



Don Hoch  
Director

STATE OF WASHINGTON  
WASHINGTON STATE PARKS AND RECREATION COMMISSION

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March 29, 2012

### **Item E-5: Possible Transfer of Fort Worden State Park- Requested Action**

**EXECUTIVE SUMMARY:** This item asks the Washington State Parks and Recreation Commission to express its continued support for Fort Worden State Park to become a Life Long Learning Center and to provide direction on the next steps. This item complies with our Centennial 2013 Plan element, “Our Commitment – Stewardship” and with our core values.

**SIGNIFICANT BACKGROUND INFORMATION:** Fort Worden State Park (Park) consists of 433.55 acres with 11,020 lineal feet of saltwater frontage. The park is on the National Historic Register and has a full collection of historic buildings from its origin as a coast defense fort built just after 1900. Fort Worden was decommissioned as a military property in September 6, 1966 and conveyed to the State of Washington for use as a detention facility for young male offenders. In January 8, 1972, the property was conveyed to Washington State Parks. Over the intervening years the legislature has appropriated millions of dollars to Washington State Parks for maintenance, major capital improvements and some additional land acquisition to create the park as it exists today. Fort Worden State Park is now considered by many to be the icon of Washington’s state park system.

In the fall of 2004, Washington State Parks began the development of a long range plan for Fort Worden State Park. In May 2005, the Washington State Parks and Recreation Commission (Commission) adopted vision and mission statements for the park. (Appendix 1) In January 2007, after an extensive planning process, the Commission adopted land classifications, a long term boundary, value statements, park use and development principles, and the concept that Fort Worden State Park should be a learning center (Appendix 2). In September 2008 the Commission adopted a site and facilities use and development plan, guidelines for rehabilitation of historic structures and landscapes, and a framework to engage a partner to facilitate the creation of a Life Long Learning Center at Fort Worden State Park. (Appendices 3 and 4)

In December 2009, after a national request for proposals the Commission authorized staff to enter into an agreement with the non-profit arts organization already housed at Fort Worden State Park named Centrum that included milestones that both Centrum and Washington State Parks would need to achieve prior to the development of a long term cooperative management agreement for Fort Worden State Park. In 2010, Centrum withdrew from the partnership development process. The Port Townsend Public Development Authority (PDA) subsequently renamed and now officially chartered as the Fort Worden Life Long Learning Center Public Development Authority (PDA), notified the Commission that it wished to take Centrum’s place



as the prospective partner for the creation of a Life Long Learning Center at Fort Worden State Park.

**Creating a Life Long Learning Center at Fort Worden State Park:** Staff from the PDA and State Parks have discussed how to facilitate Fort Worden State Park becoming a Life Long Learning Center. State Parks staff has entered into these discussions with the following as desired outcomes:

1. Continued high quality stewardship of the natural, cultural, historic and recreation resources at Fort Worden State Park.
2. An outcome that is in the greater public interest and that does not in any way harm the rest of Washington's state park system.
3. An outcome that facilitates the implementation of the Life Long Learning Center concept for Fort Worden State Park as adopted by the Commission in 2008.

Some have asserted that these discussions with the PDA are based solely on the assumed need for State Parks to reduce operating costs at Fort Worden State Park. This assertion is simply not true. It is true that Washington's state park system is undergoing the financial stresses of being converted from an agency whose public purpose and services were subsidized by the state general fund to a user pay model making State Parks essentially an enterprise. The Commission has stated that it is committed to keeping parks open until the agency and the public have adjusted to the realities of State Parks as an enterprise.

**Options for Creating a Life Long Learning Center at Fort Worden State Park:** During the past few months staff from State Parks and the PDA has discussed several options as to how best realize the goal of Fort Worden State Park as a Life Long Learning Center. In broad terms they are:

1. **Partnership** - This option would create a partnership agreement between State Parks and the PDA that could involve either co-management or cooperative management of the park. Such an agreement could take several forms. A **cooperative management** agreement could be an incremental agreement with the PDA taking a limited role at first towards the creation of a Life Long Learning Center at Fort Worden State Park with provision for its role to increase over time. The question of transfer of all or part of the park to the PDA would be open and answered at a future date based on pre-determined criteria and experience gained from a cooperative management arrangement. A **co-management agreement** would establish a Fort Worden State Park Management Board made up of representatives from at least State Parks and the PDA that would provide management direction for the creation of a Life Long Learning Center at Fort Worden State Park. A formal agreement between the Commission and the PDA Board would empower the Fort Worden State Park Management Board and specify details of its operation. Co-management as a method of governance is especially powerful when two parties have a mutually held goal that they cannot achieve independently. The question of transfer of all or part of the park would again be addressed by pre-determined criteria and experience gained over time. Depending on the form and scope of either a cooperative or co-management agreement certain employee issues may need to be resolved with the Washington Federation of State Employees.

- 2. Lease All or Part of The Park to The PDA** - This option would lease all or part of the park to the PDA with agreed upon terms and conditions regarding the purpose of the lease, responsibilities of the parties and disposition of revenues. By statute the Commission cannot enter into leases that exceed 50 years in length of term. The PDA has indicated that to attract private investment, ownership or a lease of a longer term is required. This option may become viable with a statutory change that would allow the Commission to enter into longer term leases. To be viable this option would require resolution of employee issues with the Washington Federation of State Employees.
- 3. Transfer ownership of part of the park to the PDA** - This option would transfer ownership of a portion of Fort Worden State Park to the PDA. The PDA has indicated that for financial reasons it would request that the upper campus area, Marine Science Center and the upper and lower campgrounds be included in a partial transfer of ownership. State Parks staff believes that, given the fact that the state park system is now essentially an enterprise that any partial transfer of property at Fort Worden State Park must leave the Commission with an “economic remainder” that does not become a burden to the rest of Washington’s state park system. The Commission has been advised by its Assistant Attorney General that it cannot transfer appropriated funds to the PDA. In this option it is possible that some number of existing State Parks employees at Fort Worden State Park would be laid off to either become employees of the PDA or to exercise whatever “bumping” rights they have to remain a State Parks employee.
- 4. Transfer ownership of the entire park to the PDA** - This option would transfer all of the property that makes up Fort Worden State Park to the PDA. In this option, upon completion of the transfer, the PDA would have ownership of the entire park and would be fully responsible for its operation. If ownership of all or part of the park were to be transferred to the PDA, the PDA would need to honor existing encumbrances on the property and any conditions the Commission might impose in the transfer agreement. The Commission has been advised by its Assistant Attorney General that it cannot transfer appropriated funds to the PDA. In this option all current State Parks employees at Fort Worden State Park would be laid off to either become employees of the PDA or to exercise whatever “bumping” rights they have to remain a State Parks employee.
- 5. Commission implements the Life Long Learning Center concept on its own** - In this option the Commission would seek to make Fort Worden State Park a Life Long Learning Center without the assistance of the PDA. This option would require State Parks to adopt a different business model than is currently in place for Fort Worden State Park as well as new staff skills not currently existing at the park. State Parks as a whole is in the process of transforming itself from a general fund supported provider of a public service to a user pay model of providing a public service.

**Public and Legislative Interest** - As the conversation regarding Fort Worden State Park has progressed there has been increasing levels of interest in the topic on the part of the public, stakeholder groups and the legislature. With the legislature still in session at the time of this writing (March 19, 2012) it has become clear to staff that the legislature may expect to be part of the conversation prior to any decision regarding the future of Fort Worden State Park is made by the Commission. On March 8, 2012 a budget proviso was introduced that requires a report to the

legislature by October 1, 2012. (Appendix 5) State Parks staff believes that the proviso asks that no decision be made regarding the transfer of all or part of Fort Worden State Park to the PDA prior to legislative involvement during the 2013 legislative session.

**STAFF RECOMMENDATION:** State Parks staff understands the economic, educational, recreational, and for many, the spiritual importance of Fort Worden State Park to its many stakeholders. Fort Worden State Park is a very special place to people well beyond the Port Townsend area. Staff remains fully committed to working with the PDA to develop a Life Long Learning Center at Fort Worden State Park; however, staff believes that it is in the best interest of the park and Washington's state park system to include the legislature in the conversation regarding the park as a Life Long Learning Center. In June, 2008 the Commission adopted recommendations for the future governance of the park as a Life Long Learning Center (Appendix 4). Staff continues to support the governance principles adopted by the Commission in 2008. Staff believes that the goal of the park becoming a Life Long Learning Center continues to be mutually held by all parties. Staff also believes that if the park is to successfully become a Life Long Learning Center that the decision on how to achieve that mutually held goal must be unifying for the public, Fort Worden State Park stakeholders and the legislature. A unifying outcome cannot be rushed or forced. Staff recognizes that some current leaseholders at the Park have short term needs that must, to the extent possible, be addressed so that they can make business and investment decisions. Staff commits to working with the leaseholders at Fort Worden State Park so that they can make informed business and investment decisions until the Commission can make a decision on how to best proceed.

Staff recommends that the Commission direct staff to continue to work with the PDA, the public, stakeholders and the legislature towards developing a Life Long Learning Center at Fort Worden State Park and that the Commission not consider the transfer of all or part of Fort Worden State Park to the PDA at this time.

**SUPPORTING INFORMATION:**

Appendix 1: Vision and Mission Statement

Appendix 2: Values & Recommended Site and Facilities Use and Development Principles

Appendix 3: Excerpt from Fort Worden Long Range Plan-Conceptual Facilities, Programs, and Services Recommendation, December 2006

Appendix 4: Task Force Recommendations on Governance, June 2008

Appendix 5: Fort Worden Proviso Language

**REQUESTED ACTION OF COMMISSION:**

*That the Washington State Parks and Recreation Commission:*

1. Express its strong and continued support for the goal of Fort Worden State Park becoming a Life Long Learning Center; and,
2. Intends, prior to taking any final action on the best governance model to achieve the goal of Fort Worden State Park becoming a Life Long Learning Center, to provide ample opportunity for the public, stakeholders and the legislature to learn about and express their views to the Commission.

3. Directs staff to work with the public, Fort Worden State Park stakeholders, the legislature and the Fort Worden Life Long Learning Center Public Development Authority to seek a unifying solution that facilitates and supports the successful implementation of the Washington State Parks and Recreation Commission adopted Life Long Learning Center concept for Fort Worden State Park.
4. Urges the Fort Worden Life Long Learning Center Public Development Authority, if it wishes to propose the transfer of all or part of Fort Worden State Park to submit its proposal, including a comprehensive business and management plan, to the Commission no later than September 1, 2012.

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**Parks Affected:** Fort Worden State Park

**Reviewer(s):**

**Randy Kline, SEPA REVIEW:**

Following review, staff has determined that the action proposed for the Commission by staff is exempt from the State Environmental Policy Act (SEPA) pursuant to WAC 197-11-800 (14)(h).

**Terri Heikkila, Fiscal Impact Statement:** A specific proposal is necessary before a fiscal impact statement can be prepared.

**Jim Schwartz, Assistant Attorney General:** 3/20/2012

**Larry Fairleigh, Assistant Director**

**Ilene Frisch, (Acting) Deputy Director:** \_\_\_\_\_

**Approved for Transmittal to Commission**

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**Don Hoch, Director**

## APPENDIX 1

### FORT WORDEN STATE PARK VISION AND MISSION STATEMENT



**Fort Worden**  
State Park Conference Center

#### **Vision**

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Fort Worden is a legendary gathering place where people are transformed through retreat, renewal and discovery.

#### **Mission**

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Fort Worden is Washington's state park conference center for recreation, arts, culture, history and the environment. It is a confluence of creative learning, recreation, and retreat opportunities for people of all ages, abilities, and backgrounds.

Fort Worden is a partnership of the Washington State Parks and Recreation Commission, the Washington State Arts Commission, resident cultural institutions and businesses and major funders, achieving financial vitality through coordination and collaboration.

The partnership:

1. Promotes personal growth and professional development through conferences, workshops, performances, exhibitions and special events for individuals and groups.
2. Develops and manages businesses that fund annual operations; and,
3. Attracts public-private funding for capital projects and endowment.
4. Restores, preserves and interprets the significant historical, cultural and natural resources of the area

## **APPENDIX 2**

### **FORT WORDEN VALUES**

#### **Stewardship**

Fort Worden State Park develops, cares for and manages the park and serves visitors, volunteers and donors through local, native and sustainable environments and economies. Activities, programs and individual visitor experiences at the park are framed around discovery of, attentiveness to, education about and deep appreciation of its specific natural, cultural and historic environments.

#### **Integration**

The economic vitality of the park is a direct function of the economic vitality of all Fort Worden State Park partners and the Port Townsend community. All businesses, programs and services at the park are dynamically integrated in demonstration of shared and interrelated core values and economic strategies.

#### **Learning: Creativity and Discovery**

Fort Worden State Park serves individuals and gatherings dedicated to preserving and revitalizing cultural traditions, taking creative risks and generating new practices, ideas, and conversations.

#### **Culture of Hospitality**

Programs, services and facilities are designed, developed and promoted to attract, welcome and be accessible to all individuals whose interests are aligned with the missions, visions and values of the park partners.

#### **Play**

A commitment to individual health, renewal and transformation is enhanced by maintaining open space and facilities for retreat and enjoyment, as well as self-directed and organized outdoor programs that heighten respect for natural and cultural environment.

## **RECOMMENDED SITE AND FACILITIES USE AND DEVELOPMENT PRINCIPLES**

To reflect continued commitment to the exceptional character and public use of Fort Worden State Park, staff recommends the Commission adopt principles and objectives to guide site and facility use and development. These principles and objectives augment State Parks' natural and cultural resource management policies and provide guidance for the location, function and approach to site and facility redevelopment and use in the implementation of the Long Range Plan.

### **General**

1. First and foremost, Fort Worden State Park should continue to function as a park for public use, including day-use recreational activities, camping, meetings, reunions and vacations.
2. The park should accommodate increasing park demand in the future.
3. Any organizations and businesses operating at the park should have missions and values that support the vision, mission and values of Fort Worden State Park. Organizations offering the same visitor services should be consolidated under a single management structure.
4. Organizations operating at the park should work collaboratively to foster symbiotic relationships. The physical use and design of the site and buildings should support these relationships.

### **Site and Facilities**

1. When addressing needs for additional indoor programs, lodging, visitor services or administrative spaces, first consideration should be given to the adaptive reuse of existing historic structures before construction of new facilities. Proponents of new construction must demonstrate that reuse of existing structures cannot reasonably satisfy programmatic needs or that the nature of construction would unacceptably compromise the historical integrity of existing structures.
2. In addition to complying with the State Parks and Recreation Commission's (Commission) cultural resources policy and the standards the policy adopts, any new buildings and facilities should be designed and sited so that the form, scale, massing and materials, is in keeping with the historic character of the park. As early as practical, site and architectural design guidelines specific to the park should be developed to inform rehabilitation and new construction activities.
3. Fort Worden State Park should provide access to programs, activities, and supporting facilities to people with disabilities consistent with Commission's policy on implementation of the Americans with Disabilities Act. Rehabilitation of the site and facilities should integrate accessibility and historic preservation goals, using creative approaches to provide programs, activities and alternative access routes to amenities. Development of new facilities will use a universal design approach.



4. Consistent with the Commission's sustainability policy, cultural resources policy, and within the context of the fort's historic district designation, rehabilitation of historic structures, as well as, construction of new facilities should integrate sustainable design and historic preservation goals, using "green building" practices whenever possible.
5. Rehabilitation and the location of accommodations should foster increased interaction among visitors and provide an expanded range of lodging choices, including guestrooms with private bathrooms. Reuse of facilities should be based on historic land use patterns.
6. Common-use facilities and amenities should be located within the central historic park area to foster interaction and cross-fertilization among park visitors and programs. An example of this would be the co-location of a lending library with business center and coffee shop. These shared amenities should be located geographically throughout the park area to provide convenient access. They should be located to allow visitors to have multiple levels of interaction with each other. Possible facilities could include a cafe, meeting space, library, gym, laundry and museums.
7. Within the context of the historic district designation and Commission cultural resources policy, ecological function of the main campus and surrounding areas should be restored and enhanced. Existing plant communities should be assessed for health and restoration, including planning for the removal and control of invasive species. When possible, unneeded impervious surfaces should be removed. These surfaces should be rehabilitated with drought-tolerant grasses or grass pavers to meet event parking, native vegetation and forested landscape requirements, as appropriate.
8. Permanent on-site parking should be provided to meet typical summer and weekend parking demand. All event parking should be evaluated and located in specifically designated areas using grass pavers for greater ecological function. Designated areas should be those that do not limit other concurrent uses of the park and should be located to concentrate impact in areas of the park, such as the Industrial Zone that could accommodate event parking (Appendix I). This retains the original conception of the historic fort as a village where parking is located in pods and users move on foot from facility to facility.
9. A well-developed and environmentally-friendly pedestrian and traffic circulation plan is core to enabling people access to buildings and activities. The circulation plan should consider a park-wide shuttle (perhaps using alternative fuel), bike/walking lanes, links to city bike trails and use of Jefferson County Transit to connect visitors to the city and other modes of transportation, such as the ferry. City of Port Townsend, Port of Port Townsend, Jefferson County, State Ferries, and Fort Worden State Park planners should closely coordinate transportation planning to seamlessly integrate the park into the city's transportation network and minimize traffic-related impacts on surrounding neighborhoods.
10. Park headquarters and administrative offices should be consolidated and moved closer to the visitor information center and park entrance to provide an earlier point of contact with visitors and better orient visitors to the park.

11. Housing for both full-time staff and temporary service level employees could ensure a positive and sustainable business environment. New housing should be constructed for full-time staff in the least historically significant areas of the park, if possible. This would create more privacy while allowing use of historic structures by park visitors. Service level employees should be provided dormitory housing in existing or new facilities in the least historically significant areas of the park, if possible.
12. Changing the use of some existing dormitories to single-room lodging, program, and administrative spaces would result in a reduction of modestly-priced bunkhouse accommodations for price-conscious visitors (e.g., school groups). Space in one or more existing barrack-type building should be reserved to retain this opportunity.

**APPENDIX 3**  
**EXCERPT FROM**  
**FORT WORDEN LONG RANGE PLAN – CONCEPTUAL FACILITIES,**  
**PROGRAMS, AND SERVICES RECOMMENDATIONS**  
*December 2006*

**Life-Long Learning Center Program Description**

As a life-long learning center, Fort Worden State Park is envisioned as a “learning laboratory” where the site – historic buildings and grounds, natural areas and waterfront – should be a focal point for exploring our place in the world. As a center for life-long learning, it would represent a confluence of creativity and experimentation. Hallmarks of the park should be coordinated cooperation among the resident organizations; integration with the community of Port Townsend and a deep commitment to stewardship of the natural and cultural resources. Through activities in the arts, environmental education, history, recreation, stewardship and sustainability, the park should address the “whole person.”

As a complement to the life-long learning activities presented by resident organizations, the park should continue to host retreats and special events presented by non-resident organizations and also provide short-term accommodations for vacationers in the various available rental units and the campground. In addition, to round out offerings and opportunities for multi-day visitors and park users, commercial providers could be contracted for such amenities as kayak rental, Internet access, exercise facilities and other services.

The life-long learning model should provide the park and the resident organizations a once-in-a-lifetime opportunity to develop an integrated economy, dramatically increasing their overall capacities through coordination, centralization, and consolidation of marketing, fundraising, and business management functions.

Three to five anchor partners would be the key to success of this business model. These anchor partners should develop and promote a broad range of programming to ensure that the mission and vision of Fort Worden State Park are carried out to make the park financially sustainable. Partnerships between anchor partners and other mission-consistent programs and organizations should bring additional audiences and resources to the park.

Integral to the concept of the park addressing the “whole person” should be the development of a more sophisticated food service provider, with an emphasis on local and regional growers and healthy menus. Shifting from concessionaire to anchor partner, food services and culinary production could also become a “learning laboratory,” where the provider would generate educational programs revolving around stewardship, sustainability, healthy eating and other culinary programs.

Resident organizations willing to increase their own organizational capacities to support the financial viability of the Life-long Learning Center and have the ability to work in an integrated fashion with one another should be given priority in terms of scheduling facility use. The economic viability of Fort Worden State Park would require a delicate balance of programming and creation of opportunities for entrepreneurial undertakings that can help support the mission

of the park. These entrepreneurial activities would include camping, family vacation lodging rentals and annual events facility use similar to what is currently offered. Expanded and improved accommodations would serve audiences and workshop and seminar participants, as well as a wider range of users oriented toward passive recreation and individual learning. Demands for space and specialized facilities should change as opportunities for expansion are more fully defined.

Each phase of the Long Range Plan should be implemented looking through a lens of sustainability of the natural environment, the economics of the park and the relationship to the community to ensure that Fort Worden State Park is available for future generations to enjoy.

### **Target Market & Activities**

#### *Target Market*

As a Life-long Learning Center, Fort Worden State Park should partner with cultural and educational institutions to present programs involving performing and visual artists, the environment and natural resources, historic preservation and interpretation, culinary arts, stewardship practices and educational training. Individuals and small groups from around the country seeking a variety of educational opportunities would find the learning center inviting.

Using its site on the promontory of the Strait of Juan de Fuca, the park would be a pre-eminent center for the study of marine sciences and associated terrestrial environmental systems education.

With its exemplary park features and a broad range of facility uses, the learning center would also welcome visitors from around the country, the state, the Pacific Northwest region, and local communities seeking traditional park experiences. Individuals could stay several days discovering all that the park has to offer. Those visiting the grounds for a day or a performance, lecture or film would be enticed to return for a longer stay.

#### *Activities*

In addition to the traditional park opportunities currently provided, the park should offer programs for intensive experiences in the arts, humanities, environmental education, marine sciences, culinary arts, stewardship and sustainability designed to engage participants of all ages. Nationally recognized organizations could present multi-day and seasonal programs that could include performances, lectures, presentations, exhibitions and festivals attracting the public. School-age children could be able to participate in multi-day educational programs with an emphasis on experiential learning.

Artists, writers, scientists, environmentalists, musicians, recreational users, dancers, chefs, farmers and historians would find the park a place where improbable alliances could be forged and unique ideas come to fruition. The park should support people desiring to step out of their daily routines to brainstorm new ideas. This unique environment would provide room for remarkable things to happen.

Interpretation of the rich natural and historical environments is critical in understanding and appreciating the park. Evaluation and implementation of current interpretive methods and museums would increase the overall success of the park. Consolidation of interpretive programs under unified management could inspire new opportunities and create technological advancements and techniques that could ultimately increase exposure of interpretive programming to more visitors and guests.

A full version of the Fort Worden Long Range Plan - Conceptual Facilities, Programs and Services Recommendations (December 2006) is available for download at:

<http://parks.wa.gov/plans/ftworden1/>

**APPENDIX 4**  
**FORT WORDEN TASK FORCE**  
**RECOMMENDATIONS ON GOVERNANCE**  
*June 2008*

In 2007, the State Parks and Recreation Commission (Commission) adopted a publicly supported vision for Fort Worden as a center for life long learning. As envisioned, Fort Worden will become a full-service, year-round destination providing a diverse array of meaningful experiences for people of all ages, backgrounds, skills, and interests through its programs, events, services, and facilities. A multitude of resident partners will create a shared economy that supports state of the art programming in the arts and culture, health and wellness, natural science, outdoor recreation, and historic preservation. With a variety of conference facilities and accommodations ranging from camping to residences and single guest rooms, plus high-quality food service focused on locally grown ingredients, the new Fort Worden will allow visitors to design their stay around their needs and preferences.

As part of its adoption of the life-long learning center vision, the Commission recognized that it alone did not have the resources required to achieve the vision. It needed to find a way for non-profits and businesses operating at the Fort to participate fully – sharing resources, expanding program offerings, caring for facilities, building financial support, and better collaborating with one another.

**Task Force Composition**

As a first step toward this vision, the Commission chartered a task force to evaluate applicable governance structures and recommend the one best suited to manage a life-long learning center. The Director appointed members to the Fort Worden Task Force experienced in organizational development and governance and from a variety of organizational perspectives including:

- State Parks and Recreation Commission Member
- State Arts Commission Staff/Commissioner
- County Commissioner/City Councilmember
- Fort Worden Advisory Committee (2)
- Experienced Former State Legislator
- Philanthropic Community
- Washington Federation of State
- Employees (WFSE)

Evaluation Process

In developing its recommendation, the Task Force first identified characteristics and capabilities necessary or desirable to manage and develop the envisioned life-long learning center. Identified characteristics and capabilities fell into four major areas: Mission-Related; Structural; Resources and Operations; and External Relations.

Mission-Related

- Achieve life long learning center vision
- Nurture and sustain programming

- Effectively address state priorities in government

#### Structural

- Relative ease to establish
- Focus on Fort Worden
- Agility and Flexibility

#### Resources and Operations

- Partner with State
- Achieve predictability in state resources
- Behave entrepreneurially
- Generate capital and operating funds (public, philanthropic, enterprise)
- Embrace socially responsible business practices

#### External Relations

- Attract and integrate partner organizations
- Incentive to address statewide constituency
- Collaborate with local community

The Task Force then evaluated the status quo and a range of applicable governance structures in relation to identified management characteristics and capabilities to determine the best fit. Applicable governance structures included:

#### General Purpose Government

- State (status quo)
- Local (e.g., City Parks Department)

#### Special Purpose Government

- State Chartered (e.g. State Trade and Convention Center, Safeco Field Public Facilities District, or Qwest Field Public Stadium Authority)
- Locally Chartered (e.g., Pike Place Market Public Development Authority)

#### Non-Profit Corporation

- Public Benefit Organization (e.g., Educational or Scientific Institutions, Arts and Culture Organizations, Churches, and Charities)

A for-profit corporation and a limited charitable foundation were two additional potential governance structures ultimately not considered by the Task Force for lead management at Fort Worden. The previous phase of conceptual planning specifically eliminated a for-profit corporation in the lead management role. A limited charitable foundation was considered best suited to a supporting role to the other governance structures under consideration.

### **Task Force Recommendation**

From its analysis, the Fort Worden Task Force recommends that a non-profit corporation is best suited to manage a life-long learning center (Table 1). This management structure combines the fund raising capability and flexibility of non-profits with the potential for investment by private

enterprise, and the financial capacity, stability and public accountability of state government. Lead management by a non-profit also breaks down isolation among the Fort's resident partners and creates an incentive for them to work together and share in the long-term care of the park and its facilities.

ISSUES/ATTRIBUTES	General Purpose Government		Special Purpose Government		Not-For-Profit Corporation
	State	Local	State Chartered	Locally Chartered	
	(Status Quo)	(City or County)	(WSCTC; Safeco PFD; Owest PSA)	(PDA; PFD)	Education Inst; Charity; Church
<b>STRUCTURAL:</b>					
How Established/Relative Ease	X				X
Ability to Prioritize/Focus on Fort Worden					X
Flexibility/Agility in Responding to New Opportunities or Changed Circumstances					X
Ability/Incentive to Operate Transparently and Accountably	X		X		X
<b>MISSION:</b>					
	X				
Ability to Develop and Implement 3LC Vision/Mission/Business Plan					X
Ability to Nurture/Sustain Programming					X
<b>RESOURCES/OPERATIONS:</b>					
Ability to Effectively Partner with State					X
Ability to Achieve Predictability in State Resources			X		
Capital	X		X		
Operating			X		
Ability/Incentive to Behave Entrepreneurially					X
Ability to Generate Resources					X
Private					X
Enterprise			X		X
Capital			X		X
Operating					X
Philanthropic					X
Capital					X
Operating					X
Other Public			X		X
Capital			X		
Operating					X
Ability/Incentive to Embrace Socially Responsible Business Practices, Including Employee Issues					X
<b>EXTERNAL RELATIONS:</b>					
Ability to Attract and Integrate Partner Stakeholders					X
Ability/Incentive to Address Desires of Statewide Constituency	X				X
Ability to Collaborate with Local Community					X
Public Users					X
Volunteers					X
Local Governments					X
Local Businesses					X

**Table 1: Fort Worden Task Force Governance Evaluation Matrix**

While the Task Force recommends that a non-profit is best suited to manage, it is important to assure the public that Fort Worden will always remain a state park and operate according to the vision, mission, values, and principles the Commission has adopted for Fort Worden State Park.

### Recommended Management Transition Process

Should State Parks leadership and ultimately the Commission concur with the Task Force's recommendation, the Commission would then direct agency staff to identify a prospective non-profit organization with which to negotiate a formal memorandum of understanding (MOU) to guide management transition. During the transition, the Commission would expect the non-profit to demonstrate it is capable of assuming management responsibility. Likewise, the Commission must demonstrate to the prospective non-profit that it would be willing to transition significant management authority and has put in place financial commitments and administrative provisions needed to help realize the Commission's and public's vision for Fort Worden. This may take several years to accomplish (Table 2).



Task	2008				2009												2010 through 2013			2014
	September	October	November	December	January	February	March	April	May	June	July	August	September	October	November	December				
Commission adopts facility plans and authorizes preparation of MOU																				
State Parks staff identifies prospective non-profit																				
Staff negotiates MOU with prospective non-profit																				
Commission and non-profit board approve MOU for execution by staffs																				
State Parks and non-profit staffs work to achieve milestones in MOU																				
State Parks and non-profit staffs negotiate long-term lease (or similar)																				
Commission and non-profit board approve long-term lease (or similar)																				

**Table 2: Approximate Transition Timing**

Staff should ask the Commission to authorize execution of a MOU with specific, measurable commitments that it and the prospective non-profit must satisfy in order for a management transfer to occur. Similarly, the non-profit's board of directors should also be asked to authorize execution of the MOU, thereby committing itself to the transition. Both the Commission and the non-profit's board must approve the final MOU.

Both parties would agree that if respective milestones and commitments are met, transfer of management authority and responsibility would be negotiated. Ultimate transfer of management would likely take the form of a long-term master lease.

#### MOU Negotiation Framework

The Task Force spent a lot of time discussing the kind of accomplishments needed to assure the Commission, Governor, Legislature, and the public that a non-profit could manage Fort Worden in the public interest – and achieve the life-long learning center vision. To that end, the Task Force recommends that a MOU between the Commission and prospective non-profit include provisions in the following areas: Leadership and Governance; Business Development; Program and Partner Development; Operating Funding; Capital Funding; Community and Constituent Relations; and Employee Relations, some elements of which are summarized below.

#### ***Program and Partner Development (Life-Long Learning Center)***

The non-profit will:

1. Work with all organizations operating at the Fort to adopt a classification system and selection criteria to guide recruitment, retention, and development of long-term contractual relationships with non-profit and business partners.
2. Coordinate and manage new program offerings by *new* and *existing* partners to a level to be determined consistent with the life-long learning center vision.
3. Develop with all partners a marketing and communications (media) plan that promotes "Fort Worden" as a unifying brand.

#### ***Leadership and Governance***

The non-profit will:

1. Develop organizational capabilities and capacities necessary to enter into a long-term master lease with the Commission, including hiring an executive team with skills/experience in management of a historic facility and the envisioned programs of a life-long learning center.

2. Recruit board members with widely recognized profiles, appropriate business acumen, and philanthropic capacity, and including a State Park representative.
3. Establish opportunities for engagement by partners in management of the Fort.
4. Put in place administrative and reporting systems that ensure management of the Fort is conducted fairly, ethically and transparently, consistent with State and Commission policy.

The Commission will work with the non-profit to establish ways for the public to continue to provide meaningful input into management and development of the Fort.

#### *Business Development*

The non-profit will:

1. Develop and implement a start-up business plan that is informed by the Business and Implementation Plan completed by PROS.
2. Develop and manage equitable means for all partner organizations to contribute to the long-term sustainability of programs and facilities.
3. Adopt a business strategy to develop and manage accommodations.
4. Work with the Commission to develop and implement a park-wide information management system.
5. Work with partners to align their organizational planning with that of overall Fort Worden program goals.
6. Increase concession and other earned revenues to levels to be determined.

The Commission will:

1. Confirm authority to establish long-term business relationships (e.g., long-term lease terms that encourage capital investment and concession agreements of longer than seven years).
2. Work with the non-profit to develop and implement the park-wide information system.
3. Work with the non-profit to develop a funding strategy for transition activities (i.e., completing milestones outlined in this document).

#### *Operations Funding*

The non-profit will:

1. Secure from all partners increased commitments that meaningfully contribute to on-going operation of the Fort (includes both monetary and non-monetary commitments to a level to be determined).
2. Complete a fund raising feasibility analysis/plan and secure donations to levels over time to be determined.
3. Assist individual partner organizations in raising donated funds.
4. Establish operating reserves, endowment and/or line of credit to demonstrate long-term financial stability.

The Commission will remain committed to the financial stability of Fort Worden and explore mechanisms through which it can provide it a predictable level of on-going operations support, provided this support does not result in significant financial impacts to the rest of the state park system.

### ***Capital Funding***

The Commission and the non-profit will:

1. Develop a shared long-term facility development plan that combines philanthropic, enterprise, and state funding.
2. Prepare 10-year capital plan approved by OFM to help ensure a multi-biennium capital and planned maintenance commitment to Fort Worden State Park.

### ***Community/Constituent Relations***

The non-profit will:

1. Develop park-wide data collection system to inform business decision making.
2. Develop and enhance volunteer and docent opportunities to a level to be determined.

The Commission will:

1. Work with City of Port Townsend to complete requisite environmental review for adoption of Fort Worden's Site and Facilities Use and Development Plan and Design Guidelines into the City's zoning code (SEPA Planned Action).
2. Work with the non-profit and City of Port Townsend and other local jurisdictions to address development of the transportation and utility infrastructure serving the fort.

### ***Employee Relations***

The Commission and non-profit will:

1. Work with current state employees at Fort Worden and their representatives to achieve mutually acceptable resolution of any employment and benefit issues associated with the management transition.
2. Create an organization plan that includes coordinating the working relationship between state employees and employees of the non-profit.

**APPENDIX 5**  
**HOUSE AND SENATE PROVISIO LANGUAGE REGARDING FORT**  
**WORDEN STATE PARK AS OF MARCH 19, 2012**

On page 134, after line 12, insert the following:

"(6) The state parks and recreation commission, in cooperation with the Fort Worden lifelong learning center public development authority authorized under RCW 35.21.730, shall provide a report to the legislature no later than October 1, 2012, on a potential transfer or partial transfer of Fort Worden state park to the public development authority. The report shall include a business plan and supporting materials that provide information, options, and recommendations on matters related to the transfer including, but not limited to: The scope of the real and personal property to include in the transfer; the time frame for and duration of the transfer; the sustainability of park operations following the transfer, including sources of revenue, estimated revenue, as well as estimated annual operating and capital maintenance costs; potential risks and liability for the state, as well as potential mitigation measures; potential impacts on and transition plans for state employees; ensuring the sustainability of the park in perpetuity; and contingency plans to address significant funding or other park management challenges that may arise."