

Fort Worden State Park

Long Range Plan

Conceptual Facilities, Programs & Services Recommendations



December 8, 2006

Executive Summary

Fort Worden State Park fascinates all who use it –families on a picnic exploring the artillery emplacements, students enrolled in a Chamber Music workshop or artists in residence with time to explore new media. Few places evoke a more compelling sense of history and of place.

This treasured park is in critical need of financial attention and improvement if it is to achieve the vision set forth by the Washington State Parks and Recreation Commission. Limited funding over the years has led to deferred maintenance and an inability to make improvements that keep pace with other venues offering similar services. At the same time, the number of visitors has continued to grow – further stressing the park’s limited resources. Fort Worden State Park is in danger of being “loved to death.”

The Washington State Parks and Recreation Commission has charged all of its parks to develop a Long Range Plan in anticipation of its centennial celebration in 2013. Fort Worden State Park sees this Long Range Plan as an opportunity to reaffirm its vision to be a “legendary gathering place” within the park system.

To accomplish this, a planning team comprised of Washington State Park staff, a subcommittee of the Fort Worden Advisory Committee, and specialized consultants began a nine-month planning process to set a course towards achieving the park’s vision; establishing Fort Worden as “...a legendary gathering place where people from around the world are transformed through retreat, renewal and discovery.”

The planning process has:

- Evaluated existing buildings and grounds;
- Reviewed existing infrastructure;
- Developed thematic models to test concepts for achieving Fort Worden’s vision and mission;
- Crafted two options to examine and refine potential directions for Fort Worden.
- Conducted workshops with staff and the public to explore their views and get their input throughout the process; and
- Prepared a recommendation to guide the future of Fort Worden State Park.

The planning team, with nearly unanimous support of the Fort Worden State Park staff and the public felt that the concept of a “Life-long Learning Center” would continue the trajectory of the park as an inspirational center for renewal and discovery.

Recommendations envision Fort Worden State Park as a “learning laboratory” where the site serves as a focal point for exploring our place in the world. As a center for life-long learning, it represents a confluence of creativity and experimentation. A hallmark of the park is its commitment to cooperation and stewardship—with resident organizations, the community of Port Townsend and the environment. Through activities in the arts, environmental education, local history, recreation, stewardship and sustainability, the park addresses the “whole person.”

The development and implementation of a Long Range Plan will take time. Some work must start immediately – especially the need to address deferred maintenance. Fort Worden State Park is an exceptional resource of physical, environmental, social and cultural systems and inattention to any of these components carries implications for the short- and long-term health and well-being of the park.

The Long Range Plan places significant focus on governance with a clear commitment to an organizational structure that results in a sustainable Fort Worden State Park.

Fort Worden State Park is a legacy for the Olympic Peninsula and Washington State. The batteries on the hillsides are quiet ruins with beautifully fabricated concrete work. Concrete and steel juxtaposed with natural beauty, artwork and voices creates an unparalleled and memorable experience. Yet without significant attention, commitment, and a willingness to accept needed change, memories could be what remain of Fort Worden State Park. For future generations to enjoy this extraordinary place, a new, way of doing things must take shape. This plan sets a course towards Fort Worden's future success.

This report begins with an overview of the Fort Worden State Park long range planning process. It describes the steps taken to develop the preferred options for future programming and improvement of the park, including a history of the fort and preliminary options. The process of analysis used in determining the options and the preliminary recommendation of a Life-long Learning Center is described. Finally, it addresses recommended next steps for project planning, strategy and transition issues to bring the Life-long Learning Center from a concept to reality.

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Overview

Fort Worden is a 434-acre state park located on Washington's Olympic Peninsula, within the historic city of Port Townsend. Originally a military fort, the Washington State Parks and Recreation Commission dedicated Fort Worden State Park in 1973. Since that time, the park has served the public as a destination for recreation, conferences and arts activities and provides a variety of accommodations and meeting facilities. Fort Worden is listed on the National and State Historic Registers of Historic Places as a Historic District and is the only Washington State Park designated by the U.S. Department of the Interior as a National Historic Landmark.

As a unique site with exceptionally memorable characteristics, Fort Worden State Park has grown over the past 30 years into a successful destination that visitors return to over and over. With its astonishing array of natural areas and historic properties, visitors can explore and delight in the park. This success is shown in a variety of ways: return visits; statements and stories of valued experience; percent of costs covered by revenues; the diversity of programs and activities; strong personal interest by the public; and the unusually clear statement of vision and mission.

Planning Process

As the Washington State Parks and Recreation Commission prepares for its centennial celebrations in 2013, it has charged all Washington State Parks to develop a Long Range Plan. The plan must address:

- Stewardship of the natural environment;
- Enjoyment, health and learning promoting cultural heritage and physical well-being;
- Public service;
- Facilities maintenance and renovation; and
- Financial strategy.

In response to the Centennial 2013 requirements, Washington State Parks and its Fort Worden State Park partners have embarked on a long range planning process.

The challenge for developing a Long Range Plan at Fort Worden State Park is to build on the remarkable diversity and richness of experience that already exist at the park. The park's partners have created an innovative framework – a clear vision, mission and set of values that build upon the park's history and patterns of use. This framework sets the stage for Fort Worden State Park and its partners to achieve the vision of being a “legendary gathering place.”

The following vision, mission and value statements were generated by Fort Worden State Park staff and resident organizations:

Vision

Fort Worden State Park is a legendary gathering place where people from around the world are transformed through retreat, renewal and discovery.

Mission

Fort Worden State Park is Washington's state park and 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.

The park is a partnership of the Washington State Parks and Recreation Commission, the Washington State Arts Commission, resident cultural institutions and businesses; 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.
3. Attracts public and private funding for capital projects and endowments.
4. Restores, preserves and interprets the significant historical, cultural and natural resources of the area.

Values

Stewardship

Fort Worden State Park develops, maintains and manages the park. The park serves visitors, volunteers and donors through 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 & 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 provide accessibility 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 the natural and cultural environment.

Existing Conditions of Fort Worden State Park

To comply with Washington State Parks Centennial 2013 requirements, an assessment of Fort Worden State Park's current conditions was conducted.

Current conditions demonstrate that many of Fort Worden State Park's historic buildings are deteriorating. Facilities lack adequate technology capabilities for conferences and guests. Limited funding constrains the park in furthering its vision of a "legendary gathering place." Further straining the park is an increase in visitor demand that is pushing Fort Worden State Park beyond its current capacity and staff resources. Without rehabilitation, the park could be "loved to death."

Due to deterioration beyond normal wear and tear, many facilities require substantial investment in capital improvements above and beyond cleaning and routine maintenance – a "no-action" approach to the park is not an alternative. With large funding increases from Washington State Parks uncertain, new creative methods to rehabilitate and operate the park need to be pursued if the park is to continue to be one of the agency's gems.

Thematic Models

Working in a collaborative effort, Washington State Parks staff, partner organizations and the planning team identified five thematic models for future programming and improvements at Fort Worden State Park, each of which:

1. Deliver upon and support the vision, mission and values of the park and Washington State Parks; and
2. Are operated and developed within the broader context of a 434-acre state park that continues to be fully accessible to all visitors who want to explore and appreciate the site.

Some thematic models included opportunities for the park to work collaboratively with existing and/or new partners or institutions; any such collaboration at the park would be aligned with the park's vision, mission and values.

Arts & Culture Center would provide performance and exhibition spaces, workshop, practice, and studio space for individuals, small groups, non-profit institutions and, potentially, businesses seeking unique artistic and cultural experiences in a natural setting with quality facilities and diverse accommodation levels.

Visitor's Retreat would welcome the public for retreat and renewal, with a range of recreational, environmental, arts, and history programming and diverse accommodation options.

Regional Park & Non-profit/Small Business Campus would provide park facilities to the general public and leasing facilities to for-profit businesses and non-profit organizations for office, meeting, exhibition, performance and studio space.

Fort Worden University & Educational Center would attract and integrate schools, colleges and other learning institutions into a campus providing an array of non-accredited, accredited and degree residential learning experiences.

Education & Conference Center would provide meeting space for institutions, non-profit organizations and businesses seeking high-quality facilities and accommodations in a natural setting.

The five thematic models represented a broad range of opportunities for new or expanded programming and long-term rehabilitation of Fort Worden State Park. At an August 7, 2006 workshop, these models stimulated critical discussion among parks staff and the Fort Worden Advisory Committee about how to further the remarkable quality and experience of the park.

The planning team hosted a meeting on August 8 to identify the most compelling aspects of each model based on the August 7 workshop and incorporate these components into two integrated options. On August 24, the planning team met again and reviewed additional analysis to refine the two options.

The Options

Through collaboration among Washington State Parks staff, partner organizations and the planning team, two options were developed. Components were incorporated from each of the five thematic models detailed in the prior section to create Option #1: Life-long Learning Center and Option #2: Conference and Retreat Center (Appendix A). These two options were analyzed, discussed and debated by Park staff, the Fort Worden State Park Advisory Committee and the public. Multiple sources of information were examined, patterns in public feedback were identified and specialists provided site, facility, operations and financial analysis.

Option #1: Life-long Learning Center

This option was developed from the following thematic models: Arts and Culture Center, Regional Park with Non-Profit/Business Campus and Fort Worden University and Educational Center. The Life-long Learning Center would be an enhancement of the programs and structures currently at the park.

The Life-long Learning Center option would recognize Fort Worden State Park as a “learning laboratory” where the site – historic buildings and grounds, natural areas and waterfront – is a focal point for understanding our place in the world. As a center for life-long learning, it would represent a confluence of creativity and experimentation. A hallmark of this option would be its commitment to cooperation and stewardship – with its producing partners and the community of Port Townsend.

With this option, the park could continue to house educational entities that provide accredited degree programs that support business operations of accommodations and food services. The park would continue to provide facilities for programs, events, meetings and conferences to promote learning.

Option #2: Retreat & Conference Center

This option was developed from the following thematic models: Visitor’s Retreat and Education and Conference Center.

The Retreat and Conference Center option would recognize Fort Worden State Park as “host” while its entrepreneurial hospitality partner would recruit organized groups and independent visitors to take advantage of well-equipped meeting facilities, extraordinary gathering places, high-quality overnight accommodations and enticing seasonal cuisine. Its reputation as a conference center would grow as a place where people could focus on business and pleasure in a Pacific Northwest historic waterfront environment.

Analysis

To determine the most promising direction for the future of Fort Worden State Park, a number of physical and organizational aspects of the park have been analyzed throughout the long range planning process:

- Necessary Improvements
- Accessibility of Facilities to People with Disabilities
- Historical Significance
- Public Access
- Resident Organizations
- Economic Issues
- Governance
- Public Input

Necessary Improvements

Fort Worden State Park faces a challenging circumstance. The park, the grounds and buildings are unique, largely intact historic and natural resources with physical characteristics that are of significant value to the citizens of Washington State. The park has functioned as a unique and successful gathering place over the past 30 years, serving a broad range of users with exceptionally diverse programming.

Improvements, rehabilitation and maintenance of the park and its resources have been significant, but much remains deferred. Many historic structures have not been stabilized to prevent deterioration and limited resources have been available to undertake routine maintenance, restoration and improvements. Grounds have experienced similarly limited attention.

Limited public resources and state regulations governing operations and procurement procedures have resulted in an accumulation of deferred maintenance and inefficient operations. This situation has compromised the ability of park management to meet the vision of a “legendary gathering place” and, without intervention, would be increasingly challenged in the future.

Given these circumstances, specific short-term actions are needed to allow the park to provide the expected level of service to park patrons that supports the mission and values of the park and its unique character, while planning and implementing the Long Range Plan proceeds.

Improvements should be undertaken in a sequence that strategically facilitates the implementation of the Long Range Plan and supports the function of the park and its partners. The planning team recommends the following as examples of improvements that should be undertaken at Fort Worden State Park:

- **Upgrade housing to provide a broader range of accommodations with upgraded fixtures, furniture and renovated interiors. In all cases, increase the quantity of rooms with private baths. Couple these improvements with a program for a higher level of maintenance and cleanliness.** This would result in an increased amount of park and program users during peak (late spring to early fall) and off-peak (late fall to early spring) seasons, resulting in increased revenue and program participation. This would also remove the current barrier of substandard accommodations.

- **Upgrade and provide access to information technology systems and provide coordinated access to resident organizations' activity calendars and web information.** This would eliminate a shortcoming currently identified by park users and increase partner coordination. Doing so would also allow the park to provide services currently offered by competing destinations and conference facilities.
- **Upgrade services and amenities that are reasonably expected at a facility like Fort Worden State Park including the gym, fitness studio, classrooms and public transit.** This would address existing identified needs, increase basic function and desirability of the facility as the Long Range Plan is implemented. It would motivate existing organizations to stay and grow and attract other desirable organizations to locate at the park.
- **Stabilize existing structures, when necessary, to preserve structural and historic integrity. Where possible, consolidate storage facilities to allow for additional program space.** This would increase maintenance efficiency, open up buildings for use and facilitate preservation of historic structures.
- **Remove hazardous materials and upgrade utilities and systems to new high-efficiency equipment.** This would reduce operational cost and risk exposure for the park and users.

The sequence of other improvements should be a logical and proactive implementation of the Long Range Plan. Priority should be given to facilities that would foster joint use by all users and participants.

See Appendix A for additional necessary improvements.

Accessibility of Facilities to People with Disabilities

Fort Worden State Park was developed during a time when the ability of all people to have equal access to the park was less of a concern.

As a core value of the Long Range Plan, the objectives of universal design for use by as many people as possible and in an inclusive manner should be implemented. The strategic location of activities and rehabilitation of the site and buildings should allow for universal access to the entire range of activities at Fort Worden. Although the historic significance of the site and the desire to protect its integrity creates significant challenges to this goal, the combination of providing for activities in accessible locations, modifying the site and structures and providing alternative means of access should work together to meet the objectives of universal access. Any new buildings and facilities should use a universal design approach (Appendix B & C).

Historical Significance

Fort Worden is a National Historic Landmark. The 1976 designation recognized the historic district as having both exceptional significance and integrity and in the 30 years since, Washington State Parks has worked hard to maintain those qualities. Insuring that the historic integrity remains intact is a key focus for the future.

The best way to realize the future is to work with what the park already has and to give priority to the rehabilitation of existing historic resources so that they serve visitor needs, while retaining

the features that make them historic. New construction is possible, but recommended only when a historic resource cannot be successfully adapted for the proposed use.

The Washington State Parks and Recreation Commission has adopted a policy that requires the application of the Secretary of the Interior's Standards for the Treatment of Historic Properties for any development at the park. The Standards are broad and flexible and have been put into practice by many private and public organizations across the nation.

It is recommended that Architectural Design Guidelines be developed that describe the cultural and natural resources and identify measures that help retain the character-defining features as rehabilitation efforts bring compatible, contemporary change.

Public Access

As a cultural landscape with a broad range of natural features, Fort Worden State Park is first and foremost a public place. An evaluation of existing use patterns clearly illustrates that the majority of the park's lands and facilities are freely accessible to the public and should remain so in the future (Appendix D). Participation in programs, attendance at performances and use of housing facilities significantly increases access to many of the buildings on the grounds. A limited number of buildings are used for maintenance and storage functions and are located away from major gathering places and primary amenities. These facilities are not available to the public.

The assessment of open access is a benchmark from which to evaluate Long Range Plan development options. The vision and mission of the park require maintaining the current level and diverse nature of public access. Therefore, the quantity and location of additional private use areas must result in a reasonably balanced distribution to maintain the sense of open access throughout the park. This approach furthers the objective of encouraging users to further discover the range of opportunities the park has to offer.

Resident Organizations

A brief, informal survey was distributed to all current resident organizations (Appendix E) during the month of September and October, 2006.

The purpose of the survey was to ascertain:

- Current level of activity;
- Perceived fit within the programmatic options presented;
- Current and anticipated demand for space/facilities at the park;
- Current and anticipated staffing and budget levels; and
- Long range plans for their respective activities.

Resident organizations range from small non-profits, such as the Friends of Fort Worden, Commanding Officer's Quarter's Museum and the Coast Artillery Museum, with small budgets up to \$35,000 a year, to large non-profit organizations, such as the Marine Science Center, Copper Canyon Press and Centrum, with budgets ranging from \$400,000 to over \$2.5 million. Similarly, they range in organizational structure and managerial capacity from direction and staffing by volunteers, to paid staff members enhanced by an extensive volunteer program.

Long range planning provides the park and the resident organizations a once-in-a-life-time opportunity to determine how an integrated economy could be developed to increase organizational capacity and attract new resident organizations that would bring with them new audiences and resources. Demands for space and specialized facilities should change as opportunities for expansion are more fully defined. Opportunities for similar organizations and services may be strengthened through consolidation or reorganization of those organizations.

Economic Issues

Gaps and Opportunities

Fort Worden State Park currently serves as a meeting venue for the Social, Military, Educational, Religious and Fraternal (SMERF) market segment and also supports arts and education-related events organized by Fort Worden State Park, Centrum, Marine Science Center, other resident organizations and national and local organizations. The existing conference center is constrained in its ability to expand its activities and serve new segments by a lack of suitable lodging and state-of-the-art meeting facilities. Realistically, the park could not be expected to compete with specialized conference facilities in the region that attract nationwide users, primarily because of its location outside a one-hour travel radius from an international airport or major corporation. The most apparent opportunity is to serve groups that are willing to travel a greater distance for lower rates on accommodations. By serving groups willing to trade proximity for price, the park has reduced its ability to generate sufficient revenue. The SMERF market falls into this category. Within the SMERF market, the park could concede the most rate-conscious groups to other non-profit retreat centers. Further, some association business and a small amount of corporate business could be potential sources of revenue. Finally, additional activity associated with arts and cultural events could supplement revenue as well.

The most obvious deficiency at Fort Worden State Park is the lack of accommodations with private bathrooms. A 250-person meeting would typically require 150 or more guestrooms assuming some double occupancy. Approximately 70-100 of the recommended 150 total guestrooms should have private bathrooms. These guestrooms with private bathrooms could include either renovated rooms in one or more of the barracks buildings or a new lodging facility. The remaining 50-80 guests could be accommodated in semi-private rooms with shared bathrooms.

Fine arts, specialty tourism, spiritual, culinary arts, educational and fitness retreats represent other types of programming that could increase the level of activity and utilization of park facilities. These programs are compatible with the vision and values of the park and would make use of existing resources. All programs would require upgraded lodging to support multiple day events.

See Appendix F for the complete financial gap analysis report.

Financial Analysis of Life-long Learning Center & Retreat and Conference Center

For the purpose of framing a model for evaluation, a Life-long Learning Center operating as non-profit organization would generate revenue from rentals, resident organizations and charge program participants for lodging and food service. For purposes of analysis, it is assumed that

there would be anchor partners¹ attracting a total of 100,000 participants. The actual number of partners and the length of time necessary to reach a stabilized level of activity may be different and could involve multiple smaller resident organizations² joining under one “umbrella” to become an anchor partner. This model also assumes that the partners lease approximately 50,000 square feet of studio and classroom space.

In the second model, the Retreat and Conference Center, a contract operator would generate revenue from rentals and user groups, as well as lodging and food services. Approximately 80 percent of room night activity would be conventions and groups, and 20 percent leisure travelers in this model.

The Retreat and Conference Center model generates more revenue than the Life-long Learning Center model and can support a higher level of capital investment. However, the required investment is also higher. Under either option, the supportable level of investment falls short of required investment by at least \$10 million. This shortfall would have to be funded by the State or other sources. An additional \$10 - 18 million would be required for rehabilitation of administrative facilities and site improvements. The level of outside funding could be lower assuming a lower required return for the Life-long Learning Center model. However, the assumed rental rates are based on cost recovery and may exceed what the resident organizations can afford to pay.

The two options differ in the type of risk that would be involved. The primary risk in the Life-long Learning Center model is an organizational risk associated with finding the number and type of resident organizations that can generate the level of program activity that is assumed. The risk in the Retreat and Conference Center model is a market risk associated with the operator being able to compete in the marketplace to attract the levels of meetings and overnight visitors that are assumed.

See Appendix G for the complete financial analysis report for the options.

Governance

Fort Worden Area Parks currently operates as a quasi-region of Washington State Parks. The park area consists of Fort Worden, Old Fort Townsend and Rothschild House State Parks. The park area manager currently reports to the agency’s Assistant Director of Parks Development Service Center. Fort Worden State Park staff manages facility operations, concessions and leases. The language of concessions, leases, and rental terms are reviewed by the business development service center and approved by the Assistant Attorney General and either the Assistant Director or Deputy Director of Washington State Parks. Washington State Parks is also responsible for facility maintenance and capital improvements.

Some of the park’s goals are realized through resident organizations’ programs or through concessionaire agreements. The resident organizations are tenants of Fort Worden State Park, each with their own leasing terms and arrangements.

¹ Defined as organizations and businesses whose major programmatic area is aligned with the vision, mission and values of Fort Worden State Park.

² Defined as any organization in residence (leasing space) at Fort Worden State Park. Anchor partners are also resident organizations.

An important part of the planning process is to assess the effectiveness of the current management structure and to determine whether another approach might prove more successful. Several models were identified that should be examined during the next phase of planning: (1) maintaining the current structure; (2) establishing a public non-profit corporation, similar to the Washington Trade and Convention Center, and devoting it to implementing the park's mission and vision; (3) establishing a philanthropic foundation to assist the park in raising private funds and seeking grants; and (4) combining a state authority *and* a private foundation to manage facilities, operations, capital construction and undertake fundraising, coordinated marketing, and coordination with resident organizations.

Public Comment on Options

Two meetings were held on September 21, 2006: one with the staff of Fort Worden State Park, resident organizations and the Fort Worden Advisory Committee and the other with the general public at an open house. The purpose of both meetings was to obtain comment and direction. Presentations at each meeting included:

- Site plans of both options
- Cultural landscape character areas
- Existing public use zones
- Existing facility uses
- Existing landscape units and edges
- Potential use zones
- Fundamental assumptions and givens of Fort Worden State Park

Over 300 public comments were received at the meetings, as well as postal mail and email. A summary of highlights from the public input received is included below.

Option #1: Life-long Learning Center

The vast majority of respondents stated that the Life-long Learning Center is more closely aligned to the mission of Fort Worden State Park than the Retreat and Conference Center. Maintaining community values and keeping the current culture of the park is of the utmost importance to respondents. The relationship between Fort Worden and Port Townsend is a "synergistic gem" that should not be displaced. Fort Worden has a unique role as a place of learning and artistic development, which would be further enhanced as a Life-long Learning Center.

- "Fort Worden and the City have developed a marvelous symbiotic relationship over the past 30 years. It hinges on the arts/cultural/learning centers of the Fort with tremendous 'people' support from the City. Developing a Life-long Learning Center will just fuel an even more exciting partnership."
- Port Townsend has an arts emphasis and Centrum attracts audiences, without Centrum's programs and events "the town would suffer greatly". Option #1 preserves the relationship between Fort Worden and its long-time partners, especially Centrum.
- "As a Life-long Learning Center, Fort Worden has the potential to be a leading unique national institution. Once [building rehabilitation] is accomplished, the Life-long Learning Center will be in a much better position to offer world-class programming with first-rate faculty and attract an audience larger than ever."

Option #2: Retreat and Conference Center

Only two respondents supported the Retreat and Conference Center. Many people visualized Fort Worden State Park becoming a “corporate playground” under this model. Emphasizing Fort Worden State Park as a retreat and conference center with private sector involvement was perceived to threaten the cultural, historical and artistic identity of the park. If the park’s focus changed from a learning-oriented atmosphere to market-oriented atmosphere, respondents believed it could be detrimental to Fort Worden State Park as costs might rise to users of the park, as well as organizations currently residing at the park. While both options have to earn revenue and include businesses to succeed, the perception with this option is that the revenue motivation was considered a negative. The market for a retreat and conference center was questioned due to its distant location.

- “There are plenty of ‘conference centers’ worldwide for corporate and academic and other groups.”
- “Fort Worden is two hours from the airport and a ferry ride away. Is there a market for a conference center like this with so many other ones out there, especially over time?”
- Fort Worden would become unaffordable – a “Marriott” and spa for the well-to-do.

Additional Feedback on the Options:

Site and Facilities

Historic structures need rehabilitation and upgrading to keep them from deteriorating further. Some buildings are inaccessible to people. Keeping accommodation prices affordable will allow all types of people to enjoy Fort Worden. The lack of transportation to, from and within the park is a factor when looking at accessibility and future growth of the park, as well as parking and traffic flow.

- “You must bring the barracks up to a decent living standard. They are deplorable.”
- “The increased cost of providing upgraded accommodations to workshop participants may well raise the price of attendance beyond the reach of many/most participants.”
- “Fort Worden State Park needs museum space in support of life-long learning.”

Operations

Arts, cultural and environmental programming should extend through the year and include more outside programming to keep Fort Worden State Park thriving. Adding more staff would help maintain park operations at a satisfactory level. Many people are concerned with the idea of a concessionaire running Fort Worden as they would have assumed power over the park.

- Programming during the year would draw people back to the park.
- Park staff are concerned for their jobs if a concessionaire would be brought in to guide the park.
- Keep the connection between Fort Worden State Park and Port Townsend alive.

Finances

Keeping Fort Worden State Park affordably accessible to everyone is important in maintaining the park’s vision. Finding a way to bridge the financial gap is necessary; public sentiment

believes that the Life-long Learning Center could help the park become economically sustainable with the possibility of donors and foundation grants.

- “A retreat and conference center is controlled by an outside concessionaire [who] charges what the market will bear. Purely commercial.”
- “We don’t come here for super comfort, only an affordable venue to bring our people together every year for one weekend.”
- “It seems clear to me that an arts/learning center is far more likely to attract philanthropic or tax money than would be a conference center model.”

Character and Preservation

The unique character of Fort Worden State Park is an essential element to preserve, according to the respondents. Maintaining the cultural and historic character of the park is of the utmost importance. Being mindful of the park’s history and keeping the park and its historic structure open to the public is important to the success of the park. Natural aspects of the park are sacred and should be preserved for future generations.

- “Fort Worden is a rare jewel in the state park system. It is totally unique in geographic location at the head of Admiralty Inlet.”
- “Don’t fill the park with any new development other than in areas that are already developed.”
- “Whatever you do, do not expand into the wild and open portions of the park.”

See Appendix H for the complete public comment summary.

Recommendation: Life-Long Learning Center

The planning team held a working session on October 11, 2006 to develop the Recommendation for the Fort Worden Long Range Plan.

The following analytical tools were used to develop the Recommendation:

- Historical significance;
- Public input as statements of preference;
- Initially received organizational surveys;
- Governance strategies available in the State of Washington;
- Baseline improvements;
- Site accessibility; and
- Initial financial analysis.

The Long Range Plan reflects the need for phased implementation with regular reviews to identify needs for updating the plan. The plan places a significant focus on the organizational, programmatic and governance development with the clear commitment to an evolving organizational structure in the physical place of Fort Worden State Park.

Description of Program

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.

Site & Facility Use & Development Principles

To reflect a continued commitment to the unique character and public use of Fort Worden State Park, the planning team recommends adoption of principles to guide future site and facility use and development. These principles and objectives augment Washington State Parks' natural and cultural resource management policy 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.

The planning team recommends preparation of a *site and facility use and development plan* that reflects the principles and objectives stated above, as a next step in physical planning for the park. This plan should recommend use types (e.g., lodging, visitor services, program space, administrative and maintenance) for all facilities for adoption by the Commission. It should illustrate relationships and distribution of user amenities that foster the objective of cross-fertilization, individual growth and organizational synergy.

A *building reuse and improvement plan* that assigns tenants to buildings should also be developed, but should remain fluid to respond to the evolving assemblage of resident organizations and their changing needs.

Land Classification

Through analysis of future program direction, facility needs and the existing natural and cultural resource base, the planning team recommends that the Commission classify Fort Worden State Park as a combination of Heritage, Recreation, and Resource Recreation Areas, as described and shown in Appendix J.

Planning team recommended land classifications generally seek to affirm the park's current activities and facilities, while providing room for future expansion. The recommendation provides for development of 16 - 20 campsites in the upper campground to accommodate volunteer host sites displaced from other parts of the park and provide additional public camping, if needed.

The recommendation also provides for extensive rehabilitation of historic structures to accommodate new uses and activities as park programming grows. Recommended classifications permit construction of new facilities in the Garrison Post (main campus), Artillery Hill, and the beach area, if needed, but only if new development does not compromise the integrity of the site's historic structures and landscapes. Recommended site and facility use and development principles provide additional historic site safeguards for any new development.

Long-Term Park Boundary

Delineation of long-term park boundaries is a relatively new and often misunderstood aspect of park planning. In short, the purpose of delineating long-term boundaries is to take a big picture look at what lands, independent of ownership, might advance the vision and goals of the park. This process not only considers whether an adjoining property would make a suitable addition,

but also considers whether agency-owned property should be retained or might appropriately be considered surplus to park needs. Including privately owned property in a long-term boundary does not necessarily mean the agency wants to purchase it. It simply means that it would be in the park's best interest if the property were managed in a condition that complements development and operation of the park. The following possibilities could apply:

The agency might:

- Seek to formalize an agreement with an adjacent property owner to advance a shared property management goal;
- Solicit a conservation easement from an adjacent property owner to protect certain natural or cultural features;
- Readily accept a donation of all or part of a private property;
- Consider exchanging agency-owned property for a private property; and
- Consider purchase of a private property in fee.

Land that should be within the park's long-term boundary include:

- North Beach County Park;
- Barrymore property adjacent to Chinese Gardens;
- Port of Port Townsend shoreline property between Fort Worden and a north-south line aligned with the east entry gate; and
- Point Wilson Lighthouse Reservation.

The properties listed above would only be acquired if the current owners desire to divest these holdings. Washington State Parks should approach acquisition of properties identified in this action on a willing seller basis. These properties are shown on the diagram in Appendix J.

Planning Coordination with the City of Port Townsend

Fort Worden State Park is located within the jurisdictional boundary of the City of Port Townsend. It is clear that the park and the city could benefit significantly from one another. This relationship should be strengthened and formalized, when possible. City staff has proposed establishing a technical working group, including both city and parks staff to coordinate zoning, permitting and transit activities. Washington State Parks staff should pursue coordination of this technical working group, as well as frequent and consistent coordination between Fort Worden State Park staff and the City of Port Townsend's City Manager and City Council.

Governance & Organizational Structure

The primary objective in developing an alternative governing and organizational structure for Fort Worden State Park should be to increase the agility of park management, its ability to be entrepreneurial in its business approach and improve its capacity to raise funds philanthropically. The park should move toward a public-private partnership in its funding and operations. With this in mind, establishing a public non-profit corporation, similar to the Washington Trade and Convention Center, could provide the park with a constructive measure of independence, allowing it to meet its potential, while maintaining the public accountability of a quasi-governmental organization. At the same time, it would be important for the State of

Washington to continue to be a financial partner in maintaining the park for the people of Washington State.

The park enjoys wide interest and support from the public. Many people feel a degree of “ownership” with the park, especially residents of Port Townsend and surrounding communities. The commitment of the community and constituents of the resident organizations would position the park well for seeking private support from foundations and individuals and potentially securing sponsorships from corporations and businesses. Creating a foundation to seek, receive and manage these funds would allow the park to benefit from this strong support of the park.

In defining the role of a foundation to raise funds for Fort Worden, it would be important to articulate its responsibilities in fundraising relative to that of the resident organizations. Articulating a framework for fundraising should help potential donors understand what the foundation should seek versus what the resident organizations should be raising funds for. For example, it could be desirable to have the foundation responsible for all capital fundraising, while the resident organizations raise money solely for their operations. Another scenario could put the foundation in charge of fundraising for facility rehabilitation expenses, while the resident organizations would seek funds for specialized equipment or custom facility improvements. Establish a policy that is agreed upon by the partners and is transparent to stakeholders should be an important step in the planning process.

In addition to fundraising, there should be a responsibility to develop and implement a framework for the review and approval of any redevelopment, adaptive reuse or maintenance prior to submitting the proposal to the state or national level for consideration.

Currently, the park enjoys a symbiotic relationship with non-profit resident organizations and maintains concessionaire agreements for various services (e.g., food service, spa services, kayaking and boating). The park also acts as a hotelier by renting campsites and vacation rentals year-round. This makes Fort Worden State Park a complicated business model. Any alteration of governance and organizational structure must keep this in mind. A goal should be to establish a straightforward organizational and governance structure, to prevent increasing the layers of bureaucracy and making the lines of authority blurred. A description of the park's various “lines of business” would be a good place to begin the process of altering the governance and organizational structure of the park.

Program Ecology

As stated earlier, Fort Worden State Park and its resident organizations represent a multifaceted organism. As such, the entities play diverse roles and contribute to the park in numerous ways. In looking to the future, the vision, mission and values should guide the growth of Fort Worden State Park and provide a framework for evaluating future resident organizations roles and responsibilities.

Some organizations with limited financial resources and capacities may have missions that are closely aligned with the park's and may be, in effect, providing the park with intrinsic services that cannot be monetarily quantified. Financial participation (e.g., lease terms) may be evaluated differently in these circumstances. Organizations may fulfill specific goals, enhancing the park's reputation as a national leader. Other organizations that have greater resources could

be in a position to play a more significant financial role and as such, could receive priority when it comes to program expansion or facility improvements. Developing a weighted set of criteria should prove advantageous to ensure a balance of programming and financial participation.

Capital Investment

The capital investment for facilities for the Life Long learning Center option is summarized in the following table:

<i>Elements</i>	<i>Preliminary Cost Estimate</i>	<i>Public Non-Profit</i>	<i>State Catalyst Contribution</i>	<i>Timing</i>
Lodging	\$12.1 million	\$4.8 million	\$7.3 million	Near-term
Food and Ancillary Services	1.6 million	.8 million	.8 million	Near-term
Studios/Classrooms/Meeting	5.1 million	4.0 million	1.1 million	Near-term/ Intermediate
Performance Facilities	1.2 million	1.1 million	.1 million	Intermediate
Park Administration	.5 million	.1 million	.4 million	Intermediate
Museum	.9 million	.45 million	.45 million	Intermediate
Grounds	8.0 million		8.0 million	Intermediate
Total Capital Improvements	\$29.4 million	\$11.2 million	\$18.2 million	
Estimating Contingency (15%)	4.4 million	1.7 million	2.7 million	
Total Capital Construction	\$33.8 million	\$12.9 million	\$20.9 million	
Soft Costs (35%)	11.8 million	4.5 million	7.3 million	
Total Capital Cost	\$45.6 million	\$17.4 million	\$28.2 million	

The cost estimates above include contingencies and soft costs and reflect current costs. Actual costs should undoubtedly increase between now and the time of construction. Planning for specific projects would have to reflect timing of construction, as well as additional planning and design. The range of costs for studios and classrooms reflect the varying levels of improvements that would be required, depending on the needs of future resident organizations.

The State of Washington is identified as the responsible party for improvements related to grounds, administrative and recreation facilities (particularly day-use facilities). In addition, the state could fund a portion of the program and hospitality-related costs to provide a catalyst to program activity by the public non-profit corporation. The new management structure and resident organizations could work together to fund improvements to program facilities and studios/classrooms.

In addition to capital investment in facilities for the Life Long Learning Center itemized above, complete rehabilitation and maintenance of Fort Worden State Park to its highest potential will require additional long-term capital support. An order of magnitude estimate includes:

- \$13.4 million to replace slate roofs, repaint buildings and restore masonry foundations as well as accommodating accessibility upgrades on campus.
- \$13.2 million to rehabilitate the Artillery Batteries.

- \$1.1 million to upgrade staff housing and expand the campgrounds.
- \$1.5 million to rehabilitate the existing pier on the waterfront
- \$4.0 million to move the Point Wilson Lighthouse structures.
- \$1.1 million for site and infrastructure improvements

This results in an additional projected capital cost of \$34.3 million that should be factored into long range planning for Fort Worden State Park. See Appendix K for the complete financial analysis report for the Life-long Learning Center.

Leases to Resident Organizations

The new management structure should lease space to resident organizations on an exclusive use basis for studio/classroom space, or on a per-use basis for the program spaces. A renovated multi-purpose building could be leased on a short-term basis at a rate based on cost recovery. A building that wouldn't require the same level of improvements or one that had improvements funded by the tenant, should command a lower rent. A longer term lease is justified when the tenant is funding the improvements.

In the case of program facilities, a schedule of rental rates should reflect credits to those resident organizations that have funded improvements.

Criteria for Resident Organizations

The success of the park as a Life-long Learning Center would depend upon the resident organizations attracting strong participation in their programs. From a financial outlook, high levels of overnight facility use would generate food service and lodging revenue necessary to fund most improvements. In a broader sense, higher levels of use could provide collaborative opportunities for all organizations. Accordingly, potential resident organizations should be evaluated according to the compatibility of their programs, and the numbers of overnight stays they generate.

Resident Organizations Funding

In addition to the needed funding for the new management structure's oversight activities and facilities, there would be an ongoing need for funding by individual resident organizations in the Life-long Learning Center model. Successful collaboration by the organizations should improve the potential for their own fundraising.

Looking Toward the Future

Fort Worden State Park and its partner organizations have the opportunity to further grow and develop the aspects of the park that the public loves and embraces, such as the arts, sciences and the environment. Change is required at the park for it to continue existing as the unique site that it is today. However, those changes would not be dramatic in development, but mainly a rehabilitation of what currently exists. Sites and facilities would continue to be accessible to all, allowing extensive use of the park and buildings and non-profit organizations would continue to provide exceptional programming to the community. The preservation of the historic park and cultivation of its resources is vital to Port Townsend, Jefferson County and Washington State residents and should continue to be so in the future.

Next Steps: Project Planning, Strategy & Transition Issues

Early Actions

The development and implementation of a Long Range Plan takes time. It is essential that work that can begin, start immediately. Fort Worden State Park is an exceptional resource of physical, environmental, social and cultural systems and the deferred attention to any of these components has implications for the short- and long-term health and well-being of the park.

As noted in the Analysis section of this report, there are a series of necessary actions that could be initiated immediately without impact on the recommended plan. The following recommended actions reflect a preliminary evaluation of the public comment, context analysis and the financial and organizational evaluation.

Dialog

- Enter into discussions with State Legislature and Governor regarding the implications and costs associated with delayed maintenance and stewardship with the objective of committing to funding the program for capital improvements and financing to allow implementation of the long range plan and make progress toward self sufficiency.
- Complete evaluation of existing documents on historic interpretation of military batteries and their associated costs and implement recommended plan.
- A communication strategy that informs the public and maintains transparency on the progress of the plans should be developed. The communication outreach needs to include the use of web technology to be accessible to as many interested individuals as possible and allow for interaction with the planners.

Lodging

- Immediately move to upgrade all housing as noted in this report's Analysis section: Necessary Improvements (p. 6-7).
- Modestly expand upper campground to accommodate host sites displaced from other parts of the park and provide additional sites for public use.
- Meet with current resident organizations to consolidate management of overnight accommodations.

Facilities

- Stabilize all buildings and facilities not currently committed to a specific use. Evaluate all existing and new projects or actions using the principle of building reuse and rehabilitation prior to construction; requiring proponents of new construction to demonstrate its necessity. Coordinate this effort with the development of a new maintenance facility and consolidate all storage to maximize existing buildings for program use.

Technology

- Make technology information systems available to park users and resident organizations. Resolve issues of security and access, as required, to provide the expected service. Determine the best and most expeditious method to contract reliable service providers.

Leadership

- Explore and recommend the best management solution that would allow the hiring of staff to obtain funding, to coordinate outreach tools such as a shared master calendar of activities, do outreach and marketing for the park and organizations, assist in communicating the long range plan opportunities, program and objectives for the purpose of increasing users and potential future organizations in the implementation of the Long Range Plan.
- Undertake a resident organizations capacity assessment, jointly develop a training program and long range strategy regarding increased capacity, participation and collaboration.
- Undertake a review and evaluation of existing programs to identify potential opportunities and pursue the addition of new producing on- and off-site resident organizations.

Transportation

- Work with the City of Port Townsend to develop a suitable transit plan that provides efficient and consistent transportation to, from and within Fort Worden State Park.
- Develop adequate and discreet parking areas and take into account future visitor growth and event parking shuttle services.
- Develop an alternative transportation plan, looking at bicycles, walking and shuttle systems as sustainable modes of transportation.
- For event parking, consider using cellular grassed paving systems, such as Grasscrete.
- Initiate a transportation study to analyze Fort Worden's future transportation needs, identify potential impacts on the neighboring community, and propose appropriate mitigation measures, as necessary.

Site and Facility Use and Development Plan

The next step in physical planning for Fort Worden State Park should include preparation of a *site and facility use and development plan* for adoption by the Parks Commission. This plan should:

- Reflect recommended site and facility use and development principles (p.17-19);
- Illustrate relationships and distribution of user amenities that foster the objective of cross-fertilization, individual growth, and organizational synergy; and
- Set use types by category (e.g., lodging, visitor services, program space, administrative and maintenance) for all park facilities.

A *building reuse and improvement plan* that assigns particular tenants or functions should be developed and remain fluid to respond to the evolving assemblage of resident partners and their changing needs.

The method of implementation for the *building reuse and improvement plan*, an order of magnitude budget and a proposed timeline should also be included in the business plan. This work should inform a fundraising goal for resident organizations. A fundraising feasibility study should be a later work program item.

Developing a Business and Operation Implementation Plan

The next phase of planning should incorporate a 12-18 month period in which the business details and work program for Fort Worden State Park are developed in coordination with its partners. There are diverse and, potentially, competing interests that must be considered. The business and operations implementation planning should be unbiased with a commitment to a balanced and fair approach. In this phase of planning, a new way of doing business should be modeled that includes both public and private financial participation in supporting the planning process.

The bulk of the work during the first phase of the plan should be organizational planning and development. The plan should develop a work program, timetable and benchmarks for decision-making.

An advisory body should be appointed that includes representatives of various interests and expertise and should play a role in evaluating recommendations and overseeing the planning.

A formal mechanism for substantive engagement of resident partners is an essential part of the planning process. This should include a process and procedure for developing goals and criteria for the “organizational ecology” of the park. Maintaining the goodwill and symbiotic relationship of the park and its partners should be a priority. Developing a strategy for providing management training and capacity building would help position the organizations for growth.

An early work program item should be a detailed assessment of the new governance structures identified in this report. This should include legal analysis of the options and transition planning. By the conclusion of the planning process, a new structure should be in place and a new model for doing business implemented.

Financial Analysis: Steps to a Business and Operations Implementation Plan

The purpose of the financial element is to identify sources of funding for all operating and capital requirements. The plan must have flexibility to respond to the uncertainty related to number, scale and timing of commitments by resident partners.

- Identify initial resident organizations and anchor partners and scenarios for commitment of additional organizations over time.
- Estimate program activity for alternative scenarios for resident partners.
- Refine capital cost estimates. Construction costs need to be estimated on a building-by-building basis reflecting likely tenant needs. The level of detail can be less for longer term projects and those associated with partners not yet identified.
- Identify staffing and resource requirements for foundation activities and support services. The requirements would vary with the resident partner scenarios.
- Identify leasing structure with basic rates and credits for tenant investment.
- Estimate operating revenue from rents and support service charges.
- Identify financing options and terms for capital needs.
- Identify potential grants and contributions for appropriate facilities and programs.
- Prepare annual financial sources and uses comparison over development period for alternative scenarios for partner commitments.

Appendices

- A. Fort Worden Long Range Plan, Phase III, Task 2: Opportunities & Constraints Report**
- B. Existing Landscape Units & Edge Analysis**
- C. Topography Study**
- D. Existing Public Use Zones**
- E. Resident Organizations Survey**
- F. Financial Gap Analysis**
- G. Financial Analysis: Options**
- H. Public Comment Summary**
- I. Site Event Parking Zones**
- J. Washington State Parks Land Classification System**
- K. Financial Analysis: Life-long Learning Center**
- L. Options Presentation**
- M. Existing Facilities Diagram**
- N. Potential Use Zones**
- O. Site Plan**
- P. Site Aerial**