 1859 when the joint occupation was negotiated and the detachments began construction of facilities, neither group realized that their stay would last so long. Both camps had built temporary structures and after six years were in need of improvements if troops were to remain.

To that end, the U.S. Army brought over more dismantled structures and materials from the now abandoned Fort Bellingham for use at American Camp. In all, two sets of officers' quarters, an adjutant's office, noncommissioned officers' mess, a set of laundress' quarters, a new hospital, quartermaster storehouse, commissary storehouse, blacksmith shop, a two-story barn and stable, a granary, mess hall, and additions to other buildings were completed.³⁶

Research indicates that the army built no less than 34 structures. Structures included the blockhouse/guardhouse, enlisted and officers' quarters, a bake house, barracks, messroom and kitchen, two hospitals, storehouses, a blacksmith shop, granary, carpenter shop, school and reading room, bath house, telegraph office, shoemaker shop, cemetery, roothouses, the flagstaff, and the Redoubt, among others.³⁷ For a complete

³⁴ Thompson, p. 159. Robert would later be known for Robert's Rules of Order.

³⁵ Thompson, p. 136

³⁶ Thompson, p. 140

³⁷ Thompson, p. 148



*American Camp, c. 1870. Photograph courtesy of the Provincial Archives,
HP015273/A-05967.*

listing and identification of sites, refer to the historic base map for American Camp on page 67 and 87.

The water boundary issue was eventually placed in the hands of the Emperor of Germany for arbitration, along with other claims issues generated from the Civil War. Both countries were allowed to plead their case and on October 21, 1872, the emperor declared in favor of the Haro Strait and the United States. On November 23, the British marines evacuated the island. Not having specific orders regarding disposition of the buildings at the camp, the British commander turned all structures and lands over to the commander of American Camp. The army placed a small detachment of men on site for a guard and protection until 1874, when the American troops were recalled. English Camp lands were vacated when the army reduced its landholdings in 1875.³⁸ This would coincide with the arrival of a settler named William Crook, who moved his family into one of the officers' quarters and took up residence, receiving homestead certification from the U.S. government in 1883.

British citizens on the island requested assistance in settling land claims; most did not want to leave their homes. President Grant issued a proclamation forbidding land sales until all British claims had been settled.³⁹ In 1873, 72 Britons had requested American citizenship in order to keep their homes.

Of the decision, the retired James Douglas felt great disappointment: the islands he wanted to fight for so badly had indeed slipped through the British grasp and into American hands.

³⁸ Thompson, p. 209

³⁹ Thompson, p. 122-123

CHAPTER THREE
PRESERVING AMERICAN AND ENGLISH CAMPS

Chapter Three: Preserving American and English Camps

The first public recognition of the two military camps came on October 21, 1904, when the University of Washington State Historical Society held ceremonies to dedicate two stone monuments, one at each camp, in recognition of the peaceful settlement of the boundary dispute. At English Camp, a monument was placed on the hillside next to the remains of the Captain's Quarters. At American Camp, a monument was placed at the Redoubt. Among those in attendance were the president of the University of Washington, E. D. Warbass, John McMillin, retired General George Dandy, and Commander V. L. Cottman of the U.S.S. *Wyoming*, which anchored in Griffin Bay. The Puget Sound Artillery Band of Port Townsend provided music for the ceremonies.¹

The two camps never faded from public memory as the sites of military occupation. From the moment the two contingents vacated the island the sites were known as American and English camps. Buildings at the camps were utilized for homes or other uses. In the spring of 1894, the captain's residence at English Camp was purchased and used as a summer residence by a Mr. Rogers of New York. Unfortunately, the home burned to the ground that October.² On June 22, 1921, Chester Kitsop and Francis Mullen were married in ceremonies held on the Redoubt. At English Camp, where Englishman William Crook had filed a homestead claim, his family would live in the Barracks building twice, once after their own house burned down. From the turn of the century forward, people stopped at English Camp where Jim Crook, who was two when his father settled at the site, would provide a tour of the grounds. Crook was also paid an annual stipend by the British government, starting around 1913, to maintain the small English Camp cemetery.³

Interest in national recognition of the San Juans began in 1935, when NPS landscape architect Emerson Knight, Region 4, participated in a survey of the islands to determine their eligibility as a National Seashore Recreation Area. In 1937 Knight produced a report which concluded that the entire San Juan chain, with over sixty-four islands totaling 114,046 acres, be purchased and set aside as a National Recreation Area

¹ *Friday Harbor Journal*, February 19, 1970, front page

² *The Islander*, October 11, 1894, p. 3

³ Patricia Erigero and Barry Schnoll, Historic Structures Report: Crook House, San Juan Island N.H.P., 1984, p. 42



The officer's residence at English Camp, which burned down in 1894.

for its intrinsic natural, educational, inspirational, and scientific values.⁴ The report provides a breakdown of private and public owned lands, an appraised value of approximately 2.5 million dollars for all the islands, and the recommendation that all residents be given life tenure on their property. Knight states that he does not think it would be a problem purchasing lands used for agricultural or sheep production or buying out the resident fishermen, but that it would be difficult removing people from their summer residences and vacation homes.⁵ However, Knight concluded "the dream of creating the San Juan Islands, priceless in their natural endowments and excellence, into some form of National Recreation Reserve, is a vivid one recommended for fulfillment."⁶

No action was taken to fulfill Knight's dream of a national reserve; however, action to preserve the military camps under the Washington State Parks and Recreation Commission did begin. In 1951, the state purchased approximately 5 acres, which included the Redoubt, from Robert and Lillie McRae for the sum of ten dollars.⁷ From 1951 until 1963, Washington State continued efforts to purchase lands for a state park(s) centered on the historic sites. Their first purchase at English Camp came in October 1953, purchasing the parcel immediately south of the camp, including 1800 feet of frontage on Garrison Bay, from Adda McMillin and the Roche Harbor Lime Company. In 1953, the commission offered Jim Crook and his sister Mary Crook Davis \$20,000 for their twenty acres at English Camp, life tenure, and \$50 per month to serve as caretakers of the property.⁸ The offer was not accepted.

Negotiations continued until September 1963. At this point, the parties involved were Crook and his sister Rhoda Anderson (Mary was killed in an automobile accident in 1959). An appraisal had been completed on behalf of the commission, which valued the property in 1962 at \$106,000, which the commission felt was an acceptable purchase price.⁹ Crook had previously agreed to selling the property with the option that the commission could buy the property for 5% of the appraised value with the remainder to

⁴ Emerson Knight, *San Juan Islands: A Report*, January 21, 1937, National Park Service, p. 8

⁵ Knight, p. 7

⁶ Knight, p. 18

⁷ Deed dated March 24, 1951

⁸ Minutes of meeting, Washington State Parks and Recreation Commission, July, 1953

⁹ Minutes of meeting, Washington State Parks and Recreation Commission, March, 1962



The Crook family on the front porch of their house, c. 1900.

be paid through state legislative appropriations.¹⁰ The property at English Camp was purchased for \$122,000, approved by the Washington State Legislature.

During this same period of time, Washington Senators Warren G. Magnuson and Henry M. Jackson were promoting recognition of the sites as a national monument within the NPS. In 1958, they introduced Senate bill 3969. Later incarnations of the bill were introduced: S. 1441 in 1964 and in January 1965, S. 489. In the House, Washington Representative Lloyd Meeds introduced an identical measure in 1965, HR. 2623. The bills were all approved for submission to the Committee of Interior and Insular Affairs.

The Washington State Parks and Recreation Commission supported national recognition from 1964 forward. Their primary interest was in preserving and celebrating these two historical sites.¹¹ If the NPS was willing to take on responsibility for the sites, the commission was willing to convey title to the properties they owned. While Washington State did have development planned, they would be the first to admit, as state parks commission representative Joe Hamel did during the 1965 public hearing on the proposed park, that the NPS had better resources and funding with which to preserve and interpret the historic sites and structures than the state.

It was common practice, post-1950, for the NPS to request feasibility studies of potential park sites prior to their full approval. This process allowed the NPS greater control over the sites entering the system. In addition, it enabled the NPS to properly assess the site and its development needs to ensure that enabling legislation did not limit their needs in any way. In 1958, following S. 3969, the NPS director requested time to study the area before the Secretary for Public Land Management made any recommendations to the Senate on legislation involving the San Juan sites.

In 1959, the National Survey of Historic Sites and Buildings surveyed the camps; closer studies were completed in 1961 by NPS Western Region staff. The NPS staff presented an oral report to the Advisory Board on National Parks, Historic Sites, Buildings and Monuments at its September meeting, whereupon the sites were approved for National Historic Landmark status.

¹⁰ Minutes of meeting, Washington State Parks and Recreation Commission, February 26, 1962

¹¹ Interview with Charles Odegaard, February 24, 1997



English Camp just prior to park establishment.

Following National Landmark status, members of the NPS Western Regional Office set about documenting and writing a formal proposal for a national park site on the island. Charles B. Browne, John E. Doerr, John A. Hussey, Alfred C. Kuehl, and Ronald N. Mortimore were assigned to the study, which was written by Regional Historian Hussey. The document examined historical events at the park in terms of their relevance to national historical events, the authenticity of the sites, and recommended land acquisitions and boundaries for the proposed park. The study also provided basic background information regarding climate, location, and existing land use patterns.

The report found that San Juan Island National Historical Park, a name that the team chose as more preferable than Pig War National Monument, was "both feasible and desirable."¹² The study confirmed the authenticity of the site, and offered three recommendations for commemoration: the historic sites known as English and American Camps would be established under NPS administration under the boundary recommendations listed in the plan's appendices; that the development of the area for public use be focused on interpretation and preservation of the sites and their settings; and that authorization and land acquisition be accomplished as soon as possible to protect the area from potential incompatible uses that would make later acquisition more difficult and expensive.¹³ The report also advised that the island was in a period of land use transition, moving from traditional rural patterns to "a concentration of vacation home sites."¹⁴ In addition, the proposal provided historical information regarding other historical sites to be included, where known, within the park boundary as relevant to historic events: San Juan Town, Lyman Cutlar's potato patch, and the Hudson's Bay Company farm.

In short, the proposal was very positive, not only recommending that the park be created but that Congress and the NPS not delay in establishing and acquiring the lands necessary for the park's creation. The immediate lands owned by Washington State would not be a problem for the NPS to acquire, since the state approved of federal

¹² John Hussey et. al., *San Juan Island National Historical Park, Washington: A Proposal*, National park Service, March 1965, p. 1

¹³ *Proposal*, p. 1

¹⁴ *Proposal*, p. 1



Remains of Bellevue Farm, Hudson's Bay Company, c. 1964.

establishment of a park. But much of American Camp remained in private hands, as did much of the surrounding acreage at English Camp.

On April 17, 1965, in Friday Harbor, the Subcommittee for Parks and Recreation held a public hearing. In attendance was Subcommittee Chairman Senator Alan Bible of Nevada, Senator Len Jordan from Idaho, and bill sponsors Magnuson, Jackson, and Meeds. Representing the NPS was Assistant Director Theodore Swen, John Hussey, Western Region Director John Rutter, and Olympic National Park Superintendent Bennett Gale.

At the hearings, approximately 30 to 35 people were heard or entered written statements for the record regarding the proposed park. As a whole, the island was overwhelmingly supportive of the park. Representatives of the parks commission, the state ferry system (whose representative promised residents that the system would upgrade ferry service to accommodate the anticipated jump in visitation), the department of commerce and economic development, and the Washington State Legislature, which had passed a joint resolution requesting federal approval of the park, attended.

Three San Juan County Commissioners, Carleton Nash, T.J. Blake, and Russell Hawkins, spoke to the county's position. Following public hearings on the matter, the commissioners stated that a majority of islanders supported the park, but had some reservations. Concerns of loss of tax revenue was prevalent, especially since the return revenue expected from visitation did not guarantee returns for the other islands operating under the county government. But the main concern was for the county roads system and the increased traffic on them.

Other island organizations entered statements of support, including the Chamber of Commerce, whose representative made a point of saying that the chamber represented the broad mix of islanders, from retirees on fixed incomes to business people. A variety of environmental and outdoor clubs, including the Sierra Club, showed their support for the park in consideration of the natural environments that would be preserved under the proposed boundary. Friday Harbor Mayor James E. Brown entered his support, stating he was relieved to have a representative of the state ferry system available at the hearing to address the issue of increased visitor traffic. Several local citizens also entered statements of support, including two of the landowners, Kenneth Dougherty and Fern

Ingoldsby, whose lands were identified in the proposals. Both landowners offered support of the park but requested that certain portions of their lands be left out and remain in their possession. Dougherty also expressed the sincere hope that they would be given fair value for their lands.

While no one stood and voiced opposition at the hearing, written statements of opposition were received for the record. A petition signed by 137 islanders objecting to the park was placed on record as well as a few letters. Those opposed to the park expressed concern over higher taxes, the inadequacy of county roads and utilities to support a large park, concern over increased law enforcement needs, and greater pollution. They pointed out that a large portion of the population were retirees on a fixed income who could not afford higher taxes. One letter simply stated that most who lived on the island did so to escape the masses that the National Park Service would now be thrusting on them. Several of the names on the petition belonged to owners of lands identified in the park proposal and who were unwilling sellers.

By and large, islanders wanted to see the sites preserved and interpreted. The scope and size that the NPS would bring to the park was greater than some had envisioned. No one expected landowners who had planned to build their vacation home or their retirement home to be happy that their land was chosen for inclusion within a national park. The main issue facing islanders was already developing before the NPS became involved: the shift from a small rural economy and community to one of increased vacation opportunity and rising land values. Most islanders wanted to resist this shift in land use, and a national park attracting 50,000 estimated visitors its first year would speed that shift along. But islanders also recognized that the shift would occur regardless, and the scope of the parks would enable the preservation of some of the most worthy spots on the island for use by the public, free from residential development. It was the preservation, not only of historic sites that islanders felt a lot of pride for, but also the preservation of open natural spaces that would remain public for islanders to enjoy, that ultimately motivated their support.

Passage of the federal legislation creating San Juan Island National Historical Park occurred easily. Senator Bible commented following the hearings that the

unanimity of support shown by islanders at the hearing surprised him.¹⁵ The National Park Service agreed that the site was of national historical value and worthy of preservation. Local support and NPS support combined with the position and influence held by senior Senators Magnuson and Jackson during the late 1960s ensured the success of Senate Bill 489.

In September 1966, Congress approved the creation of San Juan Island National Historical Park and appropriated funds up to, but not to exceed, \$3,542,000 for lands acquisition.¹⁶ The NPS began lands acquisition proceedings and assigned Olympic National Park Superintendent Bennett Gale as NPS representative for the new park unit until a superintendent and managerial staff was hired. The park was and still is the largest area of public land to be created on the island.

¹⁵ *The Everett Herald*, April 19, 1965

¹⁶ 80 Stat. 737

CHAPTER FOUR
SAN JUAN ISLAND NATIONAL HISTORICAL PARK

Chapter Four: San Juan Island National Historical Park Management

Since its creation in 1966, park staff has worked to define the park, its goals, and its operating needs. Early in the planning stages, it was determined by a NPS Western Regional Office planning team that the staffing levels at the park would be kept low and would rely on regional office staff for technical assistance support. By comparison to other parks in the region with similar types of resources and acreage, the park staff has remained small. This results in a management situation where staff serves in different roles as needed.

Since the management record for the park is incomplete, there are management decisions for which the reasoning behind them remains unknown. There are, however, a few general characteristics of park management that are identifiable over the years. The first characteristic is the feeling that, even though the park has existed for thirty-three years, it seems new. To some NPS staff, both at the park and in the region, the park still feels and operates like a new park that has yet to come fully into the system. In interviews with past superintendents, the idea that the park still felt like a new park when they came "on board" was a recurring theme.

The island environment also shapes park management, in ways that other parks in the region have not experienced. Location adds a special twist to park management on several levels. First, the rural quality of the island and its small population sometimes leads to difficulty getting or maintaining supplies and equipment. There are no super-warehouse stores on the island, and prices for certain materials can be higher than on the mainland. The nature of the island tourist economy and the vacation property market also lends to a higher cost of living. An additional factor career NPS staff considers in looking at openings with the park is the lack of job opportunity available for spouses or other family members around the islands. The park hasn't traditionally attracted high levels of career NPS personnel for positions outside of superintendent and chief ranger. A good percentage of staff has come from the island or nearby mainland communities.

On a larger scale, there is something to be said for "island time," meaning action on the island can move at a slower pace. In 1985, the regional office sent a study team to the park to review the management structure and make recommendations on how the park could be more effectively managed. When Deputy Regional Director Bill Briggie

wrote to Superintendent Hastings to inform him of the study team's arrival and intentions, he noted that he asked Darryll Johnson, the regional sociologist to "analyze the impact of insular living on the staff, their attitudes, productivity, etc., in hopes of gaining greater understanding of an island work environment and the possible problems facing our people while on such an assignment."¹ The concept is an intangible and the true level of its impact over the years is elusive. The only thing known for certain is that the concept was considered at regional levels of management and that thousands of people "escape" to the island every year to enjoy its attitudes and environment. It is the reason people retire there.

The island environment can be said to influence another characteristic of park management: the attitudes of NPS staff from other offices. One can reason that island time is partially responsible for the perception that the park is a "sleepy" park, with not much activity occurring. This is not true; there is plenty going on, and plenty that could be going on given appropriate staffing and funding levels.

That the park is perceived as sleepy is derived from research interviews of NPS park staff and their observations about the NPS staff at region, Washington, D.C., and even at other parks. There is the almost unanimous opinion among park staff that, for many years, the park was treated as a great place to get to visit. All park staff referenced this in some way or another. NPS personnel invited to the park for the purpose of assessing park needs would see the park, tour the island, and then leave. Park staff expressed difficulty in getting further response after such visits, and some honestly were left with the impression that the trip in itself was really the goal, and not to resolve any of the park's problems or issues. This is not meant to imply that all staff visiting the island have not followed through with assistance; it is only meant to convey a message that was consistent in park staff interviews completed for this history.

The Pacific Northwest region is home to three big natural parks, Olympic, North Cascades, and Mount Ranier. It is a consistent theme in the region that all the small historical parks, San Juan among them, has a difficult time receiving a commitment from upper management at the regional and national levels in the shadow of these three

¹ Letter from Deputy Regional Director William Briggles to Superintendent, San Juan Island N.H.P., December 1984

dominant parks. So while regional technical staff tried to assess, program, and lobby for management needs at the park, they are equally frustrated by the lack of support and lobbying power coming from upper management.

Frustration has also been an intangible force at work at the park and was evident in 80% of the interviews the author conducted. Job satisfaction is based on a feeling of achievement and accomplishment; this is true for any work environment. A great deal of park planning has never been implemented, despite work by the staff to get support and funding for a variety of projects and programming. The general feeling the author observed is that staff basically operated on survival mode, that a majority of their time was spent trying to maintain basic operations, but not generally making progress on issues or projects. This atmosphere is a stressful one and it results in burn out of personnel. The idea that park staff believed that upper level NPS management was not listening has also contributed to this problem.

With those characteristics underlying the basic framework of park management, a review of park development shows that the park has spent a majority of its history trying to define itself, its goals and programming needs under the shadow of the region's big three parks and the frustration created by the lack of support from upper management in implementing recommended planning efforts.

Development Planning

The first step taken by the National Park Service following passage of the 1966 legislation was to develop a plan of action. A planning team of individuals from the western regional and Denver Service Center offices was assigned to develop a master plan, which was approved in October 1967. Bennett Gale would continue to serve as the NPS representative until 1969, when Superintendent Carl Stoddard was hired. The regional office and the Denver Service Center would continue to play a major role in the completion of initial development outlined in the park's master planning document.

Master Plan, 1967

The master planning document for San Juan Island N.H.P. is a standard National Park Service document, offering basic statistical information about the site and

identifying major planning issues/problems, and offering solutions to aid in the establishment and formal dedication of the park. The plan offers and prioritizes recommended actions for initial site development.

Primary objectives for San Juan were listed as follows: acquire lands identified as necessary for interpretation, protection, and development; develop a program of restoration and stabilization at both camps to preserve the historic settings; develop necessary facilities for the interpretation of the historic story; develop a program to maintain and protect the historic scene and structures; utilize the recreational opportunity of the park, provided that it does not conflict with the park's basic purpose; and encourage and preserve through local interest and action the complementary stories and artifacts of the San Juan Islands. The plan also provided a scope of collections statement, an interpretive theme, and an architectural theme.

In summarizing the plan's programming intent, it states the general operating mission of the park to be the preservation and interpretation of the historic story of joint occupation and the "Pig War." To this end, the park would complete certain stabilization and limited restoration of the historic scene, and develop visitor access and parking, interpretation, picnicking, and camping at both American and English Camp sites. The plan also called for: establishment of a small maintenance area; limited residential development; and the establishment of a contact station in Friday Harbor, with placement of administrative headquarters in town. Finally, the summary suggests that the basic components of this development should be completed by October 21, 1972, the centennial anniversary of the peaceful settlement of the boundary dispute. This occasion would serve as the formal dedication of the park.

Following this summary, the plan introduces factors that would affect all development of the park and which would continue to guide park planning. In addition to a budget limitation of \$3,542,000 for lands acquisition, planning would also be shaped by promises given during public hearings to limit recreational facilities to auto and boat campgrounds, restore English Camp structures and the American Camp Redoubt, and provide Jim Crook with life tenure for his house plus use of three surrounding acres.²

² Jim Crook passed away in March 1967, just prior to the plan's approval. Life tenure for the house and three surrounding acres was granted to his sister Rhoda Anderson, Crook's sole heir. Anderson passed away in 1972.

Jurisdiction would be coordinated through cooperative agreements with local government or private individuals. These items form the basic minimum planning needs to be met and achieved through this planning document.

The document identified major problems facing site development and outlined solutions and existing opportunities for park development in the following specific management areas: lands acquisition, development, research needs, resource management, maintenance and protection, and visitor use.

For lands acquisition, the plan pointed out the following problems: the NPS did not actually have title to any necessary lands yet; the title to tidelands adjacent to the proposed park boundary was divided between private and state ownership; no initial contact point in Friday Harbor existed; and boat use between Guss Island and English Camp could impact the historic scene. Recommended solutions included:

- acquire lands identified in boundary establishment planning
- acquire control of tidelands adjacent to the park through agreements, easements, purchase, or donation
- obtain suitable space near the ferry landing as an information office and administrative headquarters
- obtain scenic rights and restrict water use at English Camp and Guss Island

Research needs identified for park programming dealt strictly with the location and appearance of historic structures. The plan called for a research study to determine the following information: locate all historic structures; determine their size, appearance, and use; identify existing structures which were intrusive elements on the historic scene; identify historic structures which were removed from the park; and provide information to guide restoration of the structures, remains, and the historic scene.

The only natural resource management need identified is one that should surprise no one familiar with the island: rabbits, and lots of them. The document called for the development of a control and action plan to reduce and eventually eliminate the problems of over grazing and burrowing by rabbits at American Camp, which threatened to destroy the native habitat typical of the historic scene and perhaps undermine the stability of historic structures.

With regards to maintenance and protection, fire was identified as a threat to the park, particularly to all historic structures. The plan recommended coordinating cooperative agreements with local and state agencies for mutual assistance in case of a fire, as well as for staff fire training, visitor programs in fire safety, and the installation of fire suppression systems in park buildings.

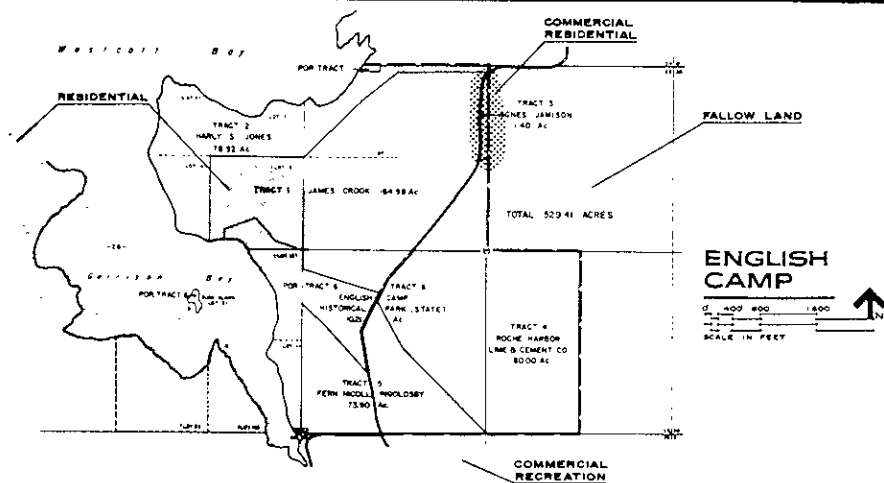
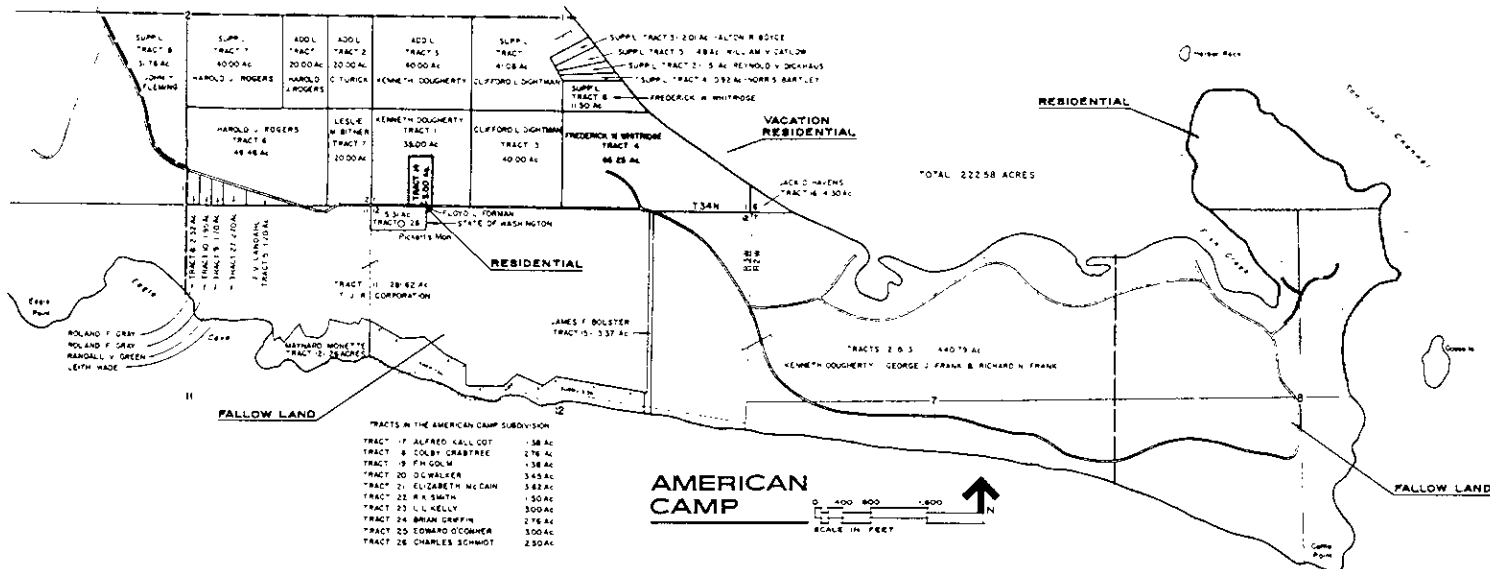
The plan identified certain visitor uses at the sites to be detrimental and destructive to the historic setting. In addition, no interpretive facilities were in place, no personnel or management were available for visitor safety or resource protection, and no overnight facilities were available. The plan recommended the limitation of visitors to compatible use only, development of interpretive facilities at both American and English Camps, development of on-site residences for park staff to provide 24-hour protection, and the development of a limited number of campsites for auto and boat users.

A number of items were identified as deficient or nonexistent. Proper utilities did not exist at either site to accommodate NPS development. Water, sewer, power, and telephone needs and sources had to be identified. Burial of all power lines to eliminate impact on the historic setting would be necessary. Specific needs included roads, parking, and trails at both camps; seasonal employee quarters; maintenance facilities; redirection of incompatible county roads; elimination of Crook family buildings intruding on the historic scene; and the placement of floats on all docks and possible dredging to accommodate boat use.

After identifying what needs existed to establish and begin basic park operations, the document prioritized those needs, breaking them into three categories: pre-construction, construction, and operational.

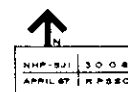
For pre-construction, the document recommended acquisition of lands; acquisition of office space in Friday Harbor; assignment of staff to provide practical and immediate interim park operations; stabilization of structures at English Camp; and preparation of an interpretive prospectus and request for bids for structural and site rehabilitation, construction, and an exhibit plan.

Under the construction phase, the park would begin site rehabilitation, historic building restoration, and park service facilities construction, acquisition of remaining lands, fulfillment of staffing needs, and preparation of the interpretive devices called for



LAND OWNERSHIP AND USE PLAN

SAN JUAN ISLAND
NATIONAL HISTORICAL PARK
WASHINGTON



Land ownership and use map, 1969 Master Plan

ON MICROFILM

under the interpretive prospectus. Completion of any shoreline developments and the beginning of full park operations would also fall under the construction phase.

Under the final, operational phase, the park would develop a program of long-term maintenance providing preservation and protection of structures and grounds, acquisition of any inholdings, and hiring of staff for full park operations.

With a planning document in hand, the NPS moved ahead with development for the park. First and foremost, the NPS needed to acquire title to the lands identified for inclusion in the historical park.

Lands Acquisition

Unfortunately for public relations matters, fifteen of the tracts acquired by the NPS ended in condemnation proceedings, and took until 1972 to complete. As noted by NPS historian John Hussey in the park's proposal document, changing land use patterns meant the lands being acquired by the NPS were prime residential and vacation property. Owners knew that land values were on the rise; the demand for seasonal vacation property was growing.

On June 16, 1965, private property owners identified in the American Camp and English Camp acquisitions were as follows:

	<u>American Camp Owners</u>	<u>Acres</u>
* 1, 2, 3	Kenneth Dougherty (1/3 each)	75
	George J. Franck (1/3 each)	440.79
	Richard N. Franck (1/3 each)	
4	Fredrick W. Whitridge (improved)	77.75
5	F.V. Landahl	1.20
6	Harold J. Jones	49.46
7	Leslie M. Bitner	20
8	Roland F. Gray	2.32
9	Randall V. Green	1.70
10	Orville R. Clary	1.95
* 11	T.J.R. Corps (improved)	281.62

* 12	Maynard Monette	26
13	Clifford L. Dightman	81.08
14	Floyd L. Foreman (improved)	5
15	James F. Bolster	3.37
* 16	Jack D. Havens	4.30
* 17	Alfred Kallicot	1.38
* 18	Colby Crabtree	2.76
* 19	F.H. Golm	1.38
* 20	D.C. Walker	3.45
21	Elizabeth McCain	3.62
22	R.K. Smith	1.50
* 23	L.L. Kelly	3
* 24	Brian Griffin	2.76
25	Edward O'Conner	3
* 26	Charles Schmidt	2.50
27	Lieth Wade	2.70
* 28	Harold J. Rodgers	60
29	C. Turick	20
30	Raynold V. Dickhaus	1.51
31	Alton R. Boyce	2.01
32	Norris Bartley (improved)	.92
33	William V. Catlaw	1.48
34	John Y. Fleming	31.76

Total private property - American Camp	1,217.27
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	<u>English Camp Owners</u>	<u>Acres</u>
1	Jim Crook (improved)	184.98
2	Harly S. Jones	78.92
3	Agnes Jamison (improved)	1.40
* 4	Roche Harbor Lime and Cement Co.	80

Total private property - English Camp

419.20

* Indicates condemnation proceedings

Condemnation proceedings for tracts of non-willing sellers totaled 548 acres and were settled in federal district courts in Seattle, Bellevue, and Friday Harbor. At issue was the value of the properties: fair market value for the acreage did not necessarily equate to the dollar value that could be gained if properties were subdivided and sold as residential lots. To gain a perspective of the development plans that were alternately considered, the Jas. F. Bolster Agency in Bellingham at one time was prepared to sell 100' x 500' foot and 100' x 200' foot lots for the T.J.R Corps property along the stretch of American Camp's southern edge at \$17.00 per frontage foot. Plans called for 66 individual lots.³

Washington State park lands were required under federal legislation to be donated, not purchased. In 1967, the Washington State legislature approved donation of their properties under the following conditions: that the National Park Service had ten years to develop the site or it would revert to state ownership and that title to tidelands remained with the state. The state parks commission also requested that the NPS help facilitate a land transfer between the state and the Department of the Interior for lands bordering state park property elsewhere in the Washington.

In all, the park acquired 1,752 acres at a total cost of approximately 3.5 million dollars.⁴ In any condemnation situation, there are going to be ill feelings on behalf of those losing their property. San Juan Island was no exception, and the landowners in condemnation proceedings, most of who remained on the island, provided a source of anti-park sentiment on the island. This resentment has quieted as time has passed.

³ Map of Bolster Agency proposed development, no date

⁴ Superintendent's Annual Report, SAJH, 1972

Carl Stoddard, 1969-1974

Carl Stoddard was a resource manager at the Western Regional Office prior to his tenure at San Juan. As the park's first superintendent, Stoddard's primary tasks were outlined in the pre-construction phase of the master plan. First and foremost was the completion of lands acquisition. In addition, an office and staff needed to be established to begin basic park operations.

During the 1970s, Stoddard's staff numbered 3 to 4 employees, with 2 or 3 seasonals and approximately 12 to 15 Volunteers In Parks (VIPs). Office space had been arranged through General Services Administration (GSA) in the Carter Building on Spring Street in Friday Harbor in 1967. Later that year, a trailer arrived to serve as seasonal housing and was placed in a trailer park in Friday Harbor.⁵

A debate ensued over whether or not the park should have an administrative office in Friday Harbor, as suggested in the master plan. In his master plan comments, Regional Director John Rutter gave several reasons why he did not think that offices needed to be in Friday Harbor on GSA-leased property. First, he estimated that most arrivals on the island would be in cars and parking at an information station would create traffic congestion. Second, staffing levels were not going to be large enough to cover three stations. Third, he believed "any Superintendent worth his salt" would be in town developing the necessary public relations contacts.⁶ However, planning for offices at either camp site to replace the office space in Friday Harbor would not occur until the lease for the Carter Building space was terminated in 1977. Even then, it would be temporary and last minute planning.

The need for a maintenance facility was met when the Jameson property was acquired at English Camp. The property was an improved lot with a house and shed. The shed building was modified to serve as the park's maintenance facility.

Stoddard wrote the first management objectives for the park, which were approved in 1970. The management objectives reiterated the park's legislative objective and those commitments the NPS made during public hearings. The document provides an assessment of park resources and environments, and identifies resources relocated

⁵ Letter to Joseph Rosenkranz from Acting Superintendent S.T. Carlson, October 27, 1967

⁶ Comments on Master Plan by John Rutter, May 1967, p. 4



Commissary prior to restoration, 1970.

outside the park boundaries (possible American Camp structures and the English Camp Hospital). Stoddard's management objectives established park visitation at 25,000 a year, with half of the summer visitation arriving by boat at English Camp.⁷

The document lists several objectives for general management, resource management, and visitor use. For general management, the park was to be managed as a small park, relying on the Seattle regional office for assistance. Management would oversee lands acquisitions and the park would provide year-round visitor services, maintain close relationships with local, state, and other federal agencies, work with local organizations and private owners to help preserve the island's historic resources, and observe the 1972 centennial of the boundary dispute. All NPS structures would be constructed in an unobtrusive style using muted colors and natural materials.

For resource objectives, the document stated in general that park resources were to be managed with the intent to preserve them for long-term stability. In addition, the park was to engage in an intensive research program of structure restoration; develop a program of restoration and stabilization at both camps to maintain the historic scene; and work with local, state, and other federal agencies in the area to accomplish a rabbit control program.

The park's visitor use objectives included interpretation of the historic events leading to the Pig War, joint military occupation, and peaceful arbitration settlement; broaden interpretation to include environmental education in coordination with local schools; provide visitor facilities and recreational developments where opportunities existed (in 1970, planning still involved providing campsites at American Camp), as long as facilities did not impact the historic scene; and provide for visitor safety and protection.

Following the development of these management objectives, a good deal of Stoddard's efforts went into fulfilling the research and restoration needs of the historic structures at English Camp, fulfilling one of the promises made during the public hearings process. In 1970, the Commissary and Barracks structures underwent restoration work and were painted. The Blockhouse was rehabilitated and painted in 1971. In 1972, staff reestablished the flagpole and worked to restore the English Camp

⁷ Management Objectives, SAJH, 1970



The Barracks, prior to and during restoration, c.1970.

formal garden. Don Campbell, Pacific Northwest Region (PNR) park planner and landscape architect, assisted in the garden's design.⁸ General maintenance was completed at the English Camp cemetery, and studies into other structures were underway, including a review of the structure on the property of Harold Lawson believed to be the English Camp Hospital. Stoddard spent time in Victoria, British Columbia, researching English Camp in the regional archives. He noted that staff at Canadian repositories took great interest in the preservation of English Camp.⁹

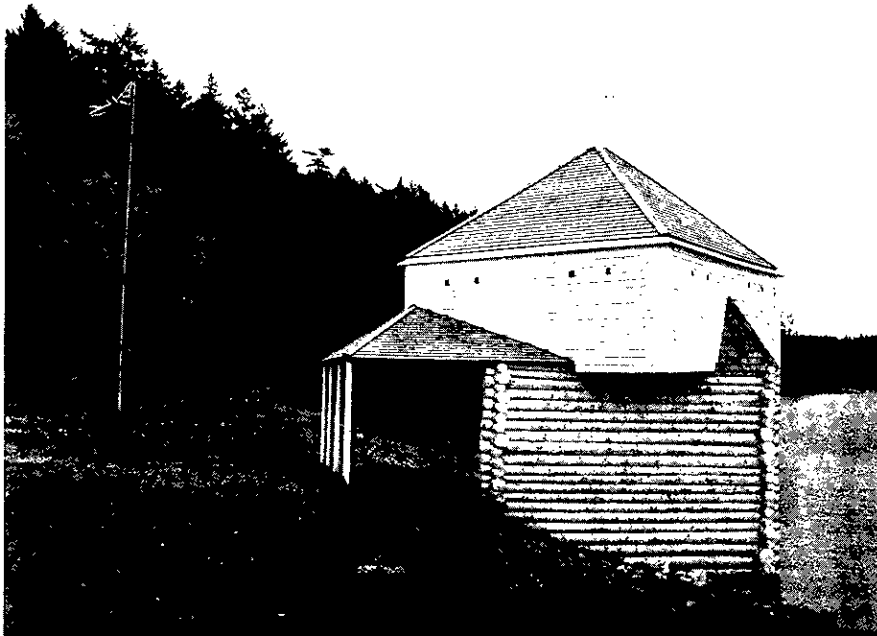
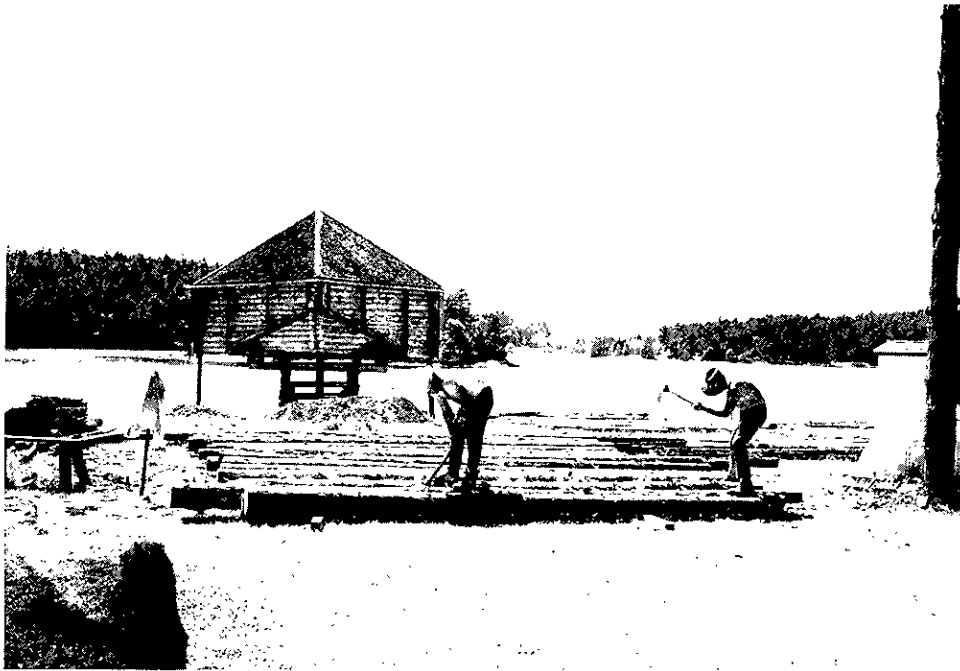
In 1972, NPS historian Erwin Thompson completed the Historic Resource Study for both camps, which included a social/political review of the historical events at the park. The study provides a detailed analysis and, when possible, locations of structures (existing and lost) at both camps during the military occupation. It also identifies the location of Bellevue Farm, San Juan Town, and Lyman Cutlar's potato patch. Studies determined that the McRae house, although having undergone some additions, was an original American Camp structure. The Lawson building was also determined to be the Hospital from English Camp and was donated to the NPS by owner James Mathis in 1973.

Superintendent Stoddard established the cooperative agreement, which brought the University of Idaho archaeological field school to the park for structural research beginning in 1970. In 1971-73, interpretive wayside exhibit plans were developed for both camps. In 1973, contracts were awarded for an exhibit shelter at American Camp and a small exhibit was installed in the English Camp Barracks structure after its restoration.

Two major moves were completed in 1974, just prior to the transfer of Carl Stoddard. The Hospital building, donated the previous year, was returned to English Camp. Research of historic photographs and archaeological evidence determined the structure's proper location on the parade ground. Historic photographs proved more useful. Archaeological evidence completed by the university field school was not conclusive in locating the original structure's placement. The Warbass house, which was

⁸ Letter to the author from NPS historical architect Laurin Huffman, August, 1997

⁹ Superintendent's Annual Report, SAJH, 1972, p.5



The Blockhouse during and after restoration.

determined to be one of the original laundress' quarters, was moved back to American Camp from its location near Friday Harbor. Restoration work on both structures would be completed at a later date.

Centennial of the Boundary Settlement

The year 1972 was the centennial of the peaceful arbitration of the boundary dispute, and Stoddard and his staff spent a great deal of time coordinating ceremonial planning. Robert Reynolds joined them in their efforts, a Pacific Northwest Region ranger assigned to the park from September 17 to November 11 strictly to assist with planning for the October ceremonies. Activities included a Memorial Day service at English Camp cemetery with visiting Canadian troops; a 4th of July celebration at American Camp; activities for Centennial Week, July 23-29; and ceremonies on Centennial Day, October 21, 1972. The Centennial Day ceremony included officials representing the United States, Canada, England, and Germany. Assistant Secretary of the Interior Richard S. Bodman was the principal speaker, and marching and ceremonial units from the United States and Canada performed. The ceremonies were well received and attended, and several local organizations were involved in the activities and services.

American Camp By-Pass Road

All development planning included one high-priority task: replacement of the county road at American Camp. Cutting alongside the Redoubt, the road not only impacted the historic scene but also contributed to incompatible use and erosion. In order to preserve the Redoubt, the park constructed a new by-pass road with the intention of exchanging the new by-pass with San Juan County for a portion of the county road. The old road would be restored to the conditions of the historic setting. Under Stoddard, planning for the by-pass road was completed and negotiations began with the county for exchange of property. In 1974, the by-pass road was constructed and opened to traffic on December 20.¹⁰

However, the issue became hotly contested when neighbors and other individuals on the island discovered the planned exchange of property and road closure. Letters and

¹⁰ Superintendent's Annual Report, SAJH, 1974, p. 2

a petition from neighbors and community members expressed opposition to the road exchange on the grounds that islanders should not have to give up the view along that portion of road, which was unparalleled, and that removal of the road made the Redoubt inaccessible to the handicapped and the elderly. Public outcry was so significant that the county, who until that point had favored the exchange, changed their minds and voted not to vacate the portion of road. Shortly following the construction of the by-pass road, Superintendent Stoddard left the park for a new assignment in Alaska, and the change in management may have hurt the negotiation process. It was an unfortunate setback for park development. The by-pass road remained open and available for use in conjunction with the county road. Management decided to back off the issue until more favorable public relations conditions existed.

Segismund Zachweija, 1974-1980

Coming on board in April 1974, the first task attended to by Superintendent Zachweija was the collapse of negotiations with San Juan County for the road exchange. Zachweija continued the management goals and program planning initiated by Stoddard, which included a new general management plan to replace the park's initial master plan.

In 1975, NPS historical architect Harold La Fleur, Jr. completed a List of Classified Structures inventory for the park, and in 1977 he completed the study entitled *Historic Structures Report: Architectural Data for the American Camp McRae House/Officers' Quarters and Laundress' Quarters and the English Camp Hospital*. In 1978, a contract for rehabilitation work on the McRae house was awarded. Between 1977-78, park staff worked on audio-visual scripts for interpretive programs for use in the English Camp Barracks. The park also worked to complete the first resource management plan for the park, which was approved in 1979.

Complicating things for management, GSA informed the park in 1977 that the landlord for the Friday Harbor office was terminating their lease. The landlord had given the NPS two or three months notice to be out of the space and GSA informed the park that no other suitable space was available in town and offered no other solution. A building regulation in place in 1977 limited building construction on site to under \$3,000



The park trailer serving as the administrative headquarters.

unless approved by Congress.¹¹ However, a trailer could be installed on site, so Laurin Huffman, regional historical architect, designed a structure for use as a temporary headquarters building until funding and planning could be completed for a permanent visitor facility/office building. The plan was to move the trailer to North Cascades National Park for their use after completion of a permanent visitor center at San Juan.

Huffman designed the trailer in a hurry and submitted it to procurement but no one bid on the job. After a quick day-and-a-half redesign, Huffman sent out a new design, which was contracted to Evergreen Mobile in Issaquah, Washington. Walt Manza worked to complete site construction at American Camp.¹²

Manza's work was jeopardized early on when the largest ferry making runs to San Juan Island, and for which Huffman had designed the trailer to fit on, broke down. The project was delayed until the rudder on the *Kaleetan* was repaired and the large ferry put back on island runs. The trailer was then trucked and ferried to the island and assembled onsite. In the meantime, the lease ran out on the office space in the Carter Building, and a trailer previously used as seasonal housing had to suffice as the administrative headquarters until the new trailer structure could be transported and assembled. This "temporary" structure is still in use today, as a visitor contact station containing lobby exhibit space. Located at American Camp, it also houses offices for interpretation, resource management, and the park library.

General Management Plan, 1979

Programming for a new general management plan (GMP) for the park began in 1973. The 1967 master plan was intended to get the park through its initial development phase and most of those objectives had been completed or determined to be outmoded by park staff.¹³ A new general management plan identified current development needs and the programming/appropriation of funds to meet those needs.

¹¹ Letter to the author from historical architect Laurin Huffman, August, 1997

¹² Letter to the author from historical architect Laurin Huffman, August, 1997

¹³ General Management Plan (GMP), 1977, SAJH, p. 4



American Camp as drawn by an unknown artist, detailing the parade ground and buildings.

The park's 1979 general management plan identified the following management objectives:

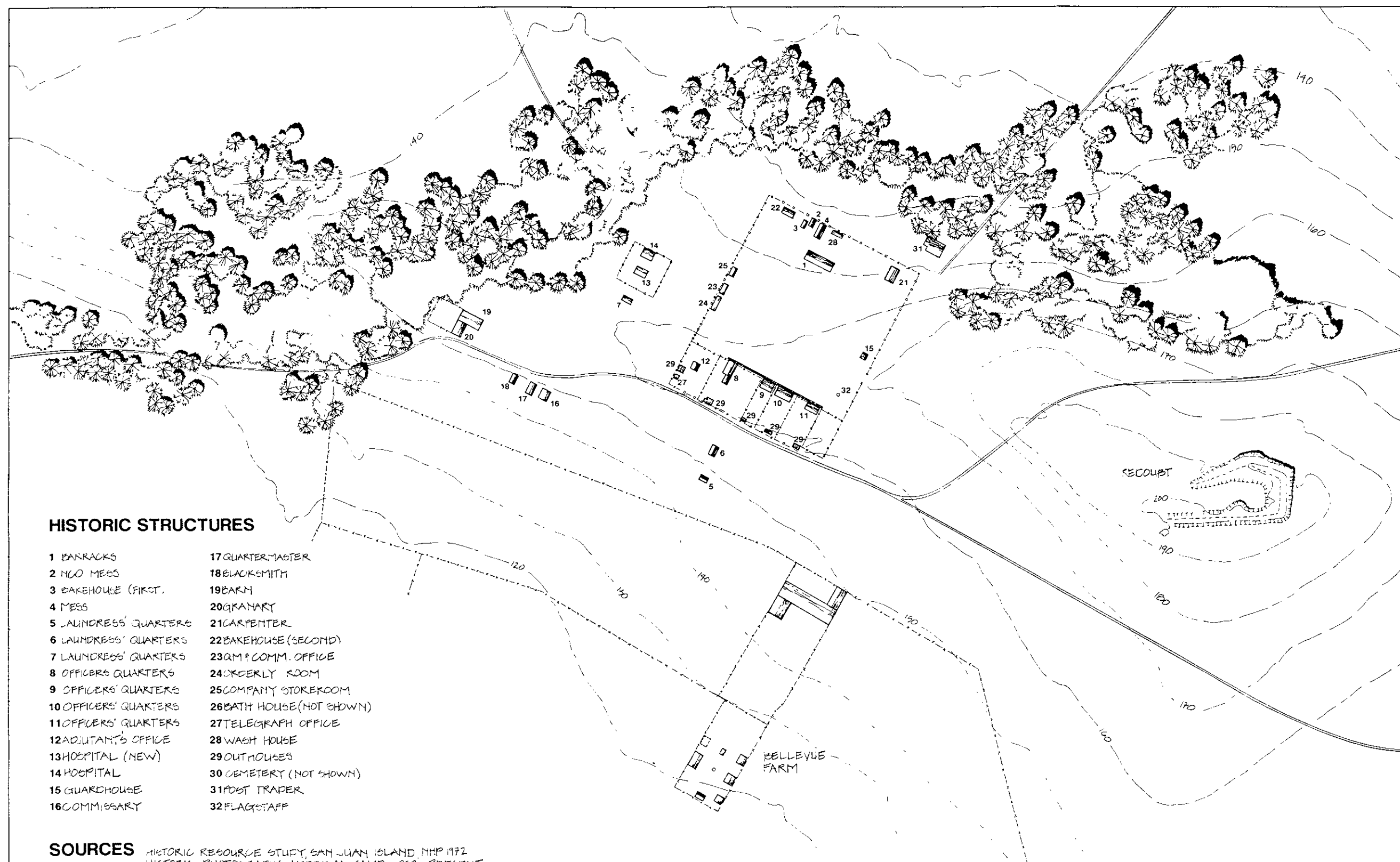
- 1) Historic resources: to identify, evaluate, protect, and preserve the historic scene and resources of English Camp and American Camp, as well as prehistoric remains, in accordance with historic preservation laws, management policies of the National Park Service, and the purpose of the park.
- 2) Natural resources: to manage natural resources in order to recreate and perpetuate the historic scene; to work cooperatively with the state of Washington in managing tidelands; and to identify threatened or endangered species and preserve their habitat.
- 3) Interpretation: to foster understanding and appreciation of the historic events that occurred from 1853 to 1871 on San Juan Island in connection with the final settlement of the Oregon territorial boundary dispute between the United States and Great Britain, including the Pig War of 1859.
- 4) Visitor use: to encourage visitor use and enjoyment of the park through provision of adequate facilities and services for activities that are compatible with the cultural, natural, and scenic values of the park.
- 5) Acquisition of information: to acquire information through archaeological investigations, documentary research, and other means, as appropriate, for the purpose of preserving and interpreting the park.
- 6) Cooperation: to cooperate with other agencies, private groups, and the public for the purpose of protecting and encouraging compatible use and development of the island's resources.

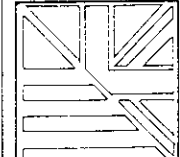
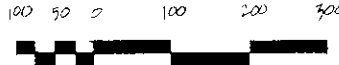
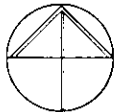
The 1979 GMP placed the highest priority on the preservation of historic structures at American Camp. Restorations at English Camp had taken place as early as 1970, but the Officers' and Laundress' Quarters at American Camp remained unrestored. The planning team, in combination with public opinion, believed that created an imbalance between the two camps.

Resource management needs identified in the 1979 GMP covered a variety of restoration, management, research, and reconstruction projects. At English Camp, minor relocations to the flagpole and the formal garden were planned, as well as developing picnic tables and an information office outside the historic area. Larger projects included the restoration of the Hospital structure; reconstruction of the parade ground fence; marking of the foundations of all non-extant buildings; research and replanting of the formal garden; and monitoring/research of the Garrison Bay shoreline.

The majority of resource development projects were at American Camp, and focused on restoration of the Officers' and Laundress' Quarters. The plan also recommended the reconstruction of the picket fence enclosing the parade ground, all HBC fences, and the marking of all non-extant American Camp and HBC structure foundations. Projects designed to recreate the historic setting of 1859-72 included the burial of intruding power lines, the reconstruction of the HBC vegetable garden, and reestablishment of the forest landscape north of the campsite. Temporary headquarters were to be moved to American Camp and some form of rabbit control developed. In addition, studies of the relationship between eagle and other raptors and populations of non-native wildlife species at American Camp were recommended. Finally, the plan called for cataloging and photographing the park collections.

A number of general development needs were identified to provide better visitor access and to give park staff a better work environment. English Camp needs included: re-graveling the access road, expanding the lower parking lot (if determined necessary), widening and graveling the Garrison Bay access road and parking area, developing a picnic site at Garrison Bay, designing and constructing a parking lot and a trail to Young Hill, and erecting a commemorative plaque for Jim Crook, recognizing local efforts to preserve English Camp. At American Camp, the plan called for creating a parking area



	SAN JUAN ISLAND NATIONAL HISTORICAL PARK HISTORIC LANDSCAPE STUDY	NATIONAL PARK SERVICE PACIFIC NORTHWEST REGION CULTURAL RESOURCE DIVISION DRAWN BY: GILBERT DATE: 10/86	 SCALE 1" = 100'	NORTH 	HISTORIC BASE MAP AMERICAN CAMP (CIRCA 1867)	DRAWING NO. 438 - 80018
						SHEET 5
						OF 13

ON MICROFILM

SOURCES

TOPOGRAPHIC SITE SURVEY, ENGLISH CAMP,
SAN JUAN ISLAND, NATIONAL HISTORICAL
PARK, 1987. DRAWING NO. 80017, SHEETS 1-7.

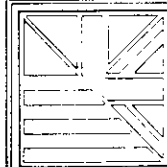
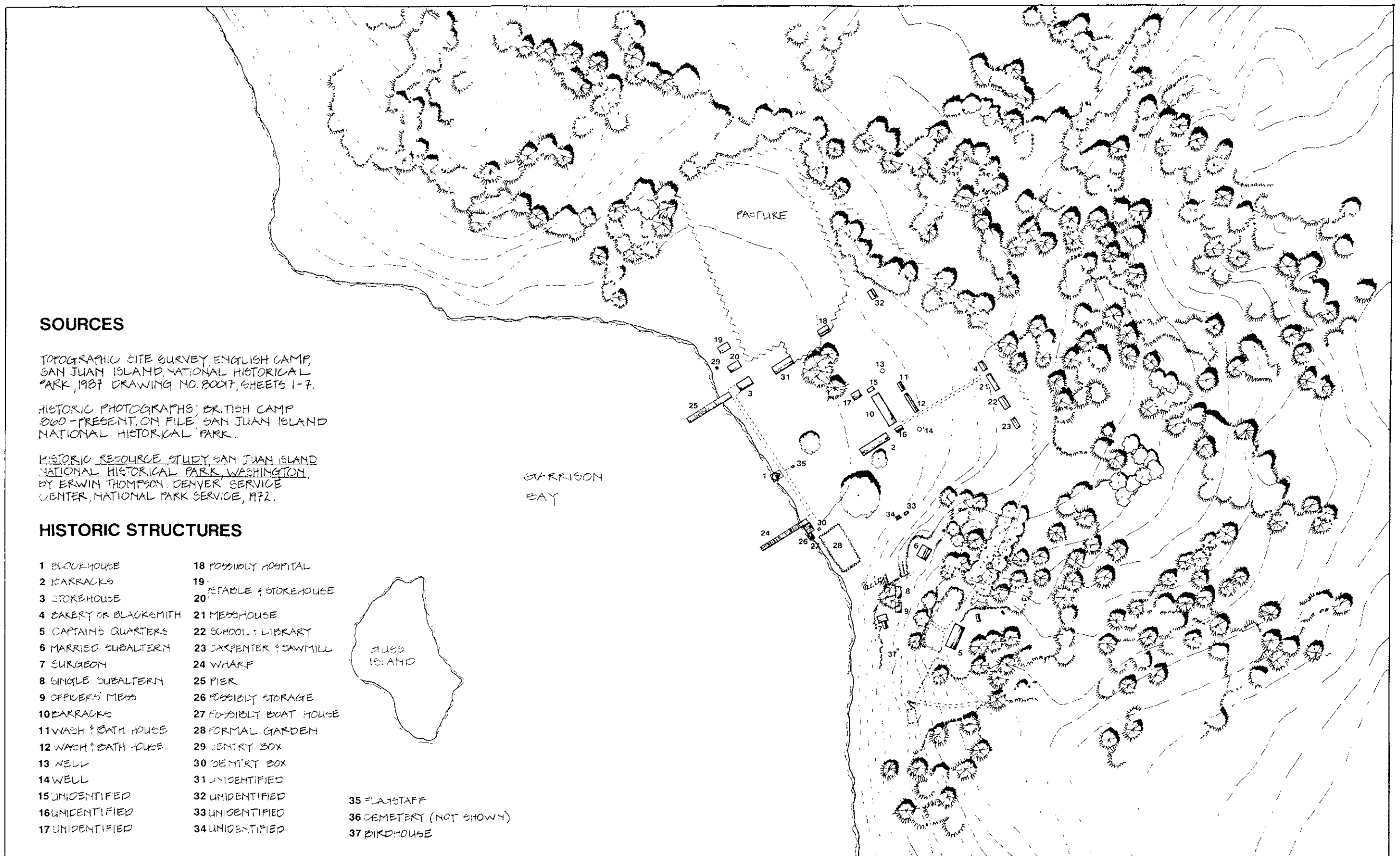
HISTORIC PHOTOGRAPHS, BRITISH CAMP
1860-PRESENT, ON FILE, SAN JUAN ISLAND
NATIONAL HISTORICAL PARK.

HISTORIC RESOURCE STUDY, SAN JUAN ISLAND
NATIONAL HISTORICAL PARK, WASHINGTON,
BY ERWIN THOMPSON, DENVER SERVICE
CENTER, NATIONAL PARK SERVICE, 1972.

HISTORIC STRUCTURES

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| 1 BLOCKHOUSE | 18 POSSIBLY HOSPITAL |
| 2 BARRACKS | 19 POSSIBLY STABLE & STOREHOUSE |
| 3 STOREHOUSE | 20 |
| 4 BAKERY OR BLACKSMITH | 21 MESSHOUSE |
| 5 CAPTAIN'S QUARTERS | 22 SCHOOL & LIBRARY |
| 6 MARRIED SUBALTERN | 23 CARPENTER & SAWMILL |
| 7 SURGEON | 24 WHARF |
| 8 SINGLE SUBALTERN | 25 PIER |
| 9 OFFICERS' MESS | 26 POSSIBLY STORAGE |
| 10 BARRACKS | 27 POSSIBLY BOAT HOUSE |
| 11 WASH & BATH HOUSE | 28 FORMAL GARDEN |
| 12 WASH & BATH HOUSE | 29 GENTRY BOX |
| 13 WELL | 30 GENTRY BOX |
| 14 WELL | 31 UNIDENTIFIED |
| 15 UNIDENTIFIED | 32 UNIDENTIFIED |
| 16 UNIDENTIFIED | 33 UNIDENTIFIED |
| 17 UNIDENTIFIED | 34 UNIDENTIFIED |

- 35 FLAGSTAFF
36 CEMETERY (NOT SHOWN)
37 BIRDHOUSE

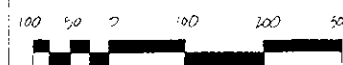


**SAN JUAN ISLAND
NATIONAL HISTORICAL PARK**

HISTORIC LANDSCAPE STUDY

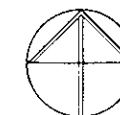
NATIONAL PARK SERVICE
PACIFIC NORTHWEST REGION
CULTURAL RESOURCE DIVISION

DRAWN BY: GILBERT DATE: 6/86



SCALE 1"=100'

NORTH



**HISTORIC BASE MAP
BRITISH CAMP
(CIRCA 1868)**

DRAWING NO.
438-80018

SHEET 10
OF 13

ON MICROFILM

in front of the interpretive shelter, designing and constructing a park headquarters, and utilizing non-historic buildings for park operations or removing/salvaging them.

The GMP called for development of a permanent visitor facility and offices, employees quarters, a maintenance facility, and construction and installation of a boat dock and mooring buoys. Despite previous planning attempts, the county and by-pass roads at American Camp were both listed as "no change", indicating the park planned to continue the status quo for the contentious issue of the county and by-pass roads.¹⁴

Visitor use and interpretation needs for English Camp included the proper inventory and assessment for retention or donation of the remainder of Jim Crook's equipment that was left on the property. No changes were identified for the Barracks exhibits.

At American Camp, identified interpretation needs included a new interpretive sign at the Redoubt. The GMP also considered re-designation of the Jakle's Lagoon Road into a nature trail with interpretive markers placed for more involved natural history interpretation. The existing interpretive shelter was identified as too small and limiting for proper interpretation and visitor needs and a new facility for the camp was recommended.

The GMP also recommended securing office space in Friday Harbor for a staffed information office. This recommendation carried over from initial park planning, but a lack of adequate space in Friday Harbor, in addition to an unconvinced regional office, would delay this move. The plan also identified the need for road signs identifying mileage to two park units and the need for interpretive exhibits or, at minimum, brochure dispensers for placement aboard island-bound ferries to help guide visitors to the park.

The GMP scheduled each of the proposals into three, five-year phases, with dollar amounts associated with each specific project. Phase one projects identified what park management believed was the highest priority for park development; specifically, bringing American Camp up to the same level of restoration and quality as the historic scene that existed at English Camp. Prioritized phase one projects were listed as:

¹⁴ GMP, p. 42

- Restoration of buildings at American Camp
- Reconstruction of American Camp picket fence
- Move temporary headquarters to American Camp
- Construct a maintenance facility at American Camp
- Develop water and sewer systems and bury powerlines
- Develop interpretive markers along Jakle's Lagoon trail
- Develop and install brochures and dispensers for island bound ferries
- Install park mileage road signs in Friday Harbor
- Reconstruct parade ground fence at English Camp
- Research and replant formal garden
- Upgrade existing roads and parking at English Camp
- Construct Bell Point nature trail with interpretive trail exhibits and markers

All other projects fell into the second and third five-year phases. Total cost estimate for all the projects proposed for development: \$2,033,000.00.

Development of campsites at American Camp was a major planning item in the new GMP that carried over from initial park planning, but shortly thereafter, was dropped for two reasons. First, the public on the whole viewed the proposal unfavorably. The primary reasons for their lack of support on this issue were a dislike of anything that might aid or precipitate increased visitation to the island, but more importantly was the fear that the campsites would hurt the business of two privately owned and operated campgrounds on the island. Secondly, the park could not accurately determine that adequate potable water supplies existed at the camp to support large-scale camping, especially during the summer seasons. These two factors combined to end serious planning attempts for campsites.

Public comment on the 1979 GMP raised one interesting point: a large percentage of those who commented on the plan and its alternatives remembered initial development planning for the park and items identified in the 1967 Master Plan, most specifically the fact that the headquarters had not been moved into Friday Harbor as proposed. One letter stated that the park should complete one master plan before starting a new one.

One of the largest gaps in the park's written record is the period of Zachwieja's superintendency. Aside from planning documents and correspondence for the new GMP, little written evidence exists, including any references to where or why Zachwieja left the park. In interpretation, Zachwieja did hire Patricia Milliren, the park's first full time park ranger dedicated to interpretation. It was under Milliren's direction that living history programming at the park began (see Chapter V).

Frank Hastings, 1980-1984

Frank Hastings served as superintendent of Navajo National Monument in Arizona for eight years prior to his transfer to San Juan in 1980. Upon arrival at the park, he immediately set about trying to improve the standing of the park in the community. When he arrived, the park had tentative relations with the local public at best. Public relations existed only when the park implemented programs that had an impact on local residents, which often meant that relations existed when a conflict arose. Superintendent Hastings began by getting involved in local clubs and encouraging the same of his staff. In 1981, Hastings was elected to the Board of Directors of the Friday Harbor Chamber of Commerce.¹⁵ By giving the park an active role in the community, Hastings also laid the groundwork to reopen negotiations for the county road closure at American Camp.

With a by-pass road already constructed, Hastings worked to convince the community that removal of the old road was necessary for the protection and interpretation of the park. Superintendent Hastings took steps to make sure that people understood clearly the park's goals and reasoning for the move by holding meetings, hoping to gain support for the closure prior to requesting specific action. The move would not happen during Hastings term, but he continued to push for that as his primary goal.

In 1981, park administration spent a great deal of time with internal personnel matters. A charge of harassment by one employee against another developed into a second, formal charge of discrimination by park management as a whole. The second charge alleged that the park, under Hastings' management, had retaliated against the employee who filed the original complaint. The Seattle and Washington, D.C. (WASO)

¹⁵ Superintendent's Annual Report, SAJH, 1981

support offices investigated the charge. WASO investigators who came to the park to interview staff left behind a negative atmosphere. Park staff was troubled by the way the investigators handled the interviews, which were reported as "interrogations" in the superintendent's annual report.¹⁶ Park relations with the regional office and WASO were strained during this period, with distrust and some hostility evident in written documents. Resolution of the charge is not available in park records due to the confidential nature of the investigations. What is known is that six months after the investigation, when the 1981 annual report was written, no decision had been reached on the issue and the investigation was not mentioned again.

Building restorations continued under Hastings, starting with the English Camp Hospital in 1981. The building was stabilized, re-roofed, and painted. In 1983, restoration work on the American Camp laundress' quarters began, including stabilization and construction of a new chimney. In an effort to remove all non-historic structures in the park, the Katz (Whitridge) house, located just off the American Camp by-pass road, was put up for auction twice, with no bidders. In 1983, the park donated the structure to the rural fire district, which destroyed the building in a training exercise.

Volunteers became increasingly important to the park during Hastings' term. One realm of volunteer participation came in the form of ferry contacts. Volunteers on board regular ferry runs made contact with potential visitors to the island, informing them about the park, how to get there, and what programs were available to them. In 1981, the volunteers contacted approximately 8,300 people.¹⁷

Maintenance received help in the form of Young Adult Conservation Corps (YACC) crews, who helped with the installation of split-rail fencing, clearing of brush, and the installation of insulation and siding for the maintenance facility. The crew also completed work on the historic garden and stabilization of the historic maple tree at English Camp.

Fire continued to be an issue at the park. Beach fires left unattended by picnickers totaled 10 in 1980, 9 in 1981, and 10 in 1982. In most cases, park personnel contained the fires. In 1981, a fire caused by an eagle contacting a power line burned 79

¹⁶ Superintendent's Annual Report, SAJH, 1981

¹⁷ Superintendent's Annual Report, SAJH, 1981

acres at American Camp. Three fire companies responded as well as the Washington State Department of Natural Resources. In a separate incident, fire destroyed the maintenance shop, the cause of which was attributed to poor housekeeping by park staff.

Park staff completed the first fire management plan and Randy Richter of the U.S. Forest Service completed a fuels assessment/treatment plan for the park. Fire fighting equipment was also purchased, including a pumper truck.

Interpretation continued with a mix of film programs and guided walks conducted by seasonal rangers and volunteers. However, in 1981, the living history program was suspended due to "inadequacies in the park program."¹⁸ What the inadequacies were is not clear. Since the park continued to have personnel conflicts and staff time spent resolving other issues, the time to invest in a regular or expanded living history program may have been limited.

In early 1985, the regional office began a management review for the park in the form of a study team to review and make recommendations to improve park management. Deputy Regional Director Bill Briggie wrote to Superintendent Hastings that "there have been many problems at San Juan Island with which you have effectively dealt...". But morale was apparently low and the study team was designed to "reaffirm the Service's commitment" at the park.¹⁹ Superintendent Hastings retired from the National Park Service shortly after the study team was initiated.

Richard Hoffman, 1985-1991

Superintendent Hoffman came to San Juan from the Pacific Northwest Regional Office in Seattle. Hoffman was interested in moving out of PNRO and back to a park, so he actively campaigned to be the new superintendent of San Juan. He was placed there on a probationary term as superintendent by acting Regional Director Bill Briggie. Superintendent Hoffman remembers his number one priority was survival as the park's superintendent and spent his first year dealing with personnel issues.²⁰ Within two years the park had almost an entirely new staff.

¹⁸ Superintendent's Annual Report, SAJH, 1981

¹⁹ Letter from Deputy Regional Director William Briggie to Superintendent, San Juan Island N.H.P., December 1984

²⁰ Interview with Richard Hoffman, April 15, 1997

Hoffman set the following objectives for park management: to develop reachable goals in park development and operations; to instill a sense of ownership in park staff; and attempt to build more favorable community relations for the park.²¹ Under those objectives, the park achieved a few important moves: closure of the county road through American Camp and leasing office space in Friday Harbor.

During Hoffman's term, the park upgraded internally. For example, computer systems were installed to facilitate better transmission of general reporting requirements and payroll data. From 1986-88, Hoffman served as the NPS representative for Ebey's Landing National Historical Reserve on Whidbey Island, giving him added tasks and requiring him to be out of the office on a regular basis. Hoffman established a strong working relationship between himself, Chief Ranger Steve Gobat, and Administrative Officer Diane Joy during this time. This relationship assisted park management when Hoffman was later diagnosed with cancer. His illness took him out of the office for significant periods of time and would eventually lead to his retirement from the NPS in 1991.

In 1985, the park received assistance from PNRO in cleaning up the in-park curatorial collection. Items were catalogued, the English Camp cemetery headstones examined, and the decision made to replace the one wooden one. All the Crook family items were finally removed in 1987 and the park leased storage space in town for its museum collection.

Under Hoffman's tenure, the English Camp formal garden fence was reconstructed, and final restoration of the garden was completed in 1986. The garden program was one of several events completed in honor of the park's twentieth anniversary, which the park called SAJH 20. Other events included a living history Christmas party at English Camp and a Founder's Day picnic. Ranger Detlef Wieck was nominated for and received the regional Freeman Tilden award for interpretation in 1990 for his efforts in developing the volunteer program at the park.

²¹Interview with Richard Hoffman, April 15, 1997

Road Relocation

It was under Hoffman's management that the county road at American Camp was finally closed. Ranger Steve Gobat remembers planning the road restoration quickly, so the county couldn't change its mind in the face of any potential public outcry.²² In January 1990, the county vacated 1.3 miles of road. The park closed the road April 9th and by May the restoration work had been completed.

For the most part, the road exchange and removal went smoothly. Some islanders were never going to accept the move as necessary and better for the park. Public opinion succeeded in delaying the move for 16 years. Whatever anger and disagreement was generated by the move, however, dispelled fairly quickly.

A pilot planting project was started at American Camp in 1986, to test the feasibility of replanting trees in the northwest area of the camp. Another American Camp change was the addition of horseback riding. Started by a public request, Hoffman designated specific areas, instituted a permit system, and got clearance from the regional office to allow local horse riding enthusiasts to ride at the park.

In an effort to attract seasonal volunteers to the park, a trailer pad was constructed in 1988 at American Camp. The problem of affordable, available seasonal housing has always been a problem. This space allowed volunteers to hook up trailers or motor homes while working at the camp.

Friday Harbor Administrative Office

In 1984, the park located appropriate office space in Friday Harbor for a contact station. Returning park headquarters to Friday Harbor gave the park heightened visibility not only to potential visitors getting off ferries, but to the overall community. Following the move to American Camp, it had taken seven years for GSA to find an appropriate space for the park to lease.

²² Interview with Steve Gobat, February , 1997

A New Maintenance Facility

In 1990, a new maintenance facility was constructed to replace the original shop destroyed by fire. The park went six years between the fire and the construction of a new building. In the interim, the maintenance crew operated out of the Jameson house acquired during lands acquisitions for English Camp, and which lacked a hot water heater and had a leaky basement.²³ The Jameson house was sold and moved off park property prior to construction of the new building.

Richard Hoffman retired from the NPS in 1991 in order to focus on his health. The incoming superintendent had nearly 20 years of experience as a NPS superintendent to help guide San Juan's future.

Robert Scott, 1991 to Present

Superintendent Scott arrived at San Juan in 1991 from Craters of the Moon National Monument in Idaho. Scott's first year at the park saw a visitation record: 359,168 visitors. He has continued to maintain and improve the park's community relations through involvement in service clubs and maintaining relationships with outside organizations. He also worked to establish a formal natural resource management program through the creation of a new resource management/law enforcement position, whose job tasks were previously a collateral duty of the chief ranger. Since then, the number of resource management projects identified at the park has increased from 18 to 83.²⁴

Scott's first order of business was overseeing building construction and maintenance. The maintenance facility at English Camp was nearing completion and the visitor center at American Camp had to be repaired from winter storm damage, including a new roof and some dry wall, as a result of a falling tree. Scott worked to improve park infrastructure, getting new phone lines installed in Friday Harbor, American Camp, and the maintenance shop at English Camp. Park staff also worked to maintain log barriers placed on South Beach as a method of keeping vehicles off of the beach and prairie. In 1992, the American Camp parking lot, which was small and accessed by one narrow lane,

²³ Conversation with Wes Callender, December, 1996

²⁴ Review comments to the author from Robert Scott, July, 1997



Artifacts from the park collection on display in the American Camp exhibit, completed in 1996.

was redesigned. The lot was expanded and the traffic pattern altered for better access. The entrance road was also widened.

In 1992, exhibits from the English Camp Barracks were moved into the Friday Harbor office. Regional curatorial funds were secured to continue cataloging archaeological artifacts at University of Washington and University of Idaho. In 1993, the park entered into a cooperative agreement with North Cascades National Park's Marblemount facility for storage of the park's historic artifacts. This arrangement became necessary when University of Idaho's storage became unavailable. The park's prehistoric artifact collection continues to be stored at the University of Washington's Burke Museum in Seattle.

At American Camp, the historic parade ground fence was rebuilt. Replacement of the fence was designed as a method of defining the historic landscape of the camp. Monies to purchase supplies came from a cooperating association special projects grant. New exhibits showcasing items from the park's archaeological collection were designed and built by park staff in 1996.

Interpretation has continued to utilize living history demonstrations when feasible. It has relied heavily on self-guided trails at American Camp and guided walks when staff is available. Park staff has continued involvement in the town's annual Memorial Day and 4th of July parades and the Pig War Barbeque. A long-range interpretive plan is scheduled for completion in 1999. The interpretation program received a grant from the National Parks Foundation in 1996 to build a travelling trunk exhibit and educational outreach program. Focusing primarily on school groups, the grant will enable the park to take its interpretive message beyond the park boundaries.

Recent facility planning under Scott includes the installation of three new outdoor toilets, one each at English Camp, South Beach, and 4th of July Beach. These will help accommodate the increasing numbers of visitors. Scott has initiated planning for the adaptive reuse of the Crook House to provide critically needed seasonal housing. In addition, Scott has initiated planning and coordination to complete controlled burns at American Camp and English Camp to aid in the restoration and regeneration of native plant species.

Scott has had to deal with budget cuts and even a budget shortfall during his administration. Normal staffing levels for the park include 6 seasonals for interpretation and 4 in maintenance. But since 1994, the park has typically only had two to three seasonals total, and getting those has been a challenge. In 1997, there were no summer interpretive seasonals, forcing the park to rely on volunteers to handle the summer interpretation programs. The park must continue to rely on volunteer efforts and work to increase the number and variety of non-personnel visitor services.

Superintendent Scott has announced his plans to retire in late 1998. Following the limited staffing of recent summer seasons, the park has been identified as one of several parks in line to possibly receive a future base funding increase. With a new GMP slated for 2000, the replacement of Superintendent Scott, and a potential base funding increase, the park is reaching another time of transition that will greatly shape its next decade.

CHAPTER FIVE
RESOURCE MANAGEMENT

Chapter Five: Resource Management

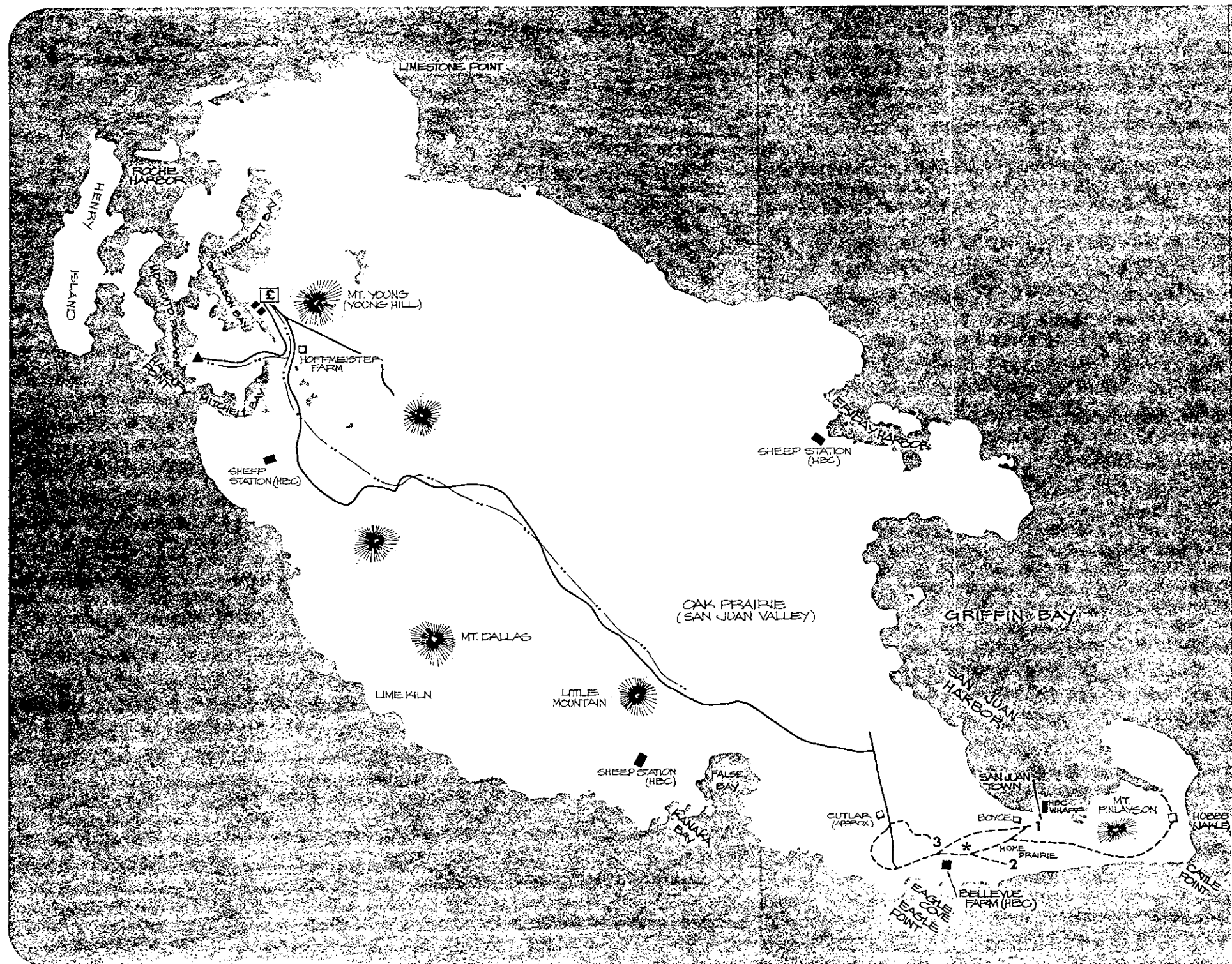
San Juan Island N.H.P. is described as a microcosm of the NPS, with its important cultural, natural, and recreational resources and issues. The most constant management concern has been historic structures. In addition, the park is rich in archaeological sites and has a diverse museum collection. The park also has a rich mixture of natural resources with a wide variety of flora and faunal species, set within environments ranging from rock bluffs to prairie, and forest to beach.

Historic Resource Study

In 1972, Denver Service Center historian Erwin Thompson completed the Historic Resource Study for San Juan Island N.H.P. Thompson's study included a social/political survey of the island's historic events, as well as a survey of the architectural history of the two military camps. His social review also details the interactions of the Royal Marines and U. S. Army soldiers stationed on the island. Thompson's research is an excellent source of interpretive material for the park regarding everyday life and activities at both English and American Camps.

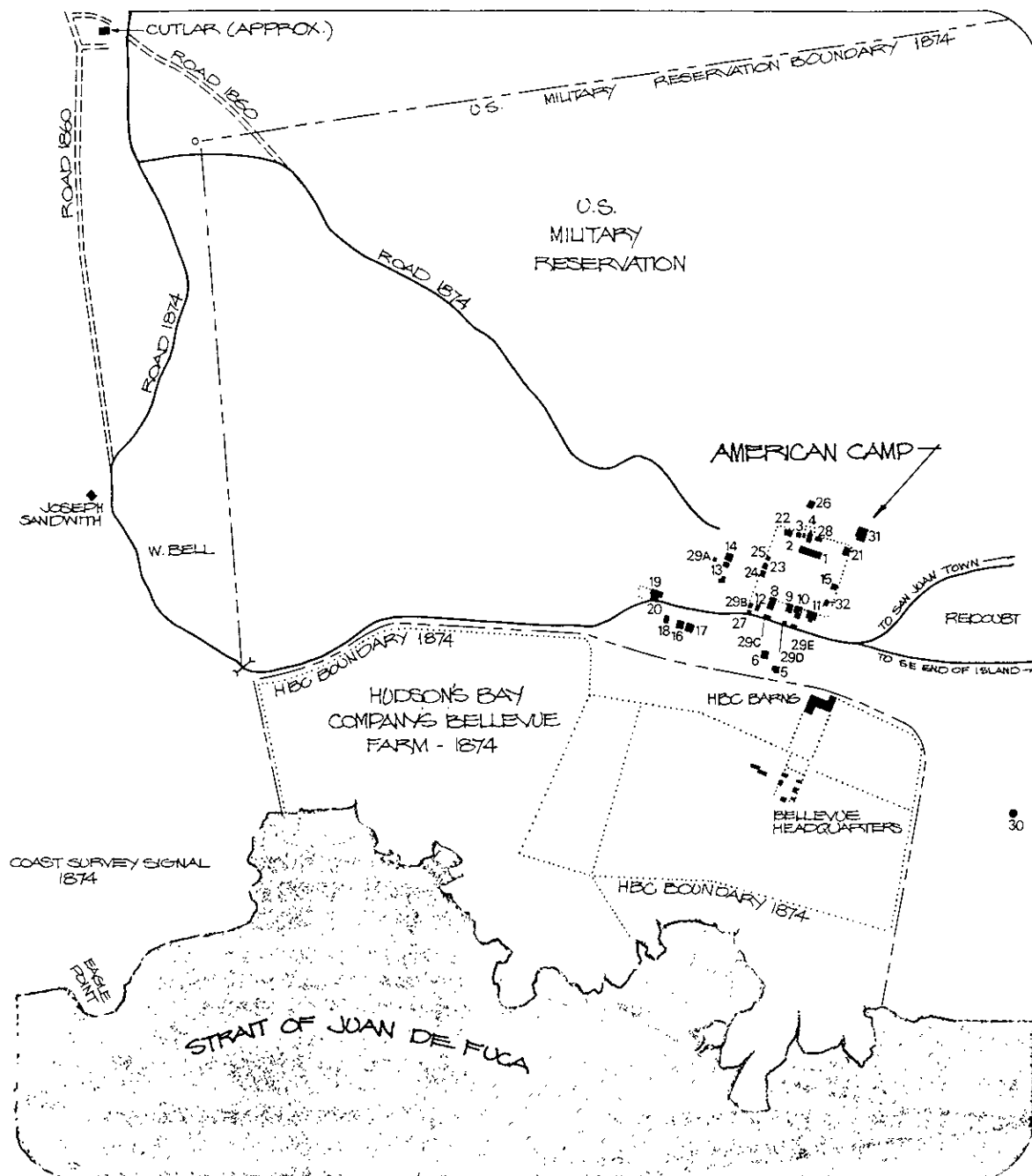
Thompson examined records documenting the twelve-year occupation by the U.S. Army and Royal Marines for information regarding the construction of buildings at the sites and their uses. Thompson was looking for any information to assist in rehabilitation and restoration efforts. In addition, Thompson researched buildings on the island rumored to be from the camps, assessed their authenticity, and provided recommendations for their potential use.

Thompson's research indicates the Royal Marines built at least 37 buildings at English Camp. Use and location can be determined for most of the buildings. In addition, archaeological sites exist which seem to be from historic military construction, but specific use is unknown. Thompson speculated that these sites could be from temporary structures that were replaced during the first few years of occupation. The most useful information regarding historic structures at English Camp comes from surveys completed by the U.S. Army after acceptance of the site in 1872. These surveys indicate which structures were fairly new construction and what the various uses of the buildings were.



- HISTORIC ROAD 1874
 - HISTORIC ROAD 1875
 - TELEGRAPH LINE
 - ▲ TELEGRAPH STATION
 - * REDOUBT
- 0 1 2 3 4 MILES
0 1 2 3 4 5 6 KILOMETERS
- 1 AMERICAN CAMP 1859
 - 2 AMERICAN CAMP 1859
 - 3 AMERICAN CAMP 1859-74
 - 4 BRITISH CAMP 1860-72

HISTORIC BASE
SAN JUAN ISLAND NATIONAL HISTORICAL PARK
 UNITED STATES DEPARTMENT OF THE INTERIOR/NATIONAL PARK SERVICE 438 20006
 DSC MAR 79



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|-----------------------|-----------------------|
| 1 BARRACKS | 20 GRANARY |
| 2 NCO MESS | 21 CARPENTER |
| 3 BAKE HOUSE, FIRST | 22 BAKE HOUSE, SECOND |
| 4 MESS | 23 QM & COMM. OFFICE |
| 5 LAUNDRESS' QUARTERS | 24 ORDERLY ROOM, ETC. |
| 6 LAUNDRESS' QUARTERS | 25 COMPANY STOREROOM |
| 7 LAUNDRESS' QUARTERS | 26 BATH HOUSE |
| 8 OFFICERS' QUARTERS | 27 TELEGRAPH OFFICE |
| 9 OFFICERS' QUARTERS | 28 WASH HOUSE |
| 10 OFFICERS' QUARTERS | 29 OUTHOUSES |
| 11 OFFICERS' QUARTERS | 30 CEMETERY |
| 12 ADJUTANT'S OFFICE | 31 POST TRADER |
| 13 HOSPITAL | 32 FLAGSTAFF |
| 14 HOSPITAL | |
| 15 GUARDHOUSE | |
| 16 COMMISSARY | |
| 17 QUARTERMASTER | |
| 18 BLACKSMITH | |
| 19 BARN | |

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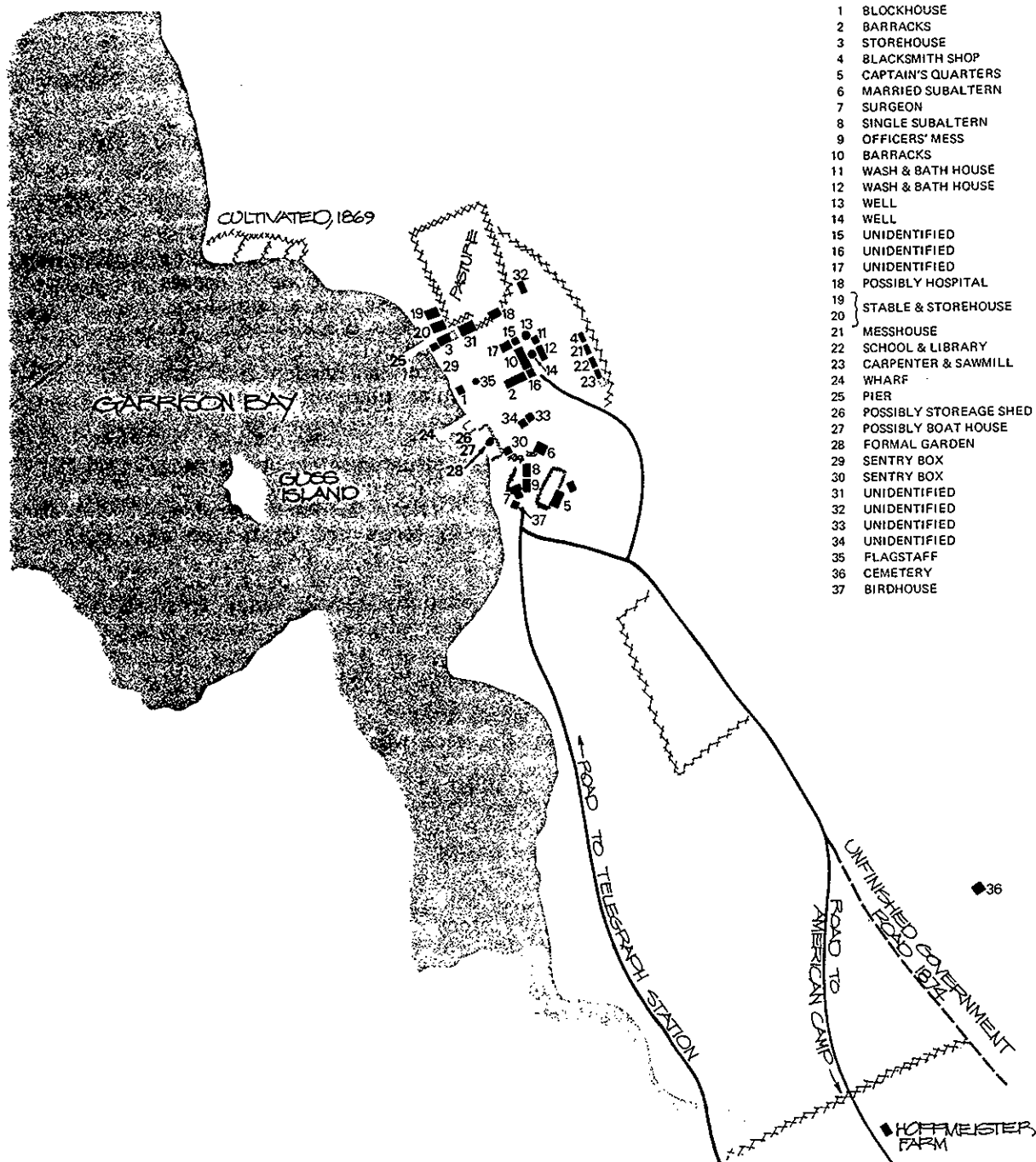
METERS

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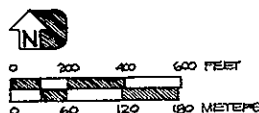
HISTORIC BASE AMERICAN CAMP SAN JUAN ISLAND NATIONAL HISTORICAL PARK

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

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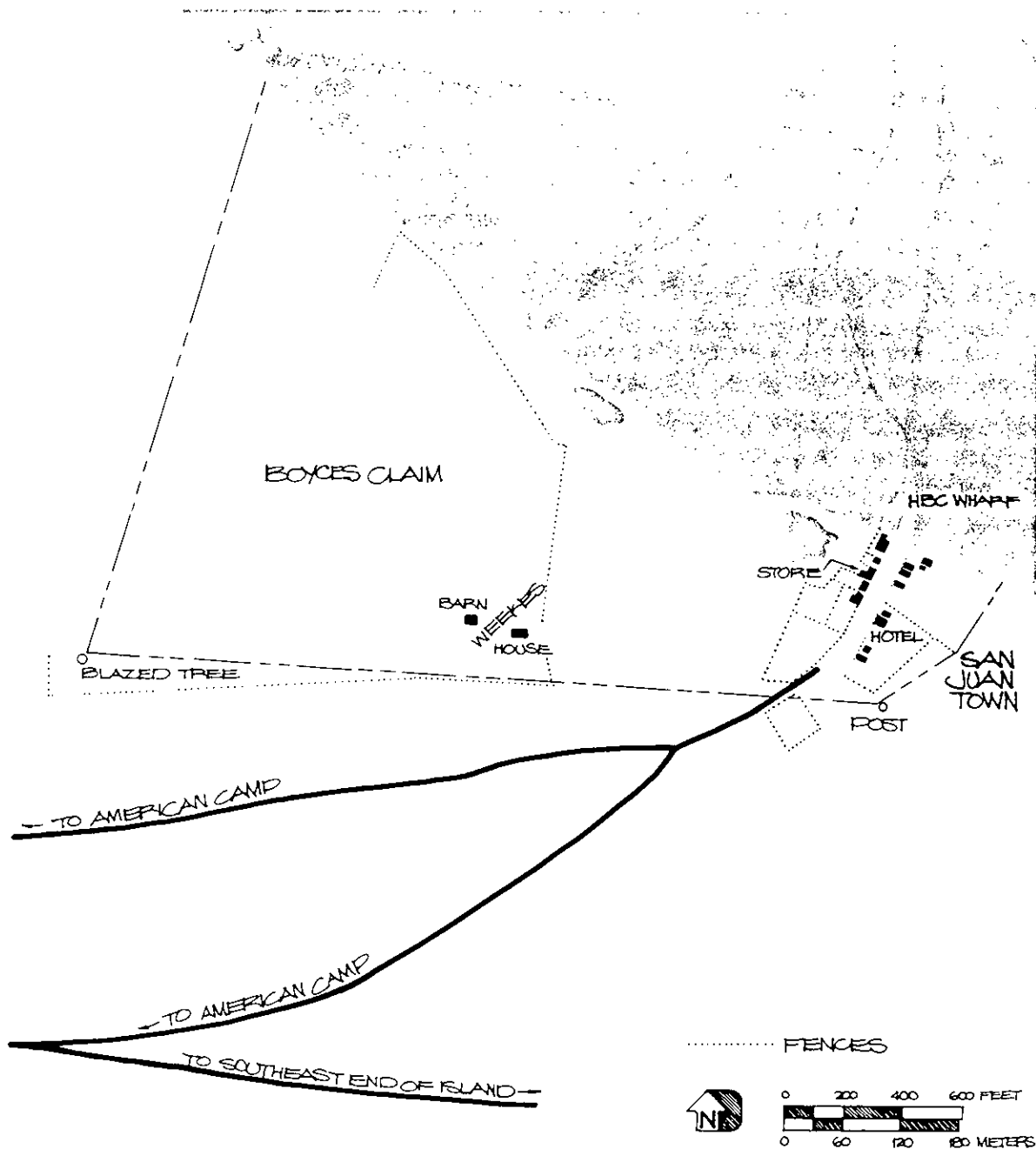
- 1 BLOCKHOUSE
- 2 BARRACKS
- 3 STOREHOUSE
- 4 BLACKSMITH SHOP
- 5 CAPTAIN'S QUARTERS
- 6 MARRIED SUBALTERN
- 7 SURGEON
- 8 SINGLE SUBALTERN
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- 22 SCHOOL & LIBRARY
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- 29 SENTRY BOX
- 30 SENTRY BOX
- 31 UNIDENTIFIED
- 32 UNIDENTIFIED
- 33 UNIDENTIFIED
- 34 UNIDENTIFIED
- 35 FLAGSTAFF
- 36 CEMETERY
- 37 BIRDHOUSE



HISTORIC BASE BRITISH CAMP SAN JUAN ISLAND NATIONAL HISTORICAL PARK

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

438 | 20009
OSC | MAR 79



**HISTORIC BASE
SAN JUAN TOWN - 1874
SAN JUAN ISLAND
NATIONAL HISTORICAL PARK**

UNITED STATES DEPARTMENT OF THE INTERIOR /
NATIONAL PARK SERVICE

438 | 20008
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ON MICROFILM

The Blockhouse, Barracks, Commissary, and Hospital structures remain at English Camp today. The small cemetery on Young Hill also provides a poignant reminder of the British military encampment. Also visible is the stonework foundation of the officers' quarters, stone steps up the hillside, and the stonework remains of what was probably a bake oven. For a complete listing and identification of sites, refer to the historic base map on page 89.

Thompson's research indicated that the United States Army built no less than 34 structures at American Camp during the 12-year occupation. Structures included the blockhouse/guardhouse, enlisted men and officers' quarters, a bake house, barracks, messroom and kitchen, two hospitals, storehouses, a blacksmith shop, granary, carpenter shop, school and reading room, bath house, telegraph office, shoemaker shop, cemetery, roothouses, the flagstaff, and the redoubt, among others.¹ For a complete listing and identification of sites, refer to the historic base map on page 90 for American Camp. Two structures, the Officers' Quarters and Laundress' Quarters, survived and have undergone restoration for the interpretive program.

Historic Structures Report: Architectural Data

In 1977, NPS architect Harold La Fleur, Jr. completed the architectural data report for the Officers' Quarters and Laundress' Quarters at American Camp, and the Hospital at English Camp. The study compared Thompson's historical research findings with data gathered by the University of Idaho archaeological field school under the direction of Dr. Roderick Sprague. Armed with this new data, La Fleur confirmed that the McRae and Warbass houses were indeed American Camp structures.

Both American Camp buildings had undergone substantial remodeling and additions over the years and it took the archaeological work of the University of Idaho to settle the placement and authenticity of the structures. By examining the structural evidence in relation to the buildings, it was determined that the McRae house was HS 11, Officers' Quarters. By the same methods the debate over what function the Warbass house served was settled. The field school had excavated an almost complete foundation

¹ Thompson, p. 148



The English Camp Cemetery.

for HS 6, Laundress' Quarters, which Sprague felt was an 80% match to the Warbass structure.²

La Fleur's report provided the necessary architectural data, floor plans, and recommendations for the park to move ahead with restoration of the three structures.

Blockhouse

Standing on the edge of Garrison Bay, the English Camp Blockhouse is a well-known park icon. Probably used as a guardhouse, the structure is two-storied and at one time had a wood stove and a porch. The log base, exposed to the Garrison Bay tides and increased erosion, creates additional deterioration factors for maintenance. When the NPS took possession of the structure, there was evidence that the building had undergone some additional construction and alteration following the historic period, most likely completed by the Crook family as they adapted the building to suit their needs.

During 1970, the Blockhouse was the first restoration undertaken by the NPS. The structure was stabilized and leveled. Logs at the base of the Blockhouse, deteriorated from water exposure, were replaced. The roof was replaced and the building whitewashed. Most of the structure's base-logs were replaced again in 1995 by a multi-park crew.

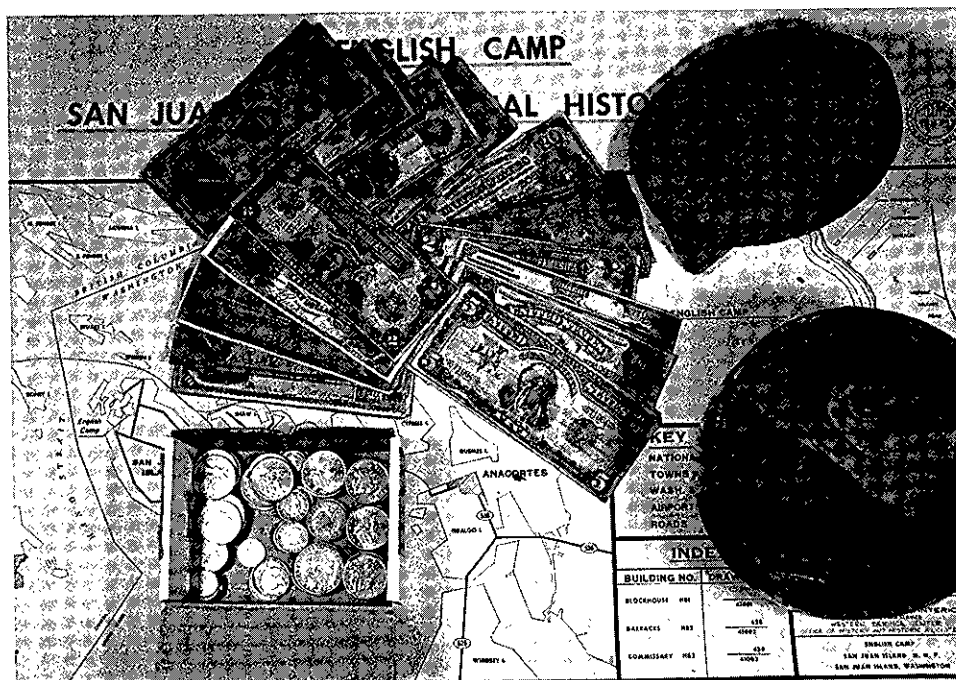
Barracks

The Barracks structure has seen the most restoration and the most use. It was also in very poor condition and the structure underwent a major overhaul in 1970. The building has received periodic whitewashing and stabilization treatment over the years.

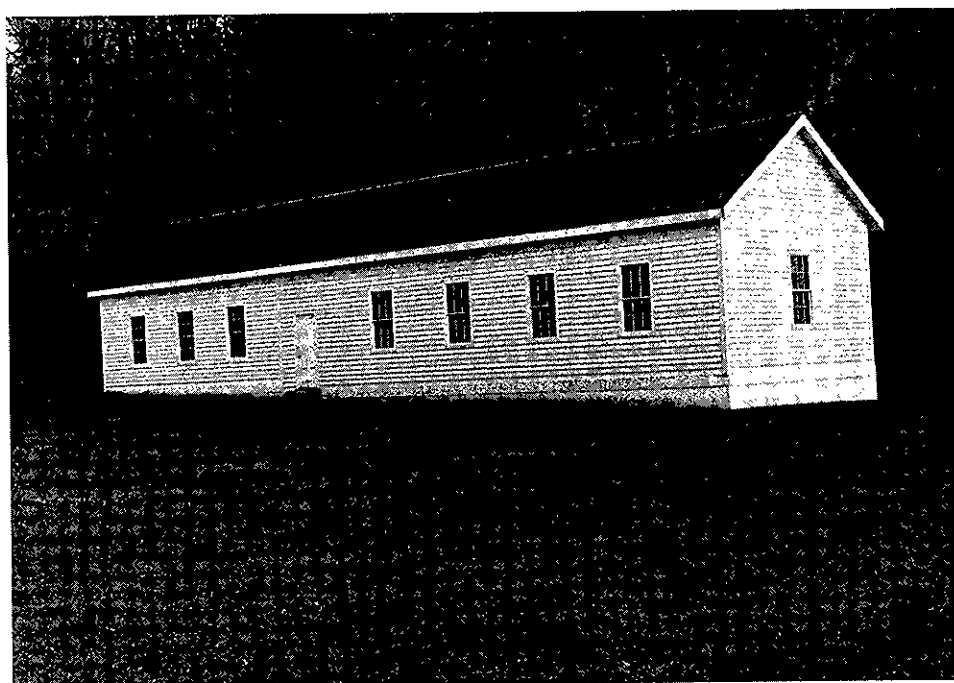
The Barracks has always served as the visitor station for English Camp. Staffed during the summer season and during special occasions by NPS staff and volunteers, the structure has been the site of regular slide presentations, exhibits on the camp and on site archaeology, and special events and lectures.

As a side note, during restoration of the Barracks, a small can of coins and valuables was discovered under the roof. Rhoda Anderson had informed Carl Stoddard that she knew her father had stashed some money in the Barracks during the time they

² Historic Structures Report: Architectural Data, Harold La Fleur, Jr., SAJH, 1977, p. 44



The coin and cash found in the Barracks, later given to Mrs. Rhoda Anderson.



The restored Barracks building.

were living there, but she never knew where.³ Stoddard had told the construction crew to be on the look out for the stash, which was found and returned to Mrs. Anderson in a small ceremony.

Commissary

Like the Barracks and Blockhouse, the Commissary is one of the three original structures to have survived at English Camp. Its condition matched the Barracks structure. Extensive restoration work to level and stabilize the building was carried out between 1971 and 1972.

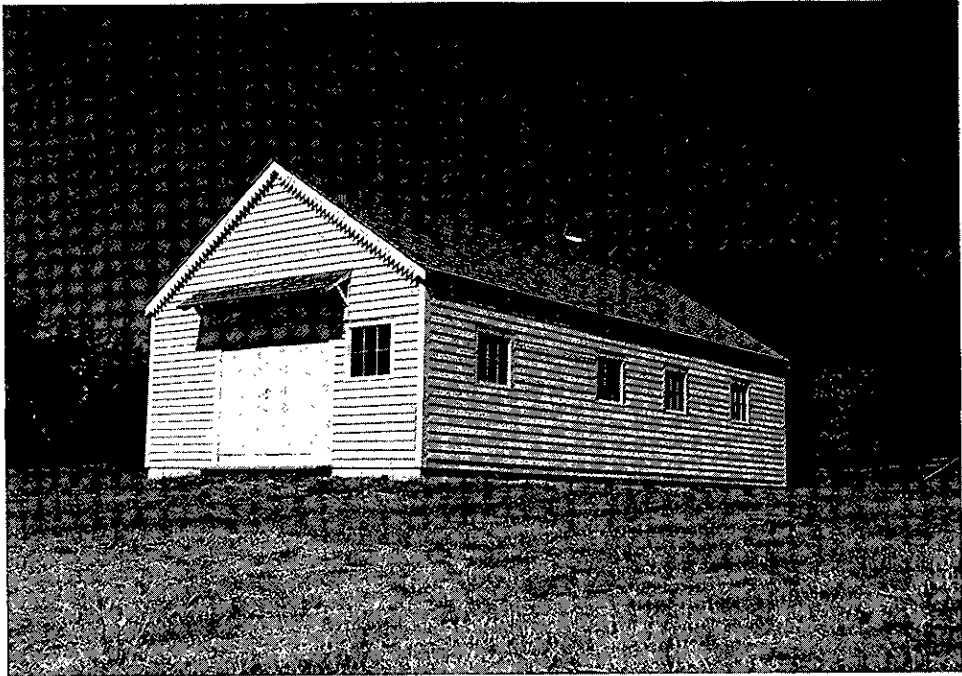
Hospital

The Hospital is the one structure at English Camp that had been moved to another location, three miles away to the Peter Lawson farm. It was later identified by the NPS and returned to the site for restoration.

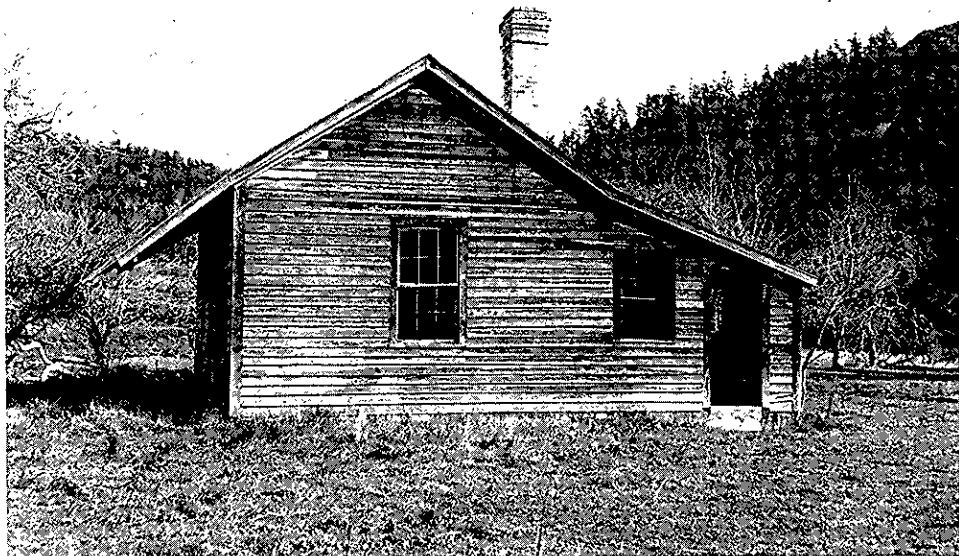
Howard Lawson, heir to the Lawson farm, began negotiations with the NPS for the donation of the Hospital building around 1971. In 1972, he sold the property to James Mathis, who donated the structure in 1973. The structure was moved back to English Camp in 1974. Studied by Harold La Fleur, Jr. in 1977, the building's exterior was refurbished in 1978. In 1981, the building underwent further restoration to stabilize the foundation and replace the roof. During construction, another hidden stash was found, this time consisting of a small collection of coins, including two gold pieces, a diamond ring, and a watch. The items were discovered above a window. Three individuals claimed the find, which was turned over to the U.S. solicitor's office. It was later determined that Howard Lawson was the rightful claimant, since he had inherited the building prior to its donation.

In 1990, a Historic Furnishings Report for the English Camp Hospital was produced under contract for the NPS. Prepared by historian Florence K. Lentz, with Dr. William Woodward and Bridget E. J. Spiers, the document chronicles the medical history of the British Royal Marines during the late nineteenth century, drawing from studies

³ Interview with Laurin Huffman, April, 1997



The restored Commissary.



The Hospital after being moved back to English Camp, prior to restoration.

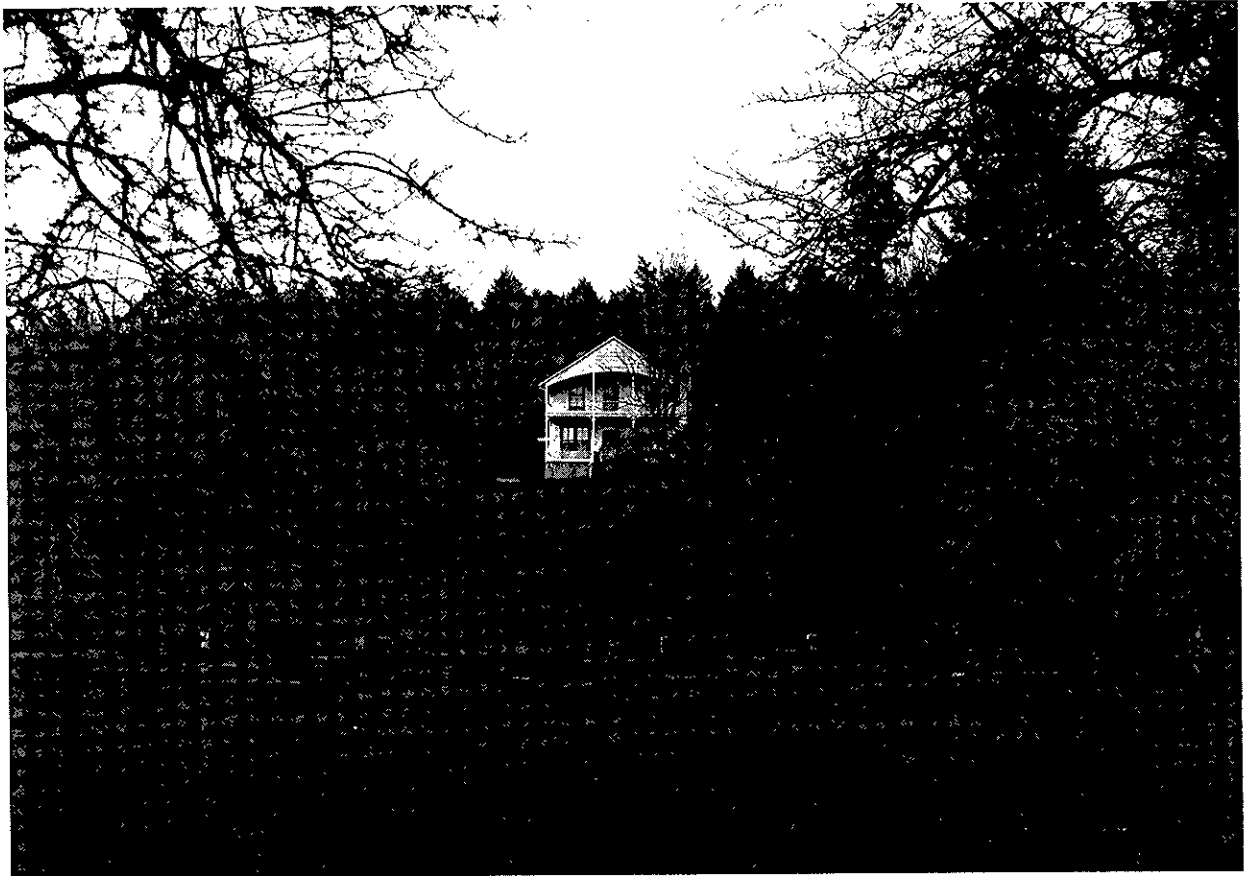
regarding similar naval hospitals, and a history of the medical services at English Camp. The report determines that not enough information is known specifically about English Camp's hospital to refurbish it as a restoration. However, the report does offer other treatment alternatives.

Other Royal Marine medical facilities from the late nineteenth century around the region are well documented through inventories and journals, specifically one in Esquimalt, British Columbia, Canada. One alternative would be for the park to restore the interior to represent a typical Royal Marine medical facility and interpret it as such. Another option was simply to restore the interior for use as an interpretive facility, where the interior would undergo general rehabilitation but not include specific structural furnishings. The report ends by offering potential opportunities for interpreting late 19th century British naval medicine.

The Crook House

Historical Architect Laurin Huffman is right on target when he states that management planning for the Crook House has been inconsistent over the years. During establishment of the park, the NPS promised the island community some interpretation of Jim Crook's life and role in preserving English Camp. However, planning since initial development relegated that theme to a minor role. As a result, the house has been looked on more as an intrusion of the historic setting than as an integral part of it. Upper management in the regional office considered getting rid of the house altogether; the cultural resource division in Seattle has long supported the idea of making the house a visitor contact station.⁴ From a "historic scene" perspective, this is not a popular move since the house post-dates the military occupation. The house itself was recently determined eligible for the National Register of Historic Places through draft documentation completed by Florence Lentz. But removal would be even less popular in terms of public relations. Local island history looks favorably on Jim Crook, not only in his association with English Camp but as an inventor. Regional Historical Architect Huffman recommended taking steps to "remove" the impact of the house on the historic

⁴ Review comments from Stephanie Toothman, November, 1997



The Crook House, painted its original white, overlooking the parade ground.

setting of English Camp in a less drastic way than demolition: muted gray paints replaced the original white color of the house and landscaping was used to visually screen the house from the rest of the site.⁵

Until 1986-87, the structure was used to store park collections and what remained of Crook's large farm implements and machinery. With the final removal of Crook materials to the San Juan County Historical Society and acquisition of alternate storage space, the house has remained largely unused.

There have been many ideas presented for the adaptive reuse of the Crook House over the years, including seasonal housing, administrative offices, or a visitor center with exhibits. A Historic Structures Report produced in 1984 details the Crook family settlement of the property and the life of James, who inherited the site from his father. The study also summarizes the architectural stylings and preservation needs of the house. The report stated that the house needed a top-to-bottom rehabilitation, done in such a manner as to minimally alter the structure's historical integrity while bringing the building up to code for modern day use.

Suggestions for the reuse of the house included: recommended studies to incorporate the house into the historic scene; utilization of the structure as a visitor center, with a lobby, sales counter, and exhibit space; curatorial storage; and space for a ranger station, with an office, break room, and employee-use-only restroom.

None of the work recommended in the structures report was implemented. In 1991, studies were initiated to determine the practicality of adapting the house for use as seasonal housing. The availability of affordable housing for seasonal employees has always been an issue for the park. Ellen Gage, historical architect stationed at Olympic National Park, completed design plans for adaptive reuse of the house for seasonal quarters. Funding is currently being sought to begin implementation of the design.

The Redoubt

In recent years, the Redoubt has undergone study to assess erosion within the structure and the effects of decades of rabbit burrowing in and around it. The structure is a unique example of fortification building from the Civil War era, and is earning interest

⁵ Letter to the author from Laurin Huffman, August 1997

from military historians. Most structures engineered by the U.S. Army during the 1860s were subjected to actual wartime use, but this Redoubt never saw such action.

Under contract with the NPS, Dale E. Floyd, senior historian for consulting firm CEHP Incorporated, completed a report titled *Comparative Analysis, American Camp Fortifications, San Juan Island National Historical Park*. Finished in 1996, the report analyzed the Redoubt in relation to typical U.S. Army fortifications built during the mid-to late 1800s. The report provides park managers with comparative analytical information about the structure and includes references for the park to utilize in its management and stabilization planning activities. In addition, the Redoubt was surveyed and mapped with one-foot contours to establish a baseline for future monitoring.

Officers' Quarters

Originally there were three officers' quarters at American Camp, one of which was occupied by Captain Pickett. A number of structures located elsewhere on the island were rumored to be that structure. In 1972, Thompson ruled out two of those structures. One was the Warbass house, which was determined to be a historic American Camp structure, but not Pickett's. Another was a house located near Friday Harbor, which Thompson surmised could be a structure from the camp. Even if true, the severe deterioration of the structure prevented a move to American Camp.⁶ Lastly, he considered the McRae house, which stood about 900 feet west of where Thompson calculated all the officers' quarters to have been built.

During historic structures research, the McRae house was treated as an original officers' quarters structure, with some modifications. Later research and archaeological excavation confirmed early assessments of the building's identity as an original American Camp structure.

In 1981, the structure underwent restoration, which returned the exterior of the building to its original state. Post-historic remodeling has altered the inside of the building, making interior restoration difficult; further research will be necessary if the

⁶ Thompson, p. 162



The Officers' Quarters, 1970, (back, right) with University of Idaho field school excavations in progress.

park hopes to restore the interior of the Officers' Quarters and make interpretive use of the space.⁷

Laundress' Quarters

Originally called the Warbass House, Thompson initially thought this structure to be the "Pickett" house or an officers' quarters. He determined the structure to be from American Camp, and like the McRae house it had seen additions and changes over the years. He determined that the structure was not an officers' quarters, for the original structure was too small.

Warbass had moved the structure to his property around 1875. Thompson guessed by its size that it was probably the adjutant's quarters or the telegraph office. The structure was later determined to be one of the laundress' quarters and matched structural evidence uncovered by the University of Idaho field school.

The last of the six historic structures to undergo restoration, work on the building began in 1983. It was also in the worst shape of all six and was badly deteriorated. A contract was awarded to NPS' Williamsport Preservation Training Center to undertake the work. Superintendent Hastings was extremely pleased with the results, stating that the project came in under budget and ahead of schedule.⁸

Robert's Plaque and other features

On a stone boulder next to the Redoubt, a bronze plaque honors Lt. Henry Martyn Robert, U.S. Army engineer, who was responsible for the Redoubt design. It had been mounted in 1942 by the Governor Isaac Stevens chapter of the Daughters of the American Revolution. Formal dedication ceremonies were held in 1947.⁹ The group honored Robert for his work designing the Redoubt, but also for his later military career, including *Robert's Rules of Order*, his most well-known accomplishment.

At English Camp, next to the formal garden, is one of the oldest bigleaf maple trees in the Northwest. In 1997 it was dated at 324 years of age. The maple is managed

⁷ Interview with Laurin Huffman, April 28, 1997

⁸ Superintendent's Annual Report, SAJH, 1983, p. 2

⁹ Letter to files from Detlef Wieck, SAJH, February, 1993



*The American Camp Monument at its previous Redoubt location, with Superintendent
Carl Stoddard*

as a historic tree. Recently, the remaining trees from the Crook family orchard have come under the umbrella of historic tree consideration as well.

The two marble monuments erected in 1904 by the University of Washington State Historical Society still stand at both camps. In September 1989, the monuments were cleaned of lichens and stains under the supervision of the regional curator. In 1992, the American Camp monument was moved from its original location at the Redoubt to its current home next to the American Camp headquarters.

Historic Landscapes

Much consideration and planning has gone into the historic landscapes at San Juan Island N.H.P. American Camp and English Camp present very different landscapes to the visitor, with varying degrees of success. Historic landscape issues at the park cover a wide range of issues, from maintenance of the formal garden at English Camp to development and maintenance of all roads and trails. In short, the historic landscape is intended to convey a sense of the historical period and events to the visitor.

English Camp Formal Garden

Since the early 1970s, work restoring the formal garden at English Camp has been maintained almost solely through volunteer efforts. In March 1982, Landscape Architect Carol Meadowcroft produced a report titled *Reconstruction of Historic Formal Garden at English Camp*. Meadowcroft's report considers the historical time frame of English Camp in relation to the history of English formal gardening around the world. Meadowcroft researched existing documentation of the garden, planted under Captain Delacombe, and reviewed the only known historical photograph of the garden. Combining what is known about the garden from the historical record with historical trends in English gardening, Meadowcroft developed a restoration plan and maintenance program for the garden.

Meadowcroft defined the formal garden as a part of the "Gardenesque" period of English gardening. This style entailed the use of geometric patterns within a natural setting. The formal garden at English Camp had replaced an earlier vegetable garden and was established during the formal construction of officers' quarters on the hillside. The



The only historic photograph to show the formal garden.



Volunteers at work in the garden.

Gardenesque style is also reflected in the pathways through the garden and up the hillside, forming a transition between parade ground and residential area.¹⁰

For the 1976 American Bicentennial, the garden was reestablished in a 70-foot circular design matching the only historical photograph of the garden. The park utilized evergreen shrubs and flowering plants. Until Meadowcroft's report, no research had been done on what type of flowering plants and shrubbery were available to the marines during the late 1860s. Meadowcroft researched archives on Vancouver Island as well as the U.S. National Archives, but did not find much. However, research of newspaper advertisements of the day in the Daily British Colonist out of Victoria provides an indication of what plants were being sold in the area. From this research, Meadowcroft developed a list of plant materials to be utilized in the garden. Consideration was given to substituting perennials as a time and cost-saving measure for the park.

The report provides a planting plan for the garden as well as future maintenance and plant rotation recommendations. Utilizing Gardenesque methods, Meadowcroft divided the circular garden into beds, with individual types of flowering plants massed in each bed. The historic photograph indicates that the flowering plants were planted in semicircular rows. Taller plants are programmed in the interior beds with lower growing plants in outer beds. Beds are lined with common boxwood and the central planting bordered by caladiums.

Meadowcroft recommended the park consider the seasons and blooming times of the flowers chosen for the garden to maximize length of time the beds show color, and try to program the best mix of colors during peak visitation times. In addition to providing the park a listing of annuals and perennials for use in the garden, the appendices also list where research was completed and where future research needed to be done. Meadowcroft's research is the primary reference tool for current volunteer efforts to maintain the garden.

¹⁰ Carol Meadowcroft, Reconstruction of Historic Formal Garden as English Camp, San Juan Island N.H.P., March 1982, p.8

Historic Landscapes of San Juan Island N.H.P.

In 1984, James K. Agee, a forest biologist with University of Washington Cooperative Park Studies Unit in Seattle, completed the report entitled *Historic Landscapes of San Juan Island N.H.P.* under an agreement with the park. In Agee's report, he examines the historic landscapes at both camps under four time periods: prehistoric, historic, post-historic, and park period. The research and planning in his report was completed as part of a regional interdisciplinary study team considering resource management issues at the park, the subject of a later discussion in this chapter.

Agee offers information regarding species types prevalent at both camp sites during the four time periods as well as the impact of historic land use patterns. Through historic photographs and field research, Agee determined what constituted the historic landscapes the park would try to reestablish and preserve.

At English Camp, Agee identified two major landscape elements: Garry oak and woodland, coniferous forest. The forests at English Camp were burned during the 1700s and had successfully regenerated. The forests also were subjected to some burning and cutting by native peoples inhabiting the site, and later by the Royal Marines. However, the most alteration came during the post-historic period, when the Crook family and others began agricultural production and timber harvesting on Young Hill during the period 1880-1920s.¹¹

By the time of park creation, successful forest regeneration had already begun. Agee states that in 1983, the major areas of timber cutting and agricultural usage (roughly 34 acres) had approximately 12,000 stems per acre. Agee determined that the historic setting at English Camp was not that far removed from present landscapes. The report recommended thinning over the next 20 to 30 years, which would accelerate the growth of the remaining tree population. Red cedar, Douglas fir, alder, and grand fir would also need to be planted in open areas. Management was presented with a choice of time periods to represent through the wooded landscape: limited settlement of the early 1860s or full-scale construction completed by 1872. They opted for the earlier time period.

Agee's report found American Camp considerably altered from its historic state, so much so that it was difficult to ascertain conclusively the nature of the prehistoric

¹¹ James K. Agee, *Historic Landscapes at San Juan Island N.H.P.*, Winter 1984, p. 15

landscape. To try and determine what plant types may have existed at the site prior to European settlement, Agee examined soil types. Soils ranged from glacier till and sandy loam, which support grasses and a few trees, to soils that support forest stands. Consideration was also given to climate and weather exposure. These, coupled with historical descriptions of the site, led Agee to determine five areas of typical landscape types: dry grass, woodland, open Douglas fir type, mixed pine type, and western hemlock.

From this research, the report suggests regeneration of mixed pine forest areas and provides information on obtaining seedlings and methods of planting. Agee suggests further planning be done to determine which planting methods and maintenance schedule to utilize.

To summarize, Agee's report offers programming goals for the park's historic landscapes. At English Camp, programming should erase the evidence of agricultural operations. At American Camp, visitors should be able to see the densely forested area chosen by Colonel Casey for the third campsite.

Consideration For Management of Grassland Vegetation at San Juan Island N.H.P.

Jim Romo, an Oregon State University research associate in the Department of Rangeland Resources, produced the above-noted report in July 1985. The report was designed to help management determine its objectives in managing the grasslands at American Camp, specifically exotic plant species.

The report offers information on what plants are weeds at American Camp. It offers specific recommendations on controlling Tansy Ragwort and Canadian thistle, the two most troublesome weeds at the site. The report also offers some experimental control options. The report makes it clear that many factors have been at work on the prairie of American Camp to cause the introduction of exotics. Romo states the park needs to treat the source of the problem, not the result, if it is to succeed in maintaining the prairie's historic nature. Park staff continue to wrestle with the appropriate way to handle exotic species at American Camp, and recently have begun to consider the feasibility of implementing controlled burning to regenerate native plant growth.

Currently, however, old-fashioned weed pulling is the method most often employed to combat exotic species.

Historic Landscape Study

This study was completed by Pacific Northwest Region historical landscape architect Cathy Gilbert between 1985 and 1987. The report starts by clearly stating it is a technical document designed to collect, present, and evaluate documentary and field survey evidence, and propose appropriate management options for historic landscapes at the park. The document was not intended as a decision document, which requires public meetings, an environmental impact assessment, and consultation under Section 106 of the National Historic Preservation Act.

For each camp, the report provides a historical and archaeological overview and a summary of current landscape conditions. In addition, surveys revealed new structural remnant findings on officers' hill at English Camp, and research results presented.

The report responds to a very important question: what should the visitor to San Juan Island N.H.P. experience at each of these camps? In response to that question, a series of design recommendations for future planning and a number of design alternatives for American Camp (4) and English Camp (3) are offered. The goals of the design recommendations were defined as the stabilization and preservation of resources, removal of non-historic components, and enhancement of historic features that are ill-defined or can be verified through archaeology. The design recommendations were presented in five management areas: buildings and foundations; access and circulation; plant materials; special features, site details and materials; and maintenance and management concepts. Each of these five areas were considered for each camp.

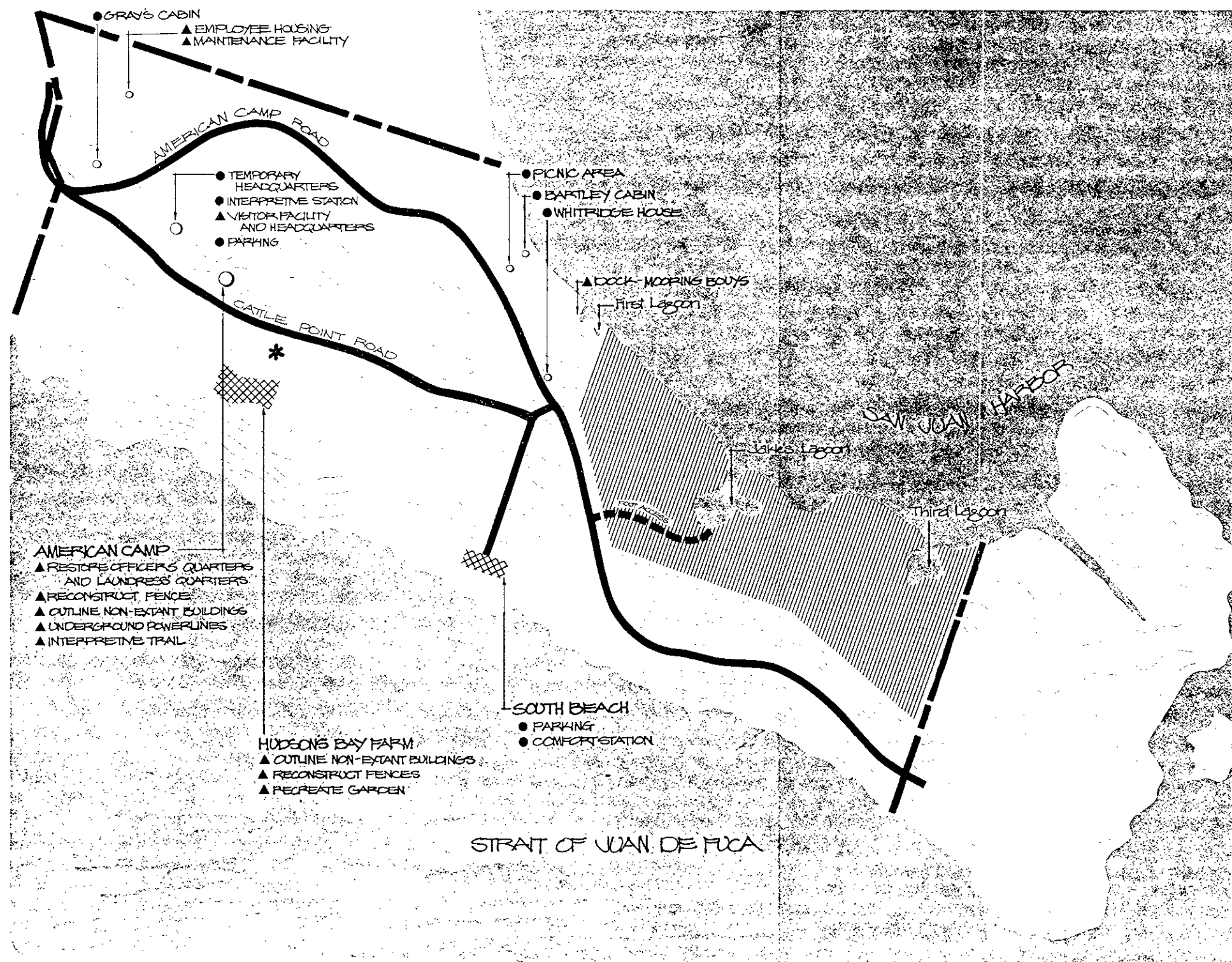
Using the design recommendations, Gilbert developed design alternatives for each camp, each providing a different level of design treatment for each historic setting and varying degrees of opportunity for interpretation and visitor experiences.

For American Camp, the key elements of the design alternatives centered on defining the historic landscape for better visitor understanding. The alternatives provided a huge range of options for park managers to consider. When the report was completed, the regional cultural resource division in Seattle developed a fifth alternative for

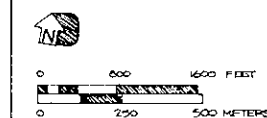
American Camp, which was completed in 1990. This became the preferred alternative and called for:

- A new visitor center at the site
- New parking and informal picnic areas
- Existing historic buildings used for interpretive exhibits
- Completion of a historic structures report for the Redoubt
- New trailhead and parking at the Redoubt
- Remove the county road
- Creation of a series of interpretive trails
- Assist San Juan County in defining the military road between American and English Camps
- Reestablish the historic picket fence and boardwalk
- Mark non-extant buildings
- Reestablish portions of forest northwest of the campsite
- Reestablish the American Camp garden
- Monitor rabbit populations
- Bellevue farm: develop a loop trail, reestablish historic fencing, mark non-extant buildings
- San Juan Town: develop trail loop, identify and mark non-extant structures
- American Camp cemetery: sign and mark along interpretive trail
- Spring Camp: sign and mark along interpretive trail

The preferred alternative treatments were designed to provide visitors with an understanding of the size and scope of the historic scene, the county road would no longer be an intrusion, and the Redoubt would be stabilized with a new trailhead and parking. Adjacent sites would be tied to the camp through a trail system and interpretive opportunities would be expanded. To fulfill these recommended treatments, the park would require an expanded staff and a budget increase.

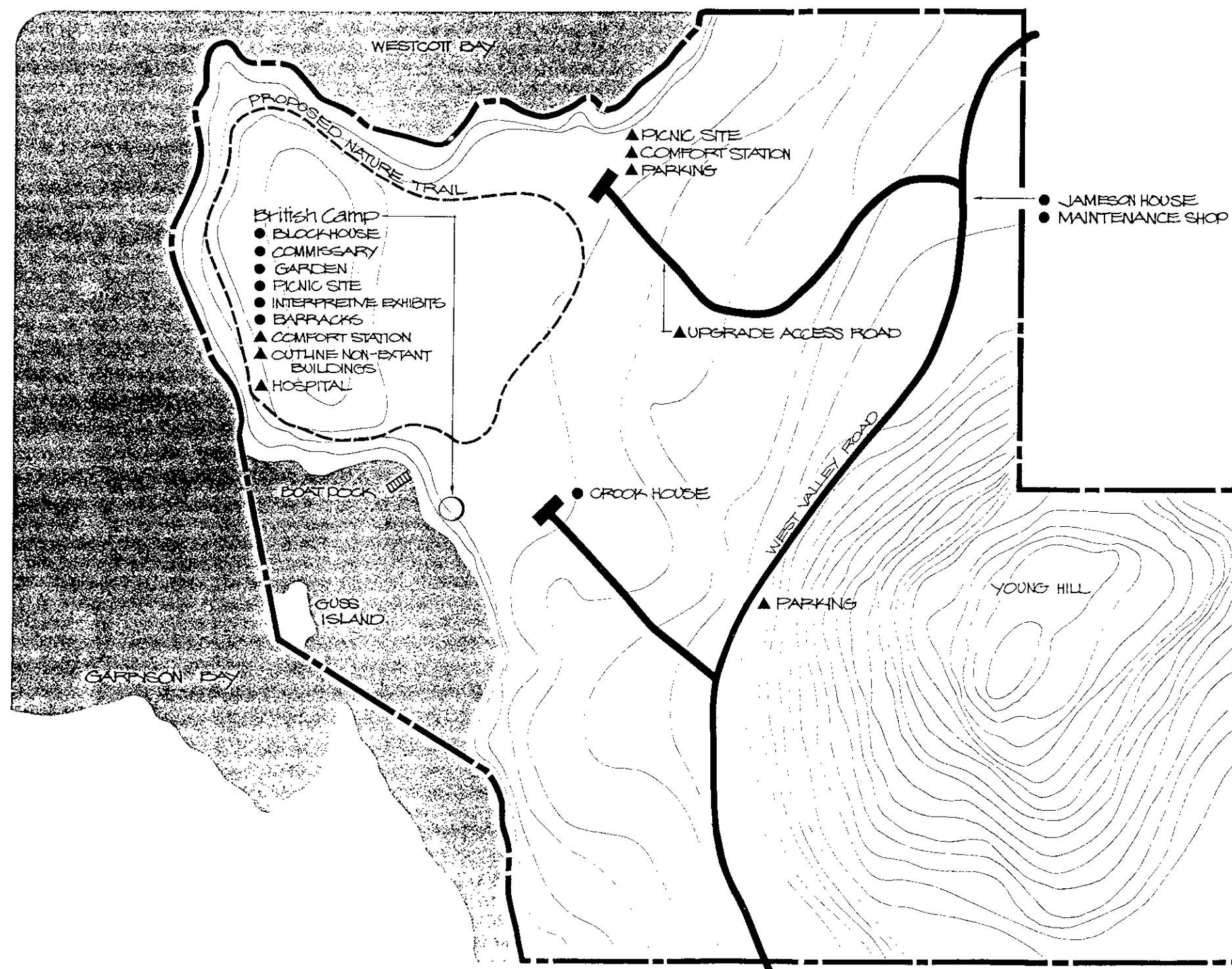


- /// ENVIRONMENTAL STUDY AREA
 ● EXISTING DEVELOPMENT
 ▲ PROPOSED DEVELOPMENT
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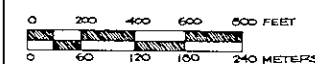


DEVELOPMENT PLAN AMERICAN CAMP SAN JUAN ISLAND NATIONAL HISTORICAL PARK

UNITED STATES DEPARTMENT OF THE INTERIOR/NATIONAL PARK SERVICE 438 1 20012
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- EXISTING DEVELOPMENT
- ▲ PROPOSED DEVELOPMENT



DEVELOPMENT PLAN **BRITISH CAMP** **SAN JUAN ISLAND NATIONAL HISTORICAL PARK**

UNITED STATES DEPARTMENT OF THE INTERIOR/NATIONAL PARK SERVICE 438 1 20013
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ON MICROFILM

For English Camp, Gilbert's design alternatives centered on defining the role of the Crook House and the stabilization of structural wall remnants along the hillside. Again, the regional cultural resource division examined the options presented and developed a preferred, fourth alternative. Under the new preferred alternative, the focus was placed on identification and enhancement of the historic scene, with the Crook House being converted to seasonal quarters. The preferred alternative called for:

- Modification and improvement of the parking lot
- Rehabilitate and use the Crook House as seasonal quarters, using landscape planting to screen the house from the view of the camp site
- Comprehensive archaeological investigation of hillside remnants
- Stabilization and preservation of the masonry ruin and other historic features
- Selective clearing of the forest on Officers' Hill and on the Northeast slope to reestablish historic vistas and viewsheds, as well as clearing to protect and stabilize remnant features along the hillside
- Identify and mark all non-extant buildings through stone foundation footings and ghosting structures
- Reconstruction of the bird house on Officers' Hill
- Maintenance of the formal garden
- Reestablishment of northeast section of historic fencing to establish the historic site boundary
- Stabilize the cemetery, correcting drainage problems, maintain gravesites, recording the headstone information and possibly replacing if severe deterioration occurs

Gilbert's study presented a wide variety of design options, ranging from no action to full reconstruction. All of the design elements and recommendations in the study were developed with the goal of enhancing the interpretive and environmental context for the site, providing visitors with a greater understanding of the scale and character of the historic landscapes.¹² In summary, the report noted that implementation of the preferred alternatives at either site would require staff and budget increases.

¹² Comments from Cathy Gilbert to the author, October, 1997.

Pilot Planting Project

In 1986, six half-acre quadrants at American Camp were replanted with 100 Douglas fir seedlings per each quadrant. The plantings were an experiment to test methods of replanting around the American Camp area to determine the feasibility of initiating a larger scale replanting program to restore native species and forest that existed during the historic period.

On each quadrant, three different protective screens were tested. Divided into groups of twenty-five, three sets had varying degrees of screen protection while the fourth had no protection. Different levels of herbicides were tested for controlling grass and weeds around the seedlings.

James F. Milestone, Pacific Northwest Regional Office natural resource management trainee, reported on the progress of the trees in September of 1986. Overall, in eight months they lost 116 trees out of 600. The natural decline in rabbits that had occurred during the early 1980s had opened the door for better grass and seedling production. However, it also meant that the Townsend vole did better as well, feeding on the young seedlings. One hundred eleven trees were attacked by voles, but Milestone reported that vole attacks did not equate to mortality.

What did kill the trees was water saturation of roots during winter storms and drought during the summer. Also, those seedlings planted in areas treated with herbicides had a low mortality rate not having to compete with grasses and weeds. In the end, the trees with a hard protective screen planted in a grass-free space had the highest success rate.

Milestone recommended future plantings using a six-foot, grass-free perimeter with hard protective screens to protect seedlings from voles. He also recommended that prior to replanting, planning be given to match seedling type to available soil drainage in order to prevent deaths due to saturation. He provided an outline for future planting efforts. In short, pilot planting efforts lost approximately one-sixth of the starts, but produced the data necessary to continue reestablishment of forested areas around the camp.

Archaeological Resources

The first recorded archaeological work done on the island was completed by Harlan Smith in the 1890s as a part of the Jesup Expedition, sponsored by the American Museum of Natural History.¹³ In the late 1940s and in 1950-51, the University of Washington completed field excavations of known prehistoric long house sites at English Camp and on Cattle Point near American Camp. The findings of these excavations have not been located. Throughout the first half of the 20th century, archaeological sites (both prehistoric and historic) were subject to agricultural developments, timber harvesting, and livestock grazing. Looting by artifact hunters also had an impact.

In 1968, the NPS developed an archaeological management plan for the park. The plan identified known cultural resources and sites at the park, what research had been completed at both sites, and what research was in progress. The plan identified the immediate research needs of the park in order to complete the park's basic operating goals.

Research needs included the identification of all historic structures; the identification of the American Camp cemetery; identification of Bellevue Farm and San Juan Town structures; and the evaluation of the Redoubt. The plan also stressed the need for a historic resource study of the sites.

Two major field schools have been held at the park through cooperative study arrangements with the University of Idaho (1970-78) and University of Washington (1983-90). The research completed by both schools has led to a wealth of artifact materials, both biological and historical, and fueled study on several different levels and topics, from shell middens to analyzing pottery sherds of the late nineteenth century.

University of Idaho

The University of Idaho, Moscow, was the first university the park worked with to complete archaeological studies at the park. From 1970 to 1978, under the leadership of Dr. Roderick Sprague, historical archaeological studies were completed analyzing site structures, including Bellevue Farm and San Juan Town. The goal of the field school's work was identification and stabilization of historic structures.

¹³ Boxenberger, p. 10



The University of Idaho field school at work at English Camp, c. 1970.

At American Camp, over a period of years the field school excavated the following structures: HS 1 Barracks, HS 8 Officers' Quarters, HS 10 Officers' Quarters, HS 11 Officers' Quarters, HS 12 Adjutant's Quarters, HS 13 Hospital, HS 19 Barn, HS 21 Carpenter Shop, HS 29 Woodsheds and Outhouses, HS 31 Post Trader and Billiard Room, and HS 33 Flagstaff. Of these structures, HS 6 and HS 8 were fully excavated. The remaining excavations produced a range of structural evidence from partial foundations or corner establishment to inconclusive structural evidence. The excavations also revealed the effects of rabbit damage. Rabbit burrowing was particularly destructive and compromised the structural evidence of the hospital. General surface collecting was done in areas of high visitor use and trenching was completed along officers' row and the camp fence lines.

At English Camp, the University of Idaho completed excavations first around HS 1 Blockhouse and HS 10 Barracks during reconstruction efforts in 1970-71. Trenching was done along the north, south, and east walls of the blockhouse, revealing evidence of a cobblestone "porch" in front, log cribbing, and one post hole.¹⁴ The structure was completely excavated. The Barracks was also fully excavated and its foundation defined. HS 3 Commissary was also fully excavated, its foundation defined, in addition to the discovery of a Straits Salish long house underneath. Excavations around the hospital location produced some post holes but no conclusive evidence.¹⁵

In addition, the students completed test pits, trenching, and surface excavations trying to locate or define the following structures: HS 2 Barracks, HS 4 Blacksmith Shop (trenching produced remnants and residue of smithing operations but no conclusive structural evidence), HS 5 Captain's House, HS 6 Married Subaltern's Quarters, HS 11 & 12 Wash and Bath Houses, HS 13 & 14 Wells, HS 15, 16, 17, 31, 32, 33 & 34 unidentified structures (some structural evidence was revealed but primarily produced artifacts), HS 19 Stable, HS 20 Storehouse, HS 21 & 22 Messhouse and Library, HS 23 Carpenter's Shop and Sawmill, HS 24 Wharf, and HS 25 Pier (produce one stone piling). HS 35 Flagpole was located, in addition to the discovery of a complex structure, possibly another Salish structure, underneath.¹⁶

¹⁴ Cathy Gilbert, *Historic Landscape Study, San Juan Island N.H.P.*, p. 110

¹⁵ Gilbert, p. 112

¹⁶ Gilbert, p. 42

During the seven-year field school, the University also did test excavations around San Juan Town and Bellevue Farm. Eleven structures were examined at the town site and a great deal of artifact evidence removed for research. The town had some rabbit burrow damage, but most site damage was produced by artifact hunters during the mid-twentieth century.¹⁷ Operations in the Bellevue Farm vicinity produced structural evidence of approximately eight structures, one of which dated post-1900, too recent for an HBC structure. Research of artifact accumulation at those sites to explain structure function succeeded in identifying the kitchen, but little else conclusively.

In 1983, the university produced a two-volume report titled *San Juan Archaeology* which covers the research completed from 1970-78 and subsequent analysis and research of the excavation findings. A majority of park data resulted in papers and dissertations on ceramics and late nineteenth century trade patterns.

University of Washington

While University of Idaho students completed studies of historic archaeology at the park, the University of Washington (UW) focused on the prehistoric archaeology in the park. In addition to the pre-NPS work done by UW scholars, Stephen Kenady supervised the work being done on the prehistoric sites exposed by the University of Idaho students during the 1970s.

In 1983, Julie Stein and Pamela Ford of the University of Washington, in coordination with PNRO Regional Archaeologist Jim Thomson, developed a research proposal for a field school at English Camp. Superintendent Hastings supported the proposal. Through a cooperative agreement, the university worked at the camp on the San Juan Island Archaeological Project from 1983 to 1989.

The field school focused its efforts on a large shell midden located in the center of the parade ground at English Camp. Students worked during the summers through 1989 examining the midden. The mostly biological artifact evidence extracted for research comprises the collection currently being stored at UW. Analysis of the shell midden data resulted in *Deciphering a Shell Midden*, edited by Julie Stein and published in 1992. The

¹⁷ Thomas Tyler, "Structural Analysis of San Juan Town", *San Juan Archaeology*, p. 216



University of Washington field school student at work; the camp lab, 1984.

book details the project's findings regarding lithic technology and manufacture, stratigraphy, sediment analysis, effects of historic settlement, geophysical exploration work, and sedimentary analysis, among other topics. Project archaeologists utilized the site to produce research, documentary evidence patterns, and site treatments that can be used on shell middens elsewhere in the world.

Guss Island

Located in Garrison Bay and owned by the park, Guss Island is the site of several prehistoric human burials and a shallow shell midden. The island is considered culturally sensitive due to its use as a sacred burial site and access to the island has been closed to the public since the NPS took stewardship. Unfortunately, this does not prevent people from going to the island.

The low banks of the island have been subjected to a great deal of erosion, which has exposed burials. Visitors discovered and brought to the park headquarters remains exposed in 1970.¹⁸ In 1983, after more burials were exposed, Julie Stein and Pamela Ford conducted a salvage excavation to pull exposed burials from the banks. These remains were given to the Lummi tribe for reinternment elsewhere in the park.

Eroding shorelines will continue to expose burials on the island. Current understanding with the Lummi is that exposed burials be allowed to erode.¹⁹ However, as visitors and islanders become aware of the burials, excavation and reinternment may be considered as a preventative law enforcement measure.

Prehistoric Archaeological Overview and Base Map

In 1988, Dr. Gary Wessen of Wessen and Associates prepared *A Technical Overview of Prehistoric Archaeology of the San Juan Islands Region* for the Pacific Northwest Regional Office. Wessen provides an excellent review of known prehistoric archaeological sites in the region and reviews what documentation, collections inventory, and final reporting have been achieved for all excavated sites.

¹⁸ Gary Wessen, *A Technical Overview of Prehistoric Archaeology of the San Juan Islands Region*, 1988, p. 52

¹⁹ Interviews with Kent Bush and Jim Thomson, April 28, 1997

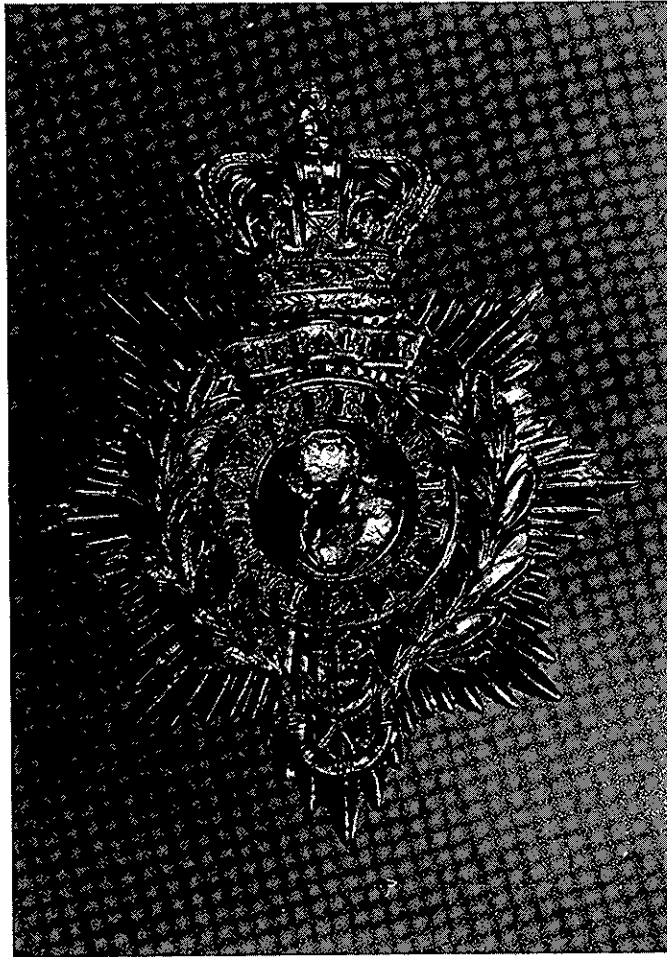
The overview begins by offering an environmental assessment of the islands, current conditions vs. paleo-environmental conditions. An ethnographic background of the region is also provided. In both of these background assessments, Wessen describes the islands as a whole and then looks specifically at American and English Camps. Wessen then provides an assessment of prehistoric cultural resources that exist in San Juan County and in the park, including a breakdown of typical site typology.

Wessen concludes that there are 323 recorded prehistoric sites in the islands and possibly hundreds more in existence.²⁰ Wessen's research concluded that for most of those sites excavated, little is known about them because of incomplete research, reporting, and cataloging/inventory of site evidence. The overview discusses what short, middle, and long term goals should be pursued in order to understand, preserve, and learn from the wealth of sites on the islands and at the parks, and stresses that the sites are deteriorating faster than they are being studied.

Additional Studies

The NPS has completed general survey and Section 106 compliance for all general park construction efforts: trailer pad sites, the headquarters building site, construction of the by-pass road and reestablishment of the old county road portion, among others. As previously stated, survey work of the hillside at English Camp was completed by Bryn Thomas of Eastern Washington State University as part of the Historic Landscape Study field work. This study revealed larger cultural remnants from the historic period along the hillside than were previously known, and which await further study.

²⁰ Wessen, p. 78



Royal Marine medallion, recovered during University of Idaho field school.



U.S. Army uniform buttons discovered at American Camp.

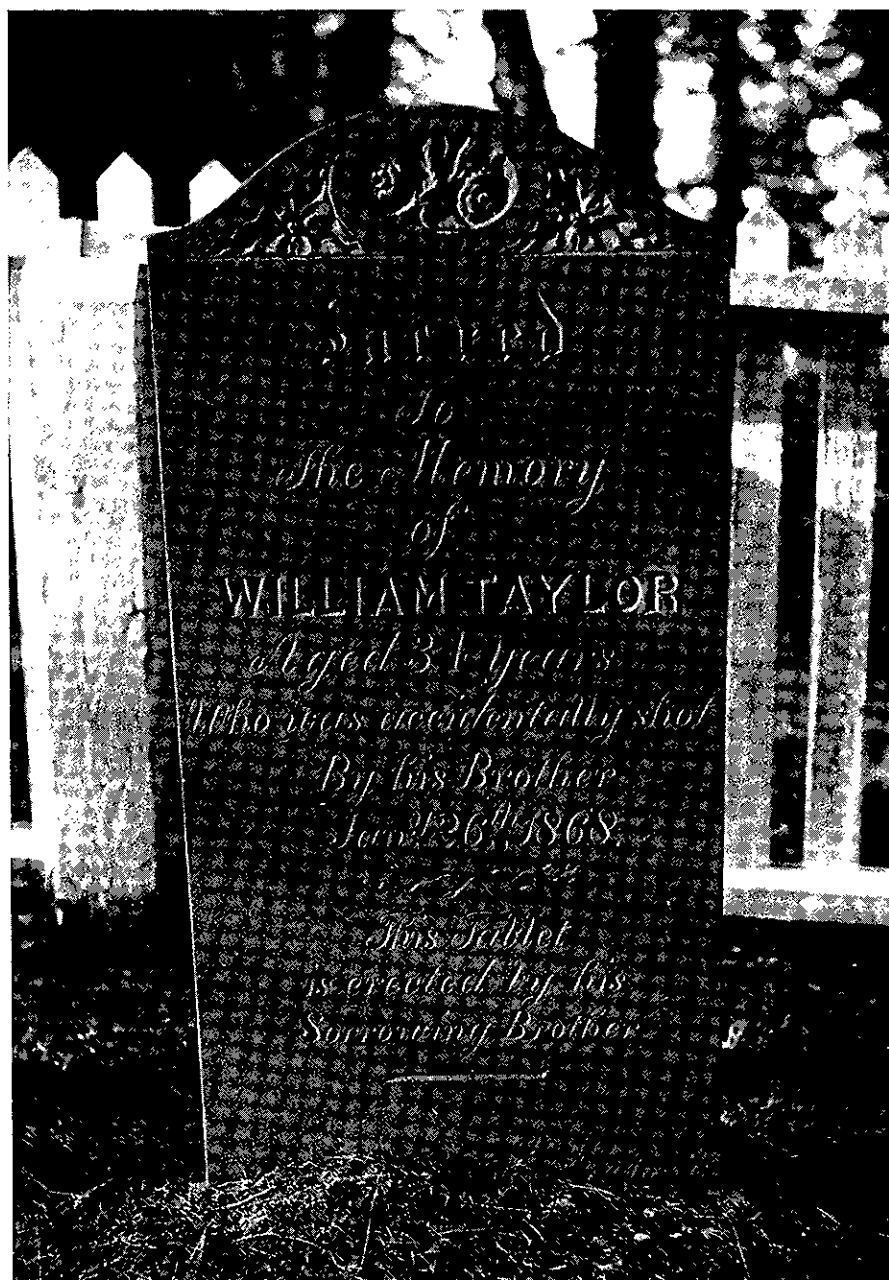
Collections Management

The purpose of San Juan Island N.H.P. collections, according to the 1981 scope of collections statement, is to "preserve the archaeological, historical and natural history objects necessary to research, document and interpret the significance of the park."²¹ The collection is broken into three management areas: archaeological, historical, and natural history. Archaeological collections consist of materials generated from excavations, and will be maintained through agreements with the University of Idaho, including storage, cataloging, and inventory. Historical collections will be kept on-site, providing they deal with the HBC; the military encampments; settlers specific to the campsites; and a small selection of Crook materials. The scope stated that no natural history objects were currently being maintained, but the document speculated that it could become a viable collection option in the future.

The statement goes on to detail proper procedure in accessioning, cataloging, loaning, de-accessioning, and storing artifacts and items. The living history demonstration materials are identified as needing secured storage separate from the main collection. An addendum to the collections management plan regarding the Native American Graves Protection and Repatriation Act was completed in 1992, well after the park had already returned and reinterred remains affiliated with the Lummi tribe.

Following preparation of the scope of collections, the park negotiated an agreement with the University of Washington to catalogue and maintain artifacts extracted during UW field schools, at the University's Burke Museum in Seattle. Currently, the park's collection contains approximately 935,400 archaeological items, 500,000 of which are prehistoric in nature and reside at UW. The remainder of the collection previously stored at the University of Idaho, contains approximately 400,000 items from the historic period, 1853-1874. During 1992, it no longer became an option to store the collection at the University of Idaho and a cooperative curatorial agreement was reached with North Cascades National Park in return for budgetary assistance from the park. The collection is now stored at the Marblemount collections facility. In addition, approximately 53,000 HBC-related items were sent to Fort Vancouver National Historic

²¹ Scope of Collections Statement. SAJH. 1981, p. 1



The headstone of William Taylor, from the English Camp Cemetery.

Site (FOVA).²² HBC collections were sent to FOVA as part of a regional mission to make FOVA the center for HBC-related collections and research. In-park collections are stored in a leased storage space in Friday Harbor.

Recently, the option of a natural history specimen collection has been reviewed by park staff and will be developed in the near future to facilitate the development of a natural resource data base. Park management realizes the need for an updated scope of collections statement to address new collections, and to define the best management of current collections for the next decade.

Natural Resources

Water

Most people are surprised to learn the annual rainfall levels for the San Juan Islands. Lying in the rain shadow of the Olympic Mountains, the islands receive an average annual total of 29 inches. Water shortage is nothing new to the island and it is an issue all development on the island must address. Water shortages occur during the summer months, when visitation is highest. Shortages in 1985 resulted in the UW archaeological field school and the park splitting the cost of buying water for project excavation needs.

English Camp falls within the normal island average for rainfall. However, at American Camp, the southernmost point in the islands, the annual average is only 19 inches. Maintaining a proper water supply at American Camp has been a difficult issue for the park service. It has also been a public relations issue, as development on Cattle Point has pressed the NPS for access to water sources in the American Camp area.

In 1987, the Cape San Juan Water District requested to drill water wells on park property. They proposed the wells would aid in the park's fire management needs. In return for drilling the wells, residential development on Cattle Point would be allowed access to them. Superintendent Hoffman, in consultation with the regional office, declined their request. The water district representatives inquired about going above Hoffman to have their request re-appraised. Hoffman informed them that they had every

²² Interview with Kent Bush, April 28, 1997

right to do so, but let them know the regional office had already helped him make the decision and that a congressional delegate would hear the same answer from the park and region.

The park has consistently maintained its position regarding water access at American Camp for Cattle Point development, despite outside attempts to exert pressure through political channels and through public opinion. The NPS position remains that allowing developers access to American Camp water would not solve their problem. Inadequate water supply was one reason that large scale development had not occurred prior to preservation under national park service management. Residential use on Cattle Point combined with increased visitor use would dry up the park. The park's resources simply are not adequate to support anything beyond visitor use and facility needs.

In 1994, Cattle Point Estates requested drilling, testing, and utilization of a number of potential well sites on Mt. Finlayson with a 100-foot protective easement. The park denied the request. In 1996, they repeated the request, this time also requesting access to two capped wells on park property. When the second request was denied, the park received a congressional inquiry from Senator Slade Gorton's office about the denial. The park sent the same response to Gorton's office outlining their reasons. The park received no further communications from the senator's office.²³

Rabbits

The rabbit populations on the island have been a problem for all residents, not just the park. However, the park has the largest concentration of them at American Camp. Introduced in the 1880s by settlers, the European rabbit was established as a wild animal on the island by 1895. In the 1920s and 30s, the rabbit population soared. The prairie setting of American Camp was prime burrowing land for the animals.

The rabbit population presents a few problems for the park service. The rabbits construct "warrens", and their burrowing and grazing destroy the historic prairie setting that the park aims to preserve. One rabbit in a year can burrow 20 meters and researchers estimated in the mid-1980s that some of American Camp's warrens were over 30 years

²³ Superintendent's annual report, SAJH, 1996, p. 7

old.²⁴ The rabbit's grazing patterns also affects the park's efforts to replant and regenerate native plant species.

Burrowing in general creates a safety hazard, and notices asking visitors to mind their step to avoid broken ankles are posted. On another level, burrowing can cause damage to subsurface cultural resources and structures and may have threatened the Redoubt's structural stability. The rabbits can also entice armed hunters, and hunting is illegal in the park.

Park management has speculated about methods of controlling the creatures and what should and should not be attempted to control them. In the end, nature has come through with its own regulation methods, much to the mystery of those who have studied the rabbit populations throughout the years. In 1980, 1981, and 1983, rabbit birth rates fell off. Females were miscarrying and the birth rate dropped dramatically (commonly referred to as "the crash"). Rabbit levels remained low during the mid-1980s.

Research has been completed by University of Washington professors W. Fredrick Stevens and A.R. Weisbrod, who also completed an interpretive book for sale to the public, titled *The Rabbits of San Juan Island National Historical Park*. The university conducted studies of the rabbit from 1973 to 1984, through the decline. Then in 1985, Olympic National Park biologist Doug Houston began a ten-year study of the rabbits. Houston annually counted warrens and took a photographic record of vegetation changes through eleven camera points. By 1995, the eleventh year of Houston's studies, the rabbit population was again on the rise, with abandoned warrens being repopulated.

Currently, the park has no plans for the rabbits and continues to monitor population levels. While not back to pre-crash levels, the rabbit population has risen considerably again.

Birds

Eighteen species of raptors have been observed on San Juan Island, including Peregrine falcons and marbled murrelets.²⁵ Bird species commonly seen in the park include wild turkeys and Canada geese. Bald eagles, the only known threatened species

²⁴ W. Fredrick Stevens and A.R. Weisbrod, *The Rabbits of San Juan Island National Historical Park*, p. 4

²⁵ Statement for management, San Juan Island N.H.P., 1997

to inhabit the park, often draw visitors interested in wildlife viewing. During the 1970s, the park was involved with the Seattle zoo in environmental programs focusing on Bald eagles. During the 1990s, a pair of bald eagles nested right outside the visitor center at American Camp. Monitoring of bald eagle nests and populations continues to be a source of data collection for park staff. The rabbit population and prime hunting grounds on the open prairie will continue to support raptor population within the park.

Clams

In 1973, Vincent Gallucci, a biologist with the University of Washington, initiated extensive studies of the twelve species of clams in Garrison Bay. His studies, completed through the University of Washington Friday Harbor Marine Lab, received the support of the Washington State Department of Fisheries. For over twenty years, Gallucci studied the population dynamics of Garrison Bay's intertidal clams.

Gallucci's research also led to the development of an interpretive brochure for park visitors. The brochure offers guidance on clamming, when to watch for red tides, and biological information of the twelve species types.

Research Permits

In 1984, the NPS revised the Code of Federal Regulations to institute a formal permit system for research in parks. For San Juan, this program was very beneficial, since study opportunities abound and monitoring the progress of studies that had been approved often resulted in little information for the park. The system requires filing a request form, which will then be either approved or denied. The permit is issued for a one-year period, at which time the researcher submits a summary of studies completed. To continue research, permits must be renewed annually. By requiring annual reporting, the park's library and resource management data base benefits.

Resource Management Plans

Resource management planning for the park has been problematic. The nature of RMPs requires regular updating and, up until 1996, approval by the regional office. Due to staffing levels and the lack of a resource management specialist position, both updating

and getting approval usually did not occur prior to the next scheduled revision. In 1987, Chief Ranger Steve Gobat writes with enthusiasm that for the first time the park had a RMP approved by the regional office prior to it becoming outdated.²⁶ You can hear the frustration when Frank Hastings writes, reflecting on the process ten years later, that the RMP "was updated again and again", without progressing forward and accomplishing anything that the plan called for.²⁷

The first RMP for the park was completed in 1979. The document breaks management needs into the following categories: landscapes, historic structures, non-historic structures, natural scene, and archaeology. For each of these areas, the plan gives the current status and the conditions sought. The plan then lists problems preventing the development of ideal conditions.

The major problems identified in the planning document were issues that had been addressed before in the park's master plan and general management plan. The landscape at American Camp was extremely altered and would need further study to determine how to control rabbit populations and not deplete bald and golden eagle levels. Visitors had no sense of the campsite at American Camp, and this needed to be remedied. In addition, the Redoubt needed to be stabilized and restored. All non-historic elements should be removed from the scene, including utility lines and non-historical structures. To remedy these needs, the plan suggested research, both historical and archaeological, on the structures; recreation of period fences, both around the military camp and Bellevue Farm; and restoration of Officers' and Laundress' Quarters. Natural resource data base studies and monitoring programs were recommended for rabbits, eagles, and other wildlife.

The RMP was reviewed and a new version drafted in 1982. The difference between the two documents is tremendous. The 1979 plan is fairly unreadable, confusing, and not clear in its direction. The 1982 plan offered very specific park proposals and programming for each project. The plan would stay basically in the same format until 1995.

In 1982, the park's natural resource needs were identified as follows:

²⁶ Letter from Steve Gobat to Dick Hoffman, February 12, 1987

²⁷ Letter from Frank Hastings to the author, April 28, 1997

1. wildfire protection management
2. rabbit management
3. exotic thistle control
4. development of a forest management plan
5. natural resource basic inventory
6. native plant basic inventory
7. stabilize or remove big leaf maple at English Camp

Cultural resource needs identified:

1. restore formal garden at English Camp
2. locate and catalog all artifacts
3. develop an on-site collections facility
4. create a structure rehabilitation program
5. remove a portion of old county road at English Camp
6. research/stabilize masonry ruins

Under the reorganized park service structure, approval authority now comes from the park superintendent. The role of the regional office has been shifted to technical support only. The previous trouble the park had with RMPs being delayed while at the regional office for review and approval should not occur, providing the park with improved capability for project planning and implementation.

Interdisciplinary Planning Team

During 1982 the regional office teamed with park staff and regional scholars who had completed previous scientific studies at the park to develop new resource management objectives. The team, headed by James Agee, identified several areas in resource management planning where the park was deficient and identified six team objectives for improving the park's resource management program:

Objective 1: define more precisely resource management objectives for the park.

Objective 2: develop a conceptual ecological model for park resources.

Objective 3: conduct a study into factors causing the rabbit decline.

Objective 4: describe and map historic landscape of American Camp and detail new problems/impacts of the rabbit decline.

Objective 5: Rewrite the resource management plan.

Objective 6: Document team process used for the study.

The team was very pointed in saying that the park lacked not only a resource data base but also the expertise to deal with the issues at hand.

The new RMP was available in 1986 and was approved in 1987. The new RMP has basically the same resource management needs and same problems identified in the previous plan. Natural resource planning needs identified included: recreation of the historic setting; creation of a resource database; establish water quality monitoring at Garrison Bay; establish rabbit management; forestry management; fire management; exotic plant control; a management plan for Young Hill trail; and control of vehicle and off-road vehicle access at American Camp. To address these needs, the plan programmed specific park projects: rabbit management, exotic plant control, restoration of historic scene, develop fire access roads, monitor pollution on Garrison Bay, design a Developed Area Tree Management plan (hazard tree), re-evaluate trails at Young Hill, and establish boundary markings.

For cultural resources, needs identified were: lack of protection for prehistoric sources; need for collections management control with an on-site facility; meet NPS-28 by completing an administrative history; and maintain the British Camp name. To address these needs, the plan programmed projects in the following priority: administrative history; archaeological investigations; cemetery protection/management; utilize foundations or ghosting of structures; develop a collections facility; reestablish historic fencing around military sites; create a historic structures preservation guide; rehabilitate historic structures; stabilize the masonry ruin; and maintain the British Camp name. Immediately the next year, the projects were reprioritized, probably due to changes in funding opportunities.

The most important change for the park's resource management program came in 1992 with the addition of a full time resource management position. It cannot be emphasized enough that the duties generated by resource management needs are too

numerous to be handled by the Chief Ranger alone. Since the creation of this position, the resource management plan was completely rewritten (1995) and the number of resource management projects identified jumped from less than 20 to over 80.

In 1993, Dr. James Agee of the University of Washington School of Forestry completed a Vegetation Management Plan that provides guidance to restore the natural elements of the park's cultural landscapes. This is a long-term plan and has received the approval of the state's Historic Preservation Office. The plan has provided additional direction for the park's fledgling resource management program, whose development will continue to be a priority for park management. Resource management is an evolving program that requires the small park staff to wear many hats, be it law enforcement, interpretation, or resource management.

CHAPTER SIX

INTERPRETATION

Chapter Six: Interpretation and Visitor Use

The Pig War story offers many themes: the international settlement of a territorial boundary dispute as the frontier filled with settlers, miners, and entrepreneurs; diplomatic relations with Britain as frontier borders closed; a unique view into American and British military history, from political maneuvering within ranks to differences in camp structure and life; and an understanding of American and British settlers along the frontier's edge. Park resources also make possible interpretation concerning the patterns of life among Northwest Coast American Indians prior to European settlement. Beyond its historical resources, visitors can experience a variety of natural resources, from forest to prairie, clams to eagles, offering multiple environmental educational opportunities.

The main question for interpretation at the park has been determining what programming is possible with the staffing and funding available. The park has come to rely on a group of very dedicated volunteers, whose contributions range from providing evening lectures to maintaining the garden at English Camp, to being available at the park to give guided walks and speak with visitors. Increasingly, this is becoming the way of life across the park system, as budgets become tighter and managers have to find new ways of providing interpretation to the public. Interpretive planning documents have been completed for the park, but a small percentage of action items in those plans have actually been realized. In practice, interpretation has revolved around motivated individuals who pursued interpretive programs with the research, staff, and volunteers available to them.

Interpretive Prospectus, 1971

The first interpretive prospectus for the park was approved in January 1971 by Pacific Northwest Regional Director John A. Rutter. The ideas in the plan were developed during an on-site meeting, October 26-28, 1969, by a NPS planning team consisting of Superintendent Stoddard; historian John Hussey; landscape architect Ron Treabess; and interpretive planner Alan Kent, from Harpers Ferry Center. Reed Jarvis, Erwin Thompson, Marvin Sharpe, and Rhoda Anderson are also listed as providing assistance.



The American Camp interpretive shelter, c. 1971-1972



Ranger Fred Stevens in uniform at the interpretive shelter.

The document presents the park's major interpretive theme to be the Pig War, "its cultural and political circumstances, and most important, the idea...that discord and dissension between nations can, if subjected to rational behavior, lead to justice and friendship and a feeling of well-being, and also to a realization of the senselessness of freewheeling attitudes and clashes of arms."¹ The prospectus identifies, as an extension of that interpretive theme, the life of Jim Crook and his family, who settled at English Camp and lived there nearly a century. The life and work of Jim Crook is defined as a secondary theme for park interpretation.

The document advises against overkill and throwing "thousands" of facts at visitors. It suggests gearing programming towards families and young people: "arouse the kids and you've got the parents."² After a brief lecture on interpretive theory, the document sets out primary objectives: provide prospective visitors with some idea of what the park is about and give them information about visiting it; give visitors an idea of the San Juan Island diplomatic question involved in the dispute (being careful to show the passionate stand of both sides without taking sides); use the sites themselves to highlight the park story (interpretation should be carried out at and in the structures that exist and at the sites where structures once stood); highlight the U.S.-Canadian friendship in interpretive programs (stress how the two countries have utilized peaceful means of settling grievances); recognize the part Jim Crook played in preserving English Camp, including environmental elements of the story; satisfy visitor curiosity by identifying landmarks that can be seen from overlook points at both camps; and finally, provide visitors with a sense of the environmental values of the camps, and "include some musings about the quality of the world we live in".

The document offers several interpretive proposals for the park, presenting its interpretive themes from the viewpoint of a family. The team also tried to follow a structured visit, although the authors acknowledged that the nature of the park prevents the assumption that visitors will stop at one camp prior to the other.

First, the document identified pre-visit interpretive needs, including: development of a "colorful, nicely designed exhibit for each of the ferries, for the Seattle-Tacoma airport, and for the ferry landing in Anacortes" and a park leaflet for travelers as well as a poster to

¹ Interpretive Prospectus, SAJH, 1971, p. 2

² Interpretive Prospectus, SAJH, 1971, p. 3

be placed at points that do not warrant a "full-fledged exhibit." These exhibits would define the purpose of the park and describe available facilities and access routes.

The document suggested signage placement at the Friday Harbor marina similar to the exhibit or poster idea developed for ferries and at the terminal in Anacortes. Development of a shuttle system is suggested, encouraging visitors to leave their cars on the mainland and reduce congestion. The prospectus states that such a system could be developed by resort owners or some other private enterprise. Development of an appropriate signage system, incorporating the park's emblem of crossed American and British flags, would direct visitors from Friday Harbor to the two historic camps.

As identified in the master plan, the prospectus recommended an information center in Friday Harbor to include administrative offices for park staff, restrooms, two large photo enlargements of the camps, an attendant, information/sales desk with a map as well as other area information, a publications stand, and storage space. It also recommended providing a stand-up A/V presentation of five minutes or less in an alcove. The purpose of this program would be to orient the visitor to the island and the park, describe what facilities and activities are available to them, with some information about the Pig War interwoven throughout the story. Use of a sound/slide system was recommended, one that could be converted to film later if desired. The first floor of the Mason's Building was suggested for the information center.

The prospectus discussed American Camp first on the theory that most of the historical action occurred at this site and "the events of 1859 are most readily understood here" and that English Camp will be the most impressive of the two park sites and this method of visitation would be saving the "jewel for last".³

Development suggestions for American Camp included construction of a visitor facility that would be staffed in the summer season and provide information, publication sales, and restrooms. The major interpretive element would be a three to four minute film that presented the park story in its "largest context" from the American viewpoint, including commentary on world events during the conflict using an American reporter like Walter Cronkite to narrate. The prospectus outlined a lot of information to be included in this three to four minutes and acknowledged the tall order of the recommendation. The film would be

³ Interpretive Prospectus, SAJH, 1971, p. 7

contrasted with a similar presentation of the "British Case" at English Camp utilizing the same type of information from the British viewpoint and with a British or Canadian version of Walter Cronkite narrating. The prospectus recommended use of existing historical photos in the presentations and researching the possibility of using art as the primary medium. At the end of each film, the visitor would be encouraged to visit the other camp.

The prospectus forgoes exhibits at the American Camp facility other than a map for information purposes. It does offer items to consider for future displays, like archaeological material or even timbers from the Hudson's Bay Company (HBC) farm.

The proposal recommended a two minute audio presentation at the Redoubt site highlighting events in relation to the sites where it actually took place. Trails to the HBC farm and other sites should be developed, including a spur trail to San Juan Town. The overlook site should also have an "orientation device," identifying the major physical features across the waters from the island. The Redoubt should be restored to its appearance of 1859-60 and replica guns mounted. Wayside exhibits explaining its construction should also be developed. Living history opportunities included demonstrations of period American Camp soldier equipment. Wayside exhibits utilizing historic drawings and sketches of the site could be placed at the sites of Bellevue Farm, San Juan Town, and other camp structures, relying on archeology to reveal these sites for proper identification. The prospectus also suggests allowing grazing sheep at the Bellevue site to further develop the historic scene.

The "Pickett House" should be moved back to the site, restored, and eventually refurnished to show how an officer would have lived during those years. At the very least, the fence that surrounded the compound should be reestablished allowing visitors to easily identify where the buildings (visible in period drawings) existed on the ground.

At English Camp, the prospectus recommended a visitor facility, staffed with a sales and information desk, and restrooms, a historian's office, small library, and storage area. It should be located in a space that is visually separated from the historic setting. Exhibits could include a historic painting of the camp and Royal Marine documents. As stated earlier, there would be a short film for visitors to view.

Other recommendations included the need to restore the barracks, blockhouse, and storehouse (commissary) with the barracks selectively refurbished to represent the Royal

Marine life. On display could be uniforms, gunracks, tables, bunks, and games. The document also suggests utilizing audio of voices (talking about the barracks in some way) and smells, although it does not specify what those would be. The blockhouse and storehouse could be similarly equipped, taking advantage of "olfactory" opportunities and audio of "characters".⁴

The document also suggests stabilizing the masonry ruin; locating and identifying other building sites; re-creation of the flagpole; reproduction of the historic garden; and possibly reconstruction of the wharf. The historic setting of English Camp afforded ample opportunity for living history demonstrations, specifically activities of daily life at the camp (cooking, games, carving, work in the gardens, etc.). The report stressed that interpretation should detail the activities of military life during their 12-year peaceful occupation of the island. The prospectus recommends examining Fort Davis' military demonstrations for possible programs at English Camp. It is interesting to note that in 1971, they were considering tearing down the Crook House, despite the popularity of Jim Crook in local island history and the fact that islanders, during public hearings and comments on park establishment, had specifically requested interpretation of Crook's history at English Camp.

Wayside exhibit and foot trail opportunities included the captain's house, the cemetery, and the historic maple tree. During restoration and archaeological work, temporary waysides should be developed to educate visitors about preservation and archaeology at the park.

The prospectus concludes by listing the best sources for historical research about the park, offering a list of research needs, a suggestion for a commemorative stamp for the 1972 boundary settlement centennial, and a collections statement. Research needs identified include: information on specific historic furnishings, research for audio/visual productions, and material on Jim Crook.

The collections statement defines park collecting as supporting the park interpretive theme and objectives. A large collection was not foreseen, consisting mainly of archaeological and historical artifacts kept for documentation purposes. Historical items associated with the Pig War and the military occupation were to be collected for exhibit purposes. Furnishing plans would determine what should be collected with regards to

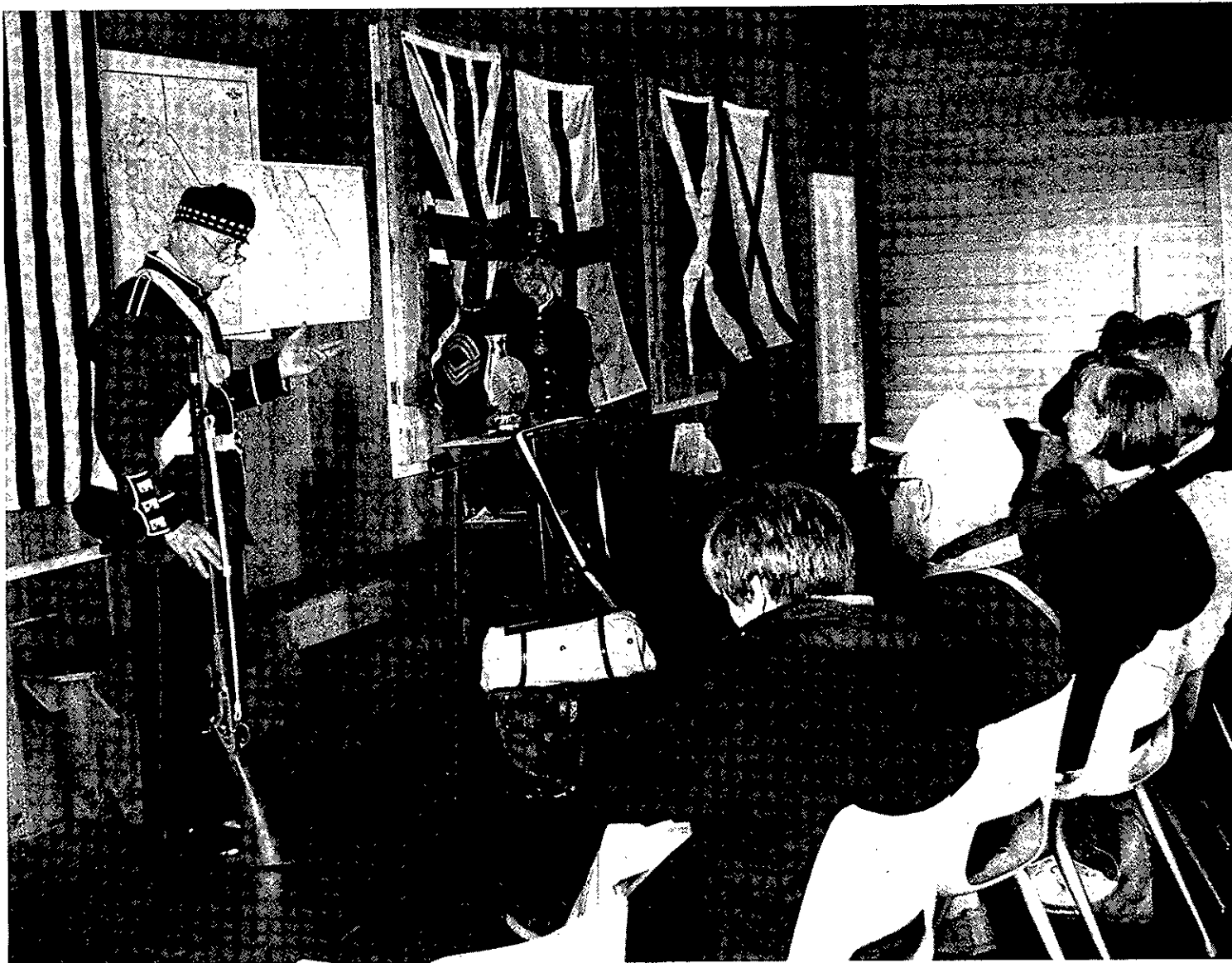
⁴ Interpretive Prospectus, SAJH, p. 10

historic and replicated furnishings for building interiors. Demonstration programs would require the collection of replicated materials for use. Items of relevance to Jim Crook should be preserved, like the existing implements and inventions in park possession. The prospectus states "when the Crook House is torn down," the doors should be saved (speculated to originally be off the captain's quarters) and any other pieces believed to have come from original English Camp structures. Beyond items already in possession of the park, no further materials on Crook should be collected.

Lastly, the prospectus offers a suggestion by Superintendent Stoddard that the park provide programs around a campfire setting, recommending the master plan be revised to include a "campfire circle" at each site. When done, the prospectus could then be revised to include development of programs.

In addition, Superintendent Stoddard provided recommended staffing levels for the implementation of the prospectus interpretive goals. His recommendations called for a Superintendent, an Administrative Officer, an Information/Receptionist position, and one seasonal in Friday Harbor; one Park Ranger and two seasonals at American Camp; and a Chief of Interpretation and Resources (historian), three seasonals, one permanent maintenance position, and one seasonal maintenance position at English Camp. Staffing recommendations also suggested the development of an exchange program with the Canadian Park System, which would bring Canadian seasonal interpreters to the park in order to present different viewpoints to visitors.

The interpretive prospectus was written during the early development stages of the park, and contained the ideas planners envisioned for the park. In a sense, it is the wish list for park interpretation. The cost estimate in 1971 for completion of the park interpretive plan: \$122,700.



Volunteer Jim Meredith speaking in costume at the Barracks, English Camp. Volunteer Ted Leche looks on.

Interpretive Prospectus, May 1984

A new interpretive prospectus was developed by Harpers Ferry in 1983-84. It begins by stating that although the park was authorized seventeen years before, it remains underdeveloped in terms of interpretive media and visitor facilities, which became increasingly apparent as visitation to the park continued to grow significantly over the years.⁵ The General Management Plan of 1979 proposed an interpretive contact station be built at American Camp, but as of 1984, no such interpretive facility was programmed for construction.

In planning the park's interpretive media, geographic location and climate were factors considered. The island location, combined with its size and population meant that interpretive media supplies would be time consuming and more expensive to replace. Therefore all hardware used should be highly reliable and not have highly specialized components. Also, the moisture fluctuation, salt corrosion, and strong winds at the southern end of the island were taken into consideration for signage design.

The prospectus aimed its proposals at expanding the park's orientation and information capabilities. The park currently had the headquarters building at American Camp (which had an information counter but no lobby space); the office in Friday Harbor; and the barracks building at English Camp (which had some small exhibits and audio/visual program equipment). Other identified programming needs included: trailhead orientation for the park's three hiking trails; the one self-guided interpretive trail; and proposals for visitor transportation between the park's two units and the town of Friday Harbor.

Working under the park's primary interpretive theme, the prospectus identified the following objectives for park interpretation:

- 1) provide information/orientation to assist visitors in locating points of interest and what they can see and do during their visit;
- 2) provide basic information on interpretive themes to all park visitors and provide opportunities to acquire more than just basic information for those visitors who wish it;

⁵ Interpretive Prospectus, May 1984, San Juan Island National Historical Park, p. 1

- 3) protect all natural and historical features of the park through a positive interpretive program emphasizing protection;
- 4) protect visitors by informing them of safety hazards inherent in the American Camp prairie due to rabbit warrens and reminding them of the need for safety while touring the park; and
- 5) provide the opportunity for all visitors to relate to history by having interpreters located at both camp units.

Within these parameters, the prospectus begins by presenting primary and secondary interpretive program elements and the methods and locations by which the park should present those elements.

Primary elements dealt with orientation/information and the Pig War. Pre-arrival orientation programming included signage on Interstate 5 and orientation exhibits at the Anacortes ferry terminal. Centralized orientation would be provided through personal services, brochures, and other printed materials, and orientation exhibits. These elements would be provided at the Friday Harbor contact station, the American Camp contact station (headquarters building), and at English Camp contact station (identified here as the Crook House). In-depth interpretation of the Pig War would be provided at American Camp, via personal services, audio/visual programs, advanced level publications, the self-guided interpretive trail, interpretive exhibits, restored historic structures, and hiking trails. Interpretation at English Camp would be via personal services, publications, wayside exhibits, restored historic structures, historic furnishings (partial) in three buildings, interpretive exhibits, and hiking trails.

Secondary program elements identified were cultural history and natural history. Parkwide, these interpretive stories would be provided via personal services and



*1985, American Camp costumed interpretation
VIP Mike Cusson and Park Ranger Ron Garner, above
Terry Lattin resting in camp, below*

publications. English Camp secondary stories included development of museum exhibits at the Crook House and wayside exhibits at Bell Point trail and trailhead.

Interpretive Programming in Action

The interpretive plans written for the park have called for very specific points of action and development. However, the first interpretive plan resulted in minimal activity. The 1984 plan fared a little better. Interpretive funding at San Juan Island N.H.P. has gone into designing and programming action plans, but the appropriate budgets and staff were not available to follow through with the recommended actions. The park has spent a great deal of time restoring and maintaining structures and considering the historic landscape. Park staff also developed quality interpretive programs through living history demonstrations, lecture series, and film and slide presentations, despite the lack of adequate funds. In 1996, work started on a new, long-range interpretive plan. By integrating the interpretive plan with the park's resource management plan and eventually a new general management plan, the park hopes to provide important support and funding for park programs.

From 1971 to 1975, PNRO staff under Rocky Richardson developed exhibit panels for the Barracks and wayside exhibit trail signs. Developed under contract with EAMS, a private design firm in Seattle, the signs detailed the major events and characters of the Pig War and the joint military occupation of the island.

With the addition of Pat Milliren in 1975, interpretive programs began to grow. Milliren was the first ranger hired specifically for interpretation and she began developing more involved programs at both camps. Her goals were to improve relations with the community and get the community involved in the park. When living history demonstrations were introduced, Milliren sought out people with specific skills or talents like the ability to play historic music and dance or theater skills. Most importantly, she sought to tell the everyday stories of the military encampment, an aspect of the historical period she found the most interesting, a story the public could relate to and invest in.

Summer Saturday evening programs were started, with the park inviting local and regional speakers to talk on historical or natural history topics, or showing films like those of Edward Curtis. For the first time the park entered the annual 4th of July parade.



*Getting ready to march in the Fourth of July Parade:
(Park Ranger Mike Youri, 2nd from right, former park ranger Detlef Wieck, 3rd from right)*

A very popular program developed under Milliren was the 1860s Christmas party at English Camp.

Milliren remembers receiving considerable support from parks back east when developing living history demonstrations. Because the park's historical period is the same era as the civil war, information on military life, costuming, etc. was readily available.⁶ Presentations on army life were also made available during 1984-85, when re-enactors of the 9th infantry performed for one or two weekends during the summer. Many local volunteers, throughout the park's history have offered lecture-walks along the park's self-guided interpretive trail. Recently, demonstrations have been offered in skills such as blacksmithing and barrelmaking.

From 1975-81 and picking up again in 1986, park staff had the freedom and the creative individuals to write and perform scripted costumed demonstrations. Milliren began this with the re-enactment of a Captain's wife's letters home. Later, rangers Detlef Wieck and Mike Vouri scripted re-enactments and performed them in costume.

During the 1970s, local VIP and later park ranger Steve Layman did a lot of work with bald eagles at the park, including environmental education programs with the Seattle zoo. These programs brought field trips from area schools to American Camp for eagle programs. The self-guided interpretive trail, the exhibit shelter, and trailhead signage were all that existed in the way of interpretation at American Camp prior to 1974. Milliren remembers it being very difficult to put on demonstrations due to low visitor numbers.

In 1984, new exhibit opportunities expanded when the main administrative offices relocated to Friday Harbor. The move allowed half of the headquarters building at American Camp to be used for visitor exhibit and lobby space. The outdoor interpretive shelter panels were cleaned and moved inside the new visitor lobby, complemented by historical photographs. The Friday Harbor contact station also provided new display space and increased public visibility. Exhibits there included two mannequins in historic military dress of the Royal Marines and U.S. Army. In 1992, the English Camp barracks exhibits were moved to Friday Harbor and the costumed mannequins were subsequently relocated to American Camp in 1996.

⁶ Interview with Pat Milliren, April, 1997



Marching in the Fourth of July Parade.

The exhibits at American Camp remained until 1995-96, when a new wall panel interpreting the Oregon Treaty was loaned to the park by the British Consul in Seattle. Then in 1996, park ranger Mike Vouri, coordinating with collections curator Camille Evans of North Cascades National Park and other park staff, worked to design and construct exhibits drawing on the park's archaeological collection. Cases were made from locally donated materials, and photos and text describing archaeology at the park over the years were used to complement artifacts selected for display. The new exhibit has been a success and is a tribute to park staff pulling together to build good interpretive programs without additional funding.

Another source of interpretive opportunities has come from the archaeological field schools. From 1983-89, the University of Washington field schools conducted regular visitor services programs on the archaeological work underway at the camp. These programs were well received by the public.

In 1986, the park celebrated SAJH 20, the twentieth birthday of the park. To coordinate the event, a committee was formed of park personnel and community members. Special events included special programs at Christmas, the community restoration of Salmon Banks Road, final reconstruction and replanting of the formal garden under volunteer efforts, a 4th of July parade float (for which the park received first prize), a park-staged historical drama, and a Founder's Day picnic open to the public, which was hosted by the park and supplied by other community organizations like the Lions, the Chamber of Commerce, and others. Volunteer efforts jumped under the SAJH 20 celebration, from 47 to 140. The celebration was designed to celebrate the park and its relationship to the community. If the increase in volunteer numbers was any indication, the program was a success.

During the late 1970s and 1980s, the park typically had 3 to 4 seasonals for the interpretive program. Volunteers have increasingly become important to providing on-site, staffed visitor services. For example, local island residents Jim Meredith and Fred Henley have dedicated countless hours over the years as interpreters and guides at English Camp, where seasonal presence has typically been low. In the winter months the two men have conducted an Elderhostel program in conjunction with Skagit Valley College. Since the mid-1980s, however, seasonal staffing levels have declined and in recent years it has been a



Jim Meredith, park VIP, in Royal Marine livery.

struggle for the park to maintain one or two paid seasonal interpreters. For that reason, park staff must consider developing more non-personnel visitor services. A new guide for a self-guided tour at American Camp was completed in 1996. This new brochure increased the level of information available to park visitors at any time of day without a park ranger or volunteer, and can be completed at the visitor's own pace. An after hours brochure and a variety of site bulletins were developed to serve the needs and interests of an increasingly diverse visitor population.

The park received a big boost in developing an outreach interpretive program in 1996. The park was awarded a \$13,500 grant from the National Parks Foundation for the development of a travelling trunk exhibit. Working with regional consultants, the park will develop the trunk for travel to regional schools, extending the park's interpretive outreach well beyond the island community.

The park reached out to the world in 1998 with the establishment of an official World Wide Web site containing both historical and full color photographs. An enhanced, changeable site features historical structures, wildlife, and spectacular vistas at both camps. Outreach has also been enhanced through partnerships with the British Consulate Seattle and the San Juan Community Theatre and Art Centre in Friday Harbor. In March 1997, the three teamed together to bring a performance of the pipers from the King's Own Scottish Borders, a British Army regiment recruited in Scotland. The band played to a packed house, preceded by a parade down Spring Street. The park and the theater split the gate. The park and theatre also teamed up in 1996 to produce "An Evening with George Pickett," a one-man show featuring Park Ranger Mike Vouri in the title role and volunteer Mike Cohen on the banjo.

In the mid-1970s, visitation was around 65,000 a year, climbing to over 100,000 a year in the early 1980s. Visitation in the 1990s has reached beyond 200,000. In 1996, 227,104 people visited the park.⁷ As visitation has grown, the number of seasonal interpreters has dwindled. Currently, the park is ready for a new interpretive plan to provide guidance in all areas of interpretation, including defining and maintaining historical landscapes to enhance visitor experience, optimizing non-personnel visitor services, and developing new and improved programming for park visitors.

⁷ Superintendent's annual report, SAJH, 1996, p. 8

English or British Camp?

When San Juan Island N.H.P. was created in 1966, the NPS acquired English Camp and American Camp, names that had been used almost exclusively since the turn of the century. However, in 1986 the park began to question the accuracy of calling the camp inhabited by the Royal Marines "English."

For the record, the Marines referred to the camp as the "Royal Marines Camp".⁸ If one searches the historical record outside of Royal Marine documentation for citations of the camp name, there is plenty to show support for both British and English Camp.⁹ Historical accuracy is the issue for those who consider "British" a more appropriate title. They contend that all members of Her Majesty's Royal Marines were not English; they were also Scottish, Irish, or other nationalities from within the British Empire and even beyond.¹⁰ Therefore, the "English" title does not convey the multi-national make-up of HMR Marines, whereas "British" associates the camp with the people represented by the British empire.

The idea of changing the name to reflect this historical accuracy came about in the 1979 General Management Plan, which throughout refers to British Camp, and on page 34 states that all development and interpretation will use the name British Camp. The NPS began researching the name due to visitor comments regarding the topic: most specifically, strongly felt comments from visitors who were from Great Britain, but were not English. Enough popular opinion was received to motivate the use of the name which better reflected the people stationed there.

In 1986, park management made the decision to change the name to British Camp and updated all brochures and interpretive signage to reflect its use. Reaction to the change was not seriously felt until 1992, when the Board of Commissioners for San Juan County and the United States Geological Survey petitioned the Washington State Board of Geographic Names to change all maps to reflect the name British Camp. At this point, a few local residents campaigned the state board and the county to stop the name change on the grounds that the site had always been English Camp. One letter even stated that it had never been called British Camp until the park service showed up on the island. The tone of

⁸ Letter from Librarian, Royal Marine Museum to Bob Scott, February 10, 1992

⁹ For a thorough listing of citations, please refer to Greg Lange's research from 1992 in the SAJH park archive, Box 5, Folder 6: L50 British Camp Name Change.

¹⁰ Letter from Royal Marine Museum to Bob Scott, 1992

the opposition was very much "islander" vs. "outsiders" attitude. The noise raised was enough to make the county commissioners back away from the name change on the grounds that they didn't realize opposition existed. The Washington State Board of Geographic Names saw enough opposition to reject the name change on the grounds that it was too controversial and the state board concluded that the site should retain its traditional name.

Prior to their decision, park managers declined to research the impact the change would have from a public relations standpoint. Following the decision by the state board, the park changed the name back to English Camp, with the hope that through a better outreach and educational process, the name issue can be properly addressed again sometime in the future. Names can be a serious business; time, money, effort, and, for a few people, strong emotions were spent on this issue. For the park, it meant programming funding to change its brochures and signage twice.

CHAPTER SEVEN
PUBLIC AND INTERAGENCY RELATIONS

Chapter Seven: Public and Interagency Relations

San Juan Island N.H.P. has a wide variety of relationships that impact the park and its operations. These relationships range from the local to the international community. For most of these groups, there exists a sense of ownership and stewardship of park resources.

San Juan Trail Riders

In 1987, this group approached the park requesting to ride horses in portions of American Camp. For the next year, this would be a thoroughly discussed issue between the park and the regional office. Superintendent Hoffman approved of the idea and put in a request to region for permission to begin a permit program allowing riding in designated areas. Although most of the regional office staff felt it was inappropriate use of the historic scene, Section 106 compliance was completed for specific park areas. Since the number of projected riders anticipated by the park was low and areas existed within the park that fit that type of visitor use, the program was approved.

The result was a relationship with a specific group of islanders who take responsibility for the ability to ride at American Camp. The group monitors its members, as well as non-members who ride in, around, or near the park, to make sure that park rules are observed.

Relations within the Service

The park also has come to rely heavily on other national parks, particularly Olympic and North Cascades. Olympic National Park superintendent Bennett Gale originally served as the NPS representative for San Juan from 1966 to 1969. Over the years, Olympic National Park fire management specialists have assisted the park in development of fire management planning and training. Today, Olympic National Park's fire management officer serves a dual role as the officer for both Olympic and San Juan Island N.H.P.

Between 1985-1986, the park maintained a cooperating agreement with North Cascades for assistance in a number of areas. In 1993, the park negotiated for storage of the archaeological collection previously housed at the University of Idaho. When storage

no longer became an option at the university in Moscow, the park needed to find adequate space. Nowhere in the park is there a space of sufficient size and possessing the required climate and security controls necessary for collections storage. In exchange for storage in the North Cascades Marblemount facility, San Juan contributes towards the salary for the North Cascades collections manager. In addition, a collections storage agreement was arranged to store HBC-related materials at Fort Vancouver National Historic Site in Washington.

The park has also served other NPS sites. From 1986 to 1988, Superintendent Hoffman served as the NPS representative for Ebey's Landing National Historical Reserve on Whidbey Island. On several occasions San Juan maintenance staff undertook projects needed at Ebey's Landing.

Canadians and Britain

At the April 1965 public hearing on the proposed park, Willard C. Ireland endorsed the park on behalf of British Columbia. Ireland kindly stated that had the decision of 1872 gone the other way, "this would have been a national historical site of Canada long ago."¹ Ireland's presence let the senate committee know that Canadians of the Vancouver Island region, and British Columbia, valued the site of English Camp as a part of their heritage, regardless of which country now owns it. The number one goal of Canadian groups, especially the Canadian Navy and Royal Marine leagues, is remembering the English Camp Cemetery. Unlike at American Camp, where the U.S. Army returned and disinterred remains at American Camp cemetery for transfer to a mainland army cemetery in Washington State, the English soldiers' bodies have remained on Young Hill. These soldiers died in the service of their country and were buried very far from it. For many years, Jim Crook was paid a stipend to maintain the cemetery, and services including memorial day, have been held over the years at the site to honor these men.

Having great interest in the site results in donations and visits to the place occasionally by international dignitaries. The International Yachting Fellowship of Rotarians of Victoria in 1986 donated a new dinghy dock at English Camp. The

¹ Report, Hearing of the Subcommittee on Parks and Recreation, April 17, 1965

dedication was celebrated as a part of SAJH 20. The group received special recognition for the donation and assistance to the park.

Over the past several years, the British consulate in Seattle has turned out to be a great supporter of the park. Consul Stephen Turner was helpful in obtaining and donating the Union Jack flag, which is flown at English Camp. This is one of the very few places outside of Great Britain with permission to fly the flag. In 1996, the park contacted Consul Michael Upton to see about the use of a portable display interpreting the Oregon Treaty. In response, Upton offered the park a permanent interpretive panel, created for Washington State's Peace Arch Memorial Park in Blaine, Washington, for use in the visitor's center at American Camp. Since the memorial in Blaine has yet to be built, Upton offered it to the park for use in the interim. Superintendent Scott accepted his offer, and the consulate drove the display to the island and assisted park staff in its installation.² In 1997, Upton arranged for \$12,000 to be donated by the British government for the replacement of the deteriorated flagpole at English Camp. The new flagpole was dedicated in ceremonies held in August 1998. Attending the ceremonies were Consul Upton, Superintendent Scott, Deputy Regional Director Bill Walters, Washington Secretary of State Ralph Munro, and British Royal Marine Lt. Col. Henk de Jager. More than 400 people attended.

These groups keep in touch with the park and monitor its activities. This is a constant reminder that the island was almost under British rule and a part of Canada, and that in 1872 many British citizens changed their citizenship, not so they could be Americans, but so they could remain in their homes. The island's British heritage remains important to many area residents to this day.

The Lummi

Daniel Boxenberger, in his ethnographic study of San Juan Island, reports the following contemporary groups have cultural affiliations with the island and with the park: federally recognized tribes include the Lummi, Klallam, and Swinomish; Canadian

² Interview with Mike Vouri, December, 1996

bands include the Songhees, Saanich, and Semiahmoo; and non-recognized tribes include the Samish, the San Juan Tribe of Indians, and the Mitchell Bay Tribe.³

Primarily, the park has had relations with the Lummi Indian Business Council. The Lummi believe Guss Island to be their point of origin into this world.⁴ As discussed under archaeological resources, several burials were removed from Guss Island in Garrison Bay. In 1985 the park, with assistance from Jim Thomson and Kent Bush of the Pacific Northwest regional office, began negotiating for the return and reinternment of the burials to the Lummi. A Memorandum of Understanding was drafted with the council, calling for the park to provide a 30' x 30' space for the reburials. The Lummi were to provide the container and actually complete the reburial process. The agreement was signed and several remains reburied, although the container delivered to the site was never used and eventually disposed of by the park. Monitoring of remains at the park and relations with the Lummi have more recently been handled by Seattle Support Office anthropologist, Dr. Fred York.

Washington State

The park has had significant relations with different state organizations, but most specifically with the Department of Natural Resources which has lands adjoining the park. In addition, it is unclear if ownership and management of tidelands within park boundaries belongs to the park or to the state. Recent relations with the park include research to determine tideland ownership.

From 1989-92, San Juan carried a Memorandum of Agreement with the department for maintenance of their Griffin Bay and Cattle Point Recreational sites. In exchange for an annual payment of \$10,000, the park maintained the state's visitor facilities. In 1988, the park signed a five-year cooperative agreement with DNR for joint cooperation in wildfire management.

³ Boxenberger, p. 5

⁴ Letter to Associate Regional Director from Superintendent of San Juan Island and Regional Archaeologist, February 1985

San Juan County

The park has consistently maintained jurisdictional cooperative agreements with the San Juan County Sheriff and Rural Fire District #3. The fire district has participated in the park training programs and fire management planning.

Law enforcement at the park has always been relatively low key, involving vandalism, illegal hunting, and camping. Since lacking a year round, full time law enforcement ranger prior to 1992, actual law enforcement needs for years past are difficult to ascertain since case incident reporting was low to non-existent. Since the addition of law enforcement monitoring in 1992, case incident reports average 80 per year. A majority of incidents encountered by rangers are minor infractions such as unleashed pets and are not reported. Since 1994, incident reports have been decreasing due to greater ranger presence, better signage, and repair and placement of split-rail fencing and log barriers at South Beach to prevent unauthorized motor vehicle use.⁵

Park staff has routinely belonged to various community organizations and the Superintendent has served occasionally on the Chamber of Commerce and a variety of county appointed boards. Between 1986 and 1996, the American Camp headquarters served as a San Juan County election polling place.

Locally, the park has participated in the San Juan Salmon Cooperative since 1988. The goal of this group is to aid in restoring Chinook salmon runs. The park superintendent, chief ranger, and chief of maintenance have typically worked with the group, which runs a salmon fish hatchery.

Beginning in 1988, the county commissioners created a board to examine the preservation and recreational opportunities of the Old Military Road from American to English Camp. Commissioned by the San Juan County Public Works, Atelier ps, a landscape architect firm, developed a feasibility study for a public trail from American Camp to English Camp. The study involved two public open houses, which were well-attended, and a final plan produced four alternative routes. None of the proposals were well received by the public. Reporting on the second open house, the study states that some landowners felt just doing the feasibility study was an invasion of privacy in itself, more or less having the trail come through their property. Of concern to the public were

⁵ Comments to the author from Shirley Hoh, July 1997

fire hazards, crime, pollution, and invasion of private property. The trail alternatives varied from a historical route, which would have touched at least 50 private landowners, to a less historical route utilizing county road rights of way.

The park supported their portion of the trail, but stated that they could not support any alternative in which any of the landowners were not willing participants. The park also did not approve of the report being designed without public involvement or awareness. None of the alternatives were approved and the commissioners established the Citizen's Advisory Board to assist in continued trail planning. Park staff also serves on this board. By 1993, planning for a park-to-park trail had been discontinued in favor of a shorter segment connecting English Camp to nearby state department of natural resource property. Since selecting the shorter trail as the preferred alternative, the issue has been quiet. Park concerns regarding the plan center on the types of recreational use to be allowed, and the impact on the historic orchard at English Camp, which lay within the proposed route.

CHAPTER EIGHT
CONCLUSION

Chapter Eight: Conclusion

San Juan Island N.H.P. is a wonderful park, where visitors can learn and experience a variety of things. On a historical level, they can explore the diplomatic and cultural interactions of America and Britain/Canada. On the level of natural history, they can explore a variety of environments and animal species and experience unparalleled scenic vistas. Columbia Cascades Support Office curator Kent Bush accurately describes the park as a microcosm of all parks in the service and lacks only a cave or a river.¹

From 1970 to 1990, the park staff expended effort researching its historic structures, rehabilitating and maintaining those structures, establishing basic operations facilities, and trying to re-establish the historic landscapes, particularly at American Camp. Since 1990, management focus has shifted, with an emphasis on natural resource planning and research needs. Many projects still wait in the wings with so little staff, time, and funding to do them.

How best can the park deliver on these experiences, given limited resources and staffing levels? It is a question that the park, like most parks, has been dealing with since its creation. The quest for funding and staffing is no new story to the park service, and the successful parks are ones that show large visitor capacities and the demand for services. San Juan Island N.H.P. has always had a modest carrying capacity in comparison to other parks. This factor is entirely due to its location and access to the travelling public. Despite the high level of visitation to the island, a large percentage of those visitors come for one day only and, with few transportation options beyond the town save a newly operating summer shuttle service, many visitors do not make it out to either camp.

Ask anyone in the region who has had a hand in managing the park and they will tell you that it is a fabulous park with unique stories to be told and rich layers of resources. It only makes it more mysterious why the park seems to have been treated like a stepchild inherited from Washington state. The park's master planning documentation states that the park would be run as a small park, relying on the Seattle office for support. The regional office has always been there for the park, but implementation still requires adequate money and staffing to follow through.

Alternative avenues for funding, either grants or through fee collection efforts, will continue to play a significant role in the park's future. Maintaining the current level of basic

¹ Interview with Kent Bush, April, 1997

resource protection consumes the park's existing funding levels. It may fall to alternative resources to provide for development above the status quo, especially in the realm of interpretation and visitor outreach. To quote Steve Gobat, the only thing wrong with the National Park Service is that there are too many good ideas chasing too few FTEs.²

Current park staff feels San Juan Island National Historical Park has been able to turn the park around from a cycle that has seen low staff morale and little project funding. After a budget shortfall in 1996 and a year without any paid seasonals in 1997, the park was identified as eligible for a possible base funding increase, perhaps in the year 2000. In the new cluster order of planning, programming, and funding, park managers sense the potential for the pie to be more evenly distributed. With the creation of cluster committees to prioritize funding, managers from different parks must consider the project needs of all parks in their decision making. The concept of inter-park cooperation and involvement is becoming more and more practiced as park managers come into more contact with each other and the project needs of other parks. While the park may see a chance to compete for funding, others in the NPS believe that small historical parks like San Juan will fare no better in the face of the region's large, natural parks than they did before.

The new cluster system has put new optimism into park staff in terms of achieving planning and programming for a variety of projects. This optimism comes while the park has reached a transitory moment. The next decade will tell how far the new system will take San Juan Island National Historical Park in providing optimal preservation and interpretation for its truly unique stories and vast resources.

² Letter to Superintendent from Chief Ranger, SAJH, February 12, 1987. FTEs refer to full time equivalent positions.

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San Juan Island National Historical Park Archive. The primary resource for this document is the park's administrative archive, compiled by the author in 1995-1996. The archive includes materials from the records of San Juan Island National Historical Park, the Seattle Support Office, the Washington State Archives in Olympia, the Washington State Historical Society library, and documents from the manuscripts library at the University of Washington, Seattle. The archive contains all major reports and studies completed for the park over the years as well as any managerial records and correspondence relevant to the significant park planning that still exists. Interviews of former and current National Park Staff employed at the park, as well as regional support staff involved at the park, has provided valuable information to supplement the available written record.

Secondary Sources

Secondary resource materials useful in providing a background on the NPS, historic preservation, public memory, and the history of the Pig War and joint occupation are as follows:

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APPENDICES

Appendix A

Enabling Legislation

An Act to authorize the establishment of the San Juan Island National Historical Park in the State of Washington, and for other purposes. (80 Stat. 737)

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to acquire on behalf of the United States by donation, purchase with donated or appropriated funds, or by exchange, lands, interests in lands, and such other property on San Juan Island, Puget Sound, State of Washington, as the Secretary may deem necessary for the purpose of interpreting and preserving the sites of the American and English camps on the island, and of commemorating the historic events that occurred from 1853 to 1871 on the island in connection with the final settlement of the Oregon Territory boundary dispute, including the so-called Pig War of 1859. Lands or interests therein owned by the State of Washington or a political subdivision thereof may be acquired only by donation.

SEC. 2. The property acquired under the provisions of the first section of this Act shall be known as the San Juan Island National Historical Park and shall commemorate the final settlement by arbitration of the Oregon boundary dispute and the peaceful relationship which has existed between the United States and Canada for generations. The Secretary of the Interior shall administer, protect, and develop such park in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.), as amended and supplemented, and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).

SEC. 3. The Secretary of the Interior may enter into cooperative agreements with the State of Washington, political subdivisions thereof, corporations, associations, or individuals, for the preservation of nationally significant historic sites and structures and for the interpretation of significant events which occurred on San Juan Island, in Puget Sound, and on the nearby mainland, and he may erect and maintain tablets or markers at appropriate sites in accordance with the provisions of the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).

SEC. 4. There are hereby authorized to be appropriated such sums, but not more than \$3,542,000 for the acquisition of lands and interests therein and for the development of the San Juan National Historical Park.

Approved September 9, 1966.

Legislative History

House Report No. 1665 accompanying H.R. 2623 (Committee on Interior and Insular Affairs).

Senate Report No. 510 (Committee on Interior and Insular Affairs).

Congressional Record:

Vol. 111 (1965): July 29, considered and passed Senate.

Vol. 112 (1966):

July 18, considered and passed House, amended, in lieu of H.R. 2623.

Aug. 25, Senate concurred in House amendments.

Appendix B

Key Personnel

This listing is only a rough compilation of the key permanent personnel at the park over the years and is not intended as complete.

Superintendent:

Carl Stoddard, 1969-1975
Segismund Zachwieja, 1975-1980
Frank Hastings, 1981-1984
Richard Hoffman, 1985-1991
Robert Scott, 1991-1998

Chief Rangers:

Dennis Ditmanson, c.1969-1974
Noberto Ortega, 1978-1982
Mac Foreman, 1982-1985
Steve Gobat, 1985-1992
William Gleason, 1992-Present

Interpretation

Patricia Milliren, 1975-1978
Detlef Wieck, 1988-1994
Michael Vouri, 1995-Present

Resource Management:

Shirley Hoh, 1992-Present

Law Enforcement:

Andrew Cohn, 1986-1987

Maintenance:

Urul Dickerson, 1975-?
Dave Arnold, 1984-1988
Patrick McFarland, 1990-1992
Wes Callender, 1991-Present
Ken Coss, 1995-Present

Administration:

Harriet Carrico
June Branner, 1975-1980
Ronald Martin, ?-1984
Mario Antonio, 1984-1985
Diane Joy, 1985-1994
Susan Bell, 1987-1988
Jacque Hogan/Anthony, 1988-1990
Wanda Anderson, 1991-1997
Maureen Briggs, 1995-Present
Barbara McEachran, 1997-Present