Item E-7: Fort Worden Long Range Plan II - Requested Action

EXECUTIVE SUMMARY: This item asks the Commission to adopt Guidelines for Rehabilitation and a Site and Facilities Use and Development Plan for Fort Worden State Park. The item also seeks Commission approval of a framework and process to guide transition of carefully selected portions of park management functions to a non-profit organization and authorization to proceed with initial steps. This item complies with our Centennial 2013 Plan element, “Our Commitment – Facilities & Financial Strategy” and with our core values.

SIGNIFICANT BACKGROUND INFORMATION:
Long-range planning for Fort Worden State Park (Fort Worden) began in the fall of 2004. During the past four years staff worked with the public to complete a series of planning tasks leading to the facility plan, rehabilitation guidelines, and approach to park governance recommended in this agenda item. Long-range planning included three prior Commission actions:

- Adoption of a vision and mission statement for Fort Worden (March 2005)
- Approval of a roadmap and assumptions to guide long range planning (August 2005)
- Adoption of land classifications, long-term boundary, value statements, and park use and development principles (January 2007)

Commission Direction
As part of its January 2007 action, the Commission refined its vision for the park, seeking to establish Fort Worden as a center for life-long learning (Appendix 1). The Commission directed staff to complete several additional tasks towards achieving this vision including:

1. Prepare a business and operations implementation plan to guide program development, financial management, and operation of a life-long learning center;
2. Prepare a site and facilities use and development plan to guide long-term use and development of the park and complete related environmental review;
3. Prepare design guidelines to guide on-going rehabilitation of structures and landscapes and ensure protection of the Fort Worden National Historic Landmark; and
4. Assemble a volunteer task force to evaluate park governance and recommend a management structure best suited to achieving the Commission’s life-long learning center vision.

Planning Process
The effort to complete the above tasks incorporated work by a consulting team led by PROS Consulting, a nationally recognized leisure and recreation-oriented management consulting firm. Planning followed four general stages:

Stage 1: Assessment of existing conditions,
Stage 2: Exploration of alternatives,
Stage 3: Development of preliminary recommendations, and
Stage 4: Preparation of final recommendations for Commission action.

For each stage, staff posted documents to the agency’s website, met with individuals and organizations, and held workshops to present information and receive input. Planning has included extensive participation by the Fort Worden Advisory Committee, directors and staff of Fort Worden’s non-profit and business partners, the City of Port Townsend, park visitors, staff, neighbors, and interested members of the public. Participants also provided follow-up input by mail and e-mail.

In August 2008, staff provided the Commission a report on progress towards completing directed tasks. This report provided the Commission with preliminary recommendations in the areas of business and operations implementation, site and facilities use and development, guidelines for rehabilitation, and park governance. The report also described issues raised through the planning process and staff’s approach to addressing them. Written input from public workshops and follow-up correspondence was also provided to the Commission.

STAFF RECOMMENDATION:
Staff recommendations for the Site and Facilities Use and Development Plan, Guidelines for Rehabilitation and park governance are outlined below.

Staff also prepared a Business and Operations Implementation Plan (Appendix 2) as directed. This plan is intended as a working document to guide implementation of the life-long learning center vision in a manner that is financially feasible and sustainable. Because it is a working document, staff does not anticipate seeking its adoption by the Commission.

Site and Facilities Use and Development Plan
Staff recommends the Commission adopt the Site and Facilities Use and Development Plan as included in Appendix 3. To accommodate unforeseen uses as Fort Worden grows and evolves, the plan avoids setting particular building functions/users and instead assigns each building a use category. This approach provides flexibility, yet still allows planning for infrastructure, circulation, transportation, and other park-wide systems. Working with the City of Port Townsend Planning Department, staff hopes to propose adoption of the plan by the City Council.
into its zoning code. This will require additional environmental review and adoption of a “Planned Action” under the State Environmental Policy Act (SEPA).

Recommendations for Upper Campground Expansion
The upper campground currently provides thirty hookup sites. Expansion of this facility would allow existing park host sites to be relocated out of the main campus’ historically significant landscape. Aside from improving the appearance of the main campus, relocating host sites to the upper campground puts them in closer proximity to restrooms, showers, trash receptacles, and other RV-related support facilities and amenities.

The forested areas surrounding the upper campground and the Peace Mile Trail provide a significant natural experience in an otherwise largely developed campus. Consequently, staff recommends limiting development of new sites in the upper campground to the existing footprint and previously disturbed areas. Expansion should target ten to twelve additional sites to replace host sites removed from the main campus.

Addition of host campsites to the upper campground may require removal of vegetation. A number of public planning participants have expressed specific concern over this possibility. Consequently, staff will work with interested members of the public during the design of campground improvements to minimize removal of trees and vegetation, limit cut and fill of slopes, and potentially reroute the Peace Mile Trail to maintain its natural experience.

If site constraints preclude adding ten to twelve additional campsites to the upper campground, an alternative could construct a small number of additional sites in conjunction with development of staff housing on the south slope of Artillery Hill. This would require retention of some host sites in their present location until new staff housing that incorporates necessary support facilities (e.g., restrooms and showers) is constructed.

Recommendations for Park Entrance Relocation
The City of Port Townsend suggested moving the park’s main entrance from Fort Worden Way to a reconfigured west gate entrance (from Admiralty Street). This would encourage visitors to access the park via San Juan Avenue where the City has completed sidewalks and other safety improvements. Staff received considerable public input urging the entrance not be moved. Issues included potential impacts to natural features and nearby trail experiences caused by increased traffic and related roadway improvements. Rerouting traffic would also have external effects, relocating traffic from one residential neighborhood to another.

Staff recommends that in order to give these issues consideration due, decisions regarding entrance relocation should be conducted as a separate, more detailed planning process. The City of Port Townsend and Fort Worden staff should work together to complete a full evaluation of the advantages, disadvantages, and environmental impacts associated with changing the main entrance. This should include an evaluation of physical constraints, safety, cost, and effects on nearby neighborhoods. Proposed actions resulting from this evaluation will require additional environmental review and consequently, the public will have opportunities to provide additional input.
Guidelines for Rehabilitation
Staff recommends the Commission adopt the Guidelines for Rehabilitation as included in Appendix 4. By Commission policy, work on historic structures and landscapes at Fort Worden must adhere to the US Department of Interior Secretary’s Standards for the Treatment of Historic Properties. While these standards provide guidance on the treatment of historic properties in general, they provide little specific direction on how to preserve the integrity of a particular historic property. The Guidelines for Rehabilitation recommended by staff provide a critical intermediate step between the Secretary’s Standards and design of specific improvements at Fort Worden.

The guidelines provide architects, builders, property managers, tenants, maintenance staff and others with parameters on how much change can be introduced in adapting a site, building, or feature to a new use. Their overall purpose is to ensure that Fort Worden retains its authenticity and historical integrity while allowing flexibility to adapt the site and structures to address evolving needs of the park.

Recommendations for Interpretation of Guidelines and Plan Review
The State Parks Historic Preservation Officer (SPHPO) should provide on-going interpretation and plan review for proposed projects if or until such time as a Commission-approved non-profit management entity appoints a qualified on-site preservation official to fulfill this function. Alternatively, the Commission may chose to appoint a qualified on-site preservation official without approving a non-profit management entity. The qualifications for the on-site historic preservation official should be agreed upon in a Memorandum of Understanding or other formal agreement between the Commission and the non-profit management entity.

Appointment of an individual, as opposed to a committee, is preferred to promote responsive, timely and predictable decision-making. A review committee may be formed at the discretion of the SPHPO or appointed on-site preservation official, but should only serve in an advisory capacity.

Staff proposes to develop a formal process for review and approval of proposed new construction and rehabilitation projects at Fort Worden. Staff will prepare this process for approval by the Director within six months of Commission adoption of the Guidelines for Rehabilitation. The approved process should include a “pre-application meeting” where the SPHPO or on-site historic preservation official can meet with a project proponent and identify any technical investigation necessary to proceed (e.g., Historic Structure Report, see National Park Service Preservation Brief #43) and establish review requirements, schedule, and other considerations related to the proposed project.

The approved review process should also set a series of review thresholds based on a project’s magnitude and the extent of change to historic structures, landscapes, or small-scale features expected to result. This should include a minimum threshold under which no formal review is necessary for work completed by someone with basic training in historic preservation (e.g., routine maintenance and minor improvements). Intermediate and higher thresholds requiring review by the on-site historic preservation official, SPHPO, the Commission, or others should
also be established where helpful in fostering predictability, efficiency, or timeliness of review while ensuring the park’s historical integrity is preserved.

**Recommendations for Revisions and Additions to the Guidelines**

Historic preservation is not a static endeavor. The Guidelines for Rehabilitation will likely require revision to reflect significant changes in the Commission’s historic preservation policies, accepted preservation practices, accessibility requirements, and other mandates, or to correct any errors or omissions. Putting the guidelines into actual practice may also reveal situations where additional or more refined guidance on appropriate rehabilitation is necessary or where guidelines lead to an erroneous result.

To ensure they retain their usefulness and remain state of the art, the guidelines should be reviewed on a two-year cycle. As part of regular review, the Fort Worden State Park Manager or non-profit management entity should solicit input from stakeholders (e.g., Advisory Committee, Partners, and City departments/boards) and transmit proposed amendments through the historic preservation officer (either the SPHPO or on-site preservation official) to the State Parks Director and ultimately to the Commission for approval. Commission approval will require an opportunity for public comment as well as environmental review in compliance with SEPA.

Any amendment of the guidelines will require close coordination with the City of Port Townsend, particularly once the City adopts the guidelines into its zoning code as envisioned. Proposed amendments may require separate approval by the City. Amendment of the guidelines will also include consultation with the National Park Service National Historic Landmark Program to ensure consistency with and retention of Fort Worden’s National Historic Landmark designation.

In extraordinary circumstances, changes to the guidelines necessary to respond to an emergent issue/need may be proposed for Commission approval outside of the regular review cycle.

**Governance**

In fall 2007, the Director appointed seven members to the Fort Worden Task Force to evaluate park governance and recommend a structure best suited to achieving the Commission’s life-long learning center vision. Agency staff, a member of Centrum’s staff, and a Special Assistant Attorney General appointed specifically for this project, supported the work of the Task Force. Appendix 5 describes the composition of the Task Force, its evaluation process, and its recommendations.

The Task Force’s evaluation included three underlying premises: First, the status quo has not produced a satisfactory result and does not appear financially sustainable over the long-term. Second, the current management structure tends to isolate partner organizations and creates little incentive for them to work together for the good of the park as a whole. Third, the agency alone cannot achieve the Commission’s vision for the park. A vibrant, sustainable life-long learning center will require the park and its non-profit and business partners to work together effectively – sharing resources, expanding program offerings, caring for facilities, building financial support, and better collaborating with one another.
The Task Force concluded that management by a non-profit is the structure best suited to achieving the life-long learning center vision. Staff concurs with this recommendation, however understands that implementation will require resolution of significant and challenging issues – particularly those related to safeguarding employment and benefits of park staff and committing the agency to set levels of financial support.

Ultimately, negotiation of long-term agreement may stop short of transferring lead management authority to a non-profit (see Extent of Non-Profit Management below). Nevertheless, staff believes that engaging non-profit participation in management to the greatest extent practicable creates the best chance of achieving the Commission’s vision for Fort Worden.

Staff therefore recommends that the Commission pursue integration of a non-profit in management and operation of Fort Worden State Park through the processes and framework outlined below.

**Recommended Non-Profit Selection Process**

Perhaps most critical to achieving the life-long learning center vision is the selection of the best-suited non-profit organization with which to partner. Staff recommends that the Commission authorize the Director to select a potential non-profit partner through a two-stage process. The first stage should include a national solicitation asking prospective non-profits to submit a letter of interest describing characteristics and qualifications of their organization applicable to management of the life-long learning center envisioned for Fort Worden.

Receipt of two or more letters of interest from organizations meeting minimum qualifications (as determined by the Director) should initiate a second stage of selection that includes a formal Request for Qualifications (RFQ) or Request for Proposal (RFP) solicitation. With a response from only one qualified organization, the Director may elect to begin negotiations immediately with that organization.

**Recommended Transition Process**

The Fort Worden Task Force developed a process to guide a transition to a non-profit management structure. The recommended transition process is purposefully methodical and could take several years to accomplish. The first step involves formulating a Memorandum of Understanding (MOU) with the selected non-profit organization. Not an end agreement in itself, the MOU would set forth a process through which both State Parks and the non-profit would earn each other’s confidence and build a working relationship that could lead to a long-term agreement.

Through the MOU, the Commission would ask the non-profit to demonstrate it is capable of assuming management responsibility. Likewise, the Commission would demonstrate to the prospective non-profit its willingness to transfer significant management authority, set necessary policy, and commit adequate resources.

The Task Force developed a framework for setting milestones for each party that once achieved, would demonstrate the organizational capability and capacity necessary for the success of a long-term agreement. Measurable milestones and commitments negotiated between the parties would
form the basis of the MOU. Both the Commission and the non-profit’s board would be asked to approve the final MOU before proceeding.

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 lease or management agreement.

Staff recommends that the Commission authorize the Director to negotiate a MOU with the selected non-profit organization for approval by the Commission. Negotiation of the MOU should be guided by the management transition process recommended by the Fort Worden Task Force in Appendix 5 and as described above.

**Recommended MOU Negotiation Framework**

The Fort Worden Task Force discussed at length 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 developed a framework to guide negotiation of an initial MOU between the Commission and prospective non-profit. The framework includes 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.

Staff recommends the Commission approve the framework as recommended by the Task Force in Appendix 5 to guide negotiation of a MOU with the selected non-profit organization.

**Extent of Non-Profit Profit Management**

The extent and specific areas of management and operation appropriate for the Commission to transition to a prospective non-profit remains for the two parties to negotiate and determine through the MOU process and ultimately a long-term agreement. The Fort Worden Business and Operations Implementation Plan – Consultant Recommendations (Appendix 2), describes four scenarios that incorporate management and operation by a non-profit in varying degrees.

Allowing a non-profit greater participation in park management and operation creates an incentive for it to commit its efforts and resources to achieving the life-long learning center vision. With greater participation by a non-profit, however comes proportionately less administrative control by the agency. The recommended MOU Negotiation Framework therefore identifies sideboards to ensure that the park, its staff, and the agency are not adversely impacted through any management transition and risk to the agency is otherwise minimized.

Staff recommends that the Commission direct staff to negotiate the MOU with the ultimate goal of integrating the non-profit into park management to the greatest extent practicable within limits specified in the approved MOU Negotiation Framework. Staff also recommends that negotiation of issues related to employment and benefits include close coordination and consultation with employees and their representatives.

**SUPPORTING INFORMATION:**
REQUESTED ACTION OF COMMISSION:

That the Washington State Parks and Recreation Commission:

1. Thank members of the Fort Worden Task Force for their passion, care, insight, and service to the Commission and the public in preparing their recommendations and successfully completing their charter;
2. Adopt the staff recommended Fort Worden Site and Facilities Use and Development Plan included as Appendix 3;
3. Adopt the staff recommended Fort Worden Guidelines for Rehabilitation included as Appendix 4;
4. Authorize the Director to select a non-profit organization with which to negotiate a Memorandum of Understanding (MOU) for Commission approval, guided by the selection process and management transition process recommended by staff and the Fort Worden Task Force;
5. Approve the MOU Negotiation Framework as recommended by staff and the Fort Worden Task Force;
6. Direct staff to negotiate the MOU with the ultimate goal of integrating the selected non-profit organization into park management and operation to the greatest extent practicable within limits specified in the approved MOU Negotiation Framework and in a manner that does not result in significant financial impacts to the rest of the state park system;
7. Direct staff to consult with park employees and their representatives on any issues related to employment and benefits during negotiation of the MOU; and
8. Direct staff to provide the Commission regular progress reports on the status of MOU negotiations.

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Reviewer(s):

Chris Regan, SEPA Review: Following review, staff prepared separate environmental checklists and "threshold determinations" on August 6, 2008 for the updated preliminary recommendation – site and facilities use and development plan and updated preliminary recommendation – guidelines for rehabilitation finding that the action proposed by the Commission staff was minor and the environmental effects not significant.
Copies of these documents have been provided to members of the Commission, and will be made available to other interested parties upon request.

**Ilene Frisch, Fiscal Impact Review:** The agency’s 2009-2011 budget submittals include operating and capital requests for Fort Worden State Park. It also dedicates additional revenue earned as a result of these new projects to paying some of their operational expenses. The proposal to competitively select a non-profit organization to manage the life long learning center when completed will not negatively impact the agency or its employees.

Jim Schwartz, AAG Review: 8/26/08  
Gerry Johnson, SAAG Review: 8/25/08

Larry Fairleigh, Assistant Director

Judy Johnson, Deputy Director: ______________________

Approved for Transmittal to Commission:

______________________________

Rex Derr, Director
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://www.parks.wa.gov/plans/ftorden/
APPENDIX 2

FORT WORDEN BUSINESS AND OPERATIONS
IMPLEMENTATION PLAN
CONSULTANT RECOMMENDATIONS
August 2008

Electronic versions of Appendix 2 are available for download at:

http://www.parks.wa.gov/plans/ftwordenII/

Hard copy available on request only. Contact Nata Hurst, Washington State Parks Planning and Research Program, P.O. Box 42650, Olympia, WA 98504-2650, call (360) 902-8638, or E-mail: nata.hurst@parks.wa.gov
Fort Worden State Park
Long Range Development Plan

Business and Operating Implementation Plan

Consultant Team Recommendations

Prepared by:

pros consulting LLC
BCRA

August 2008
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Preface

In January 2007, the State Parks and Recreation Commission (Commission) adopted a series of recommendations to guide long-term development and management of Fort Worden. As envisioned, the Fort 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 2007 actions, the Commission directed staff to prepare additional planning documents to guide implementation of its vision for Fort Worden. These included:

1. Site and Facilities Use and Development Plan to guide long-term use and development of the park and its many historic buildings;
2. Design Guidelines to guide treatment of structures and landscapes within the Fort Worden National Historic Landmark; and

This document seeks to satisfy the objectives of the third document listed above, and is intended to guide operation, management, and development of programs and services for Fort Worden’s Lifelong Long Learning Center in a manner that is financially sustainable. Plans related to facility development and stewardship are presented in Fort Worden Site and Facilities Use and Development Plan and the Fort Worden Guidelines for Rehabilitation.

It has been remarked in the public review process from April through June 2008 that this Business and Operation Implementation Plan seems to over emphasize the financial aspects of the vision for Fort Worden State Park to evolve into a lifelong learning center.

These deliverables listed above are the product of intensive research and analysis from a comprehensive assessment of current facilities, programs, services, management practices, financial capacity, and policies and procedures of Fort Worden State Park. This assessment also included numerous interviews with state park staff, community leaders from Port Townsend and Jefferson County, and partner organizations, as well as a benchmarking study on other sites within the United States and Canada that have achieved some of the programmatic and facility milestones similar to the newly developed vision and mission for Fort Worden. Finally, multiple opportunities for public input throughout the process have been provided and advertised from which the Project Team has received meaningful comments and suggestions that have been addressed in these final planning documents.

As a result of this iterative process, the Project Team has completed this Business and Operating Implementation Plan in order to support the integrity and the “do-ability” of the Fort Worden Lifelong Learning Center vision. The PROS Consulting / BCRA Architects Consultant Team could not responsibly provide program and service, and facility use recommendations without a detailed review of their operational context. The challenge was to produce program and service concepts that will support the
Fort Worden Lifelong Learning Center vision that have any underpinning in a financial analysis that clearly demonstrates what is a viable and sustainable opportunity.

This *Business and Operating Implementation Plan* provides sound and reasoned analysis to provide Washington State Parks guidance on what programs and services delivered in a strategic balance will allow Fort Worden to operate in the future without producing excessive budgetary obligations beyond the status quo that will threaten the sustainability of the park.

This *Business and Operating Implementation Plan* is not just an exercise in what is possible, but also addresses what is necessary to achieve the standard of excellence established in previous planning phases and throughout the existing operations of Fort Worden. These operating goals and performance measures are realistic and sustainable only with the commitment by all parties and stakeholders to persevere through the challenges involved in achieving the vision of the lifelong learning center. At times this may involve pressures to modify and evolve expectations, policies, and practices in order to activate the full potential of the project. In this vein, the State of Washington and stakeholders of Fort Worden can be assured that all involved parties remain good stewards of public assets and investments.
Foreword

Lifelong Long Learning Center Concept to Reality

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

As a complement to the lifelong-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.

The lifelong-long learning center vision provides 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.

These partners have the ability to develop and promote a broad range of programming that ensure the mission and vision of Fort Worden State Park as a lifelong-long learning center are achieved as well as strive to ensure their own success as an organization. Partnerships between resident partners and other mission-consistent programs and organizations should bring additional audiences and resources to the park.

Resident organizations willing to increase their own organizational capacities to support the Life Long Learning Center and have the ability to work in an integrated fashion with one another need to be given priority. The economic viability of the park and its residential organizations will require a delicate balance of programming and creation of opportunities for entrepreneurial undertakings that can help support every partner’s mission.

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 Port Townsend, Jefferson County and Washington State greater communities to ensure that Fort Worden State Park is available for future generations to enjoy.

As a Life Long Learning Center, Fort Worden State Park should partner with a variety of residential and non-resident institutions and groups 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 should find the learning center inviting while taking advantage of traditional park opportunities in a spectacular setting.

The park should offer programs for intensive experiences designed to engage participants of all ages. Nationally recognized organizations can present multi-day and seasonal programs that could include performances, lectures, presentations, exhibitions and festivals attracting the public. School-age
children will 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 should 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.

This Business and Operations Implementation Plan focuses on the current potential of resident organizations and the future concepts for facilities. The plan does not presuppose or attempt to create a programmatic business plan, but to offer business strategies for future programming collaborations for the residential and non-resident organizations and groups.

The creative programming and collaborative possibilities of the residential and non-residential partners must be developed and implemented. Their success is the next logical step towards achieving the Fort Worden Life Long Learning Center vision.
Executive Summary

This Business and Operating Implementation Plan is a culmination of work and analyses performed throughout multiple planning phases that established a new vision for Fort Worden State Park to become the Fort Worden Lifelong Learning Center. This report is an implementation tool to be utilized for purposes of clarifying the business and operational requirements of the new Fort Worden vision. Reports that have contributed to the development of this Business and Operating Implementation Plan includes:

- Previous Fort Worden State Park Planning - Phases 1 and 2
- Substantial Public and Stakeholder Input – Phases 1, 2, and 3
- Operations and Management Assessment Report – Phase 3
- Preliminary Recommendations Report – Phase 3
- Preliminary Design Guidelines – Phase 3
- Preliminary Site and Facility Use Plan – Phase 3
- Governance Task Force Recommendations – Phase 3

Prior to the presentation of more detailed recommendations for the Fort Worden Lifelong Learning Center concept, however, it is prudent to revisit the vision, mission, values and development principles for the outcomes of this planning phase as was determined in the previous planning exercises association with the Fort Worden State Park Long Range Plan. Additionally, the goals for the Lifelong Learning Center will be included.

Vision

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

Mission

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.
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 & 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.

Site Use and Development Principles
To reflect continued commitment to the exceptional character and public use of Fort Worden, 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
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.

The park should accommodate increasing park demand in the future.

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.

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.

Goals of Lifelong Learning Center

- To be a Lifelong Learning Center that is recognized as 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 bedroom guest rooms, Fort Worden allows visitors to design their stay around their needs and preferences.

- The Fort Worden Lifelong Learning Center will remain a part of the Washington State Park System and retain all aspects of a public park facility including accessibility, reasonable and equitable pricing, and natural and cultural resource protection priorities.

- Any future development of the Fort Worden Lifelong Learning Center will responsibly address and include effective management of the energy requirements of the site as a whole, safe and efficient circulation of people to and throughout the site, the protection of tranquil and personal experiences in the outdoors, and the preservation of the character of the site and its history.
Foundations of the Fort Worden Lifelong Learning Center Business Plan

Situational Assessment

The consulting team led by PROS Consulting, LLC., has performed extensive assessments of the existing conditions and operating parameters of Fort Worden State Park as a component of the Fort Worden State Park Long Range Plan. This process produced a reference point from which preliminary and final recommendations can be made. The assessments included review of:

- Programs and Services
- Operations and Finance
- Organization and Management
- Facilities
- Benchmark Assessment
- Stakeholder Input

The detailed findings of these assessments are provided in the Organizational and Management Assessment report provided prior to the development of this Business and Operating Implementation Plan.

Target Market Analysis

The detailed results of these assessments can be found in the Operations and Management Assessment Report provided to Washington State Parks in May 2008. Essentially, the analysis and reports presented herein translate the specific findings from the various assessments performed into detailed operational and capital priorities. The formulation of these priorities began with addressing the following fundamental questions:

1. What are the best yielding business functions of Fort Worden State Park?
2. What are the strategies and tactics best employed to enhance these functions?
3. What are the key best management practices needed for the success of Fort Worden’s long range goals?

This report contains a review of the findings associated with these issues as determined from the assessments, the industry experience and expertise of the consulting team, and the review of market conditions surrounding the environment in which Fort Worden State Park operates.

Realistic Opportunities for Growth and Development

This Business and Operating Implementation Plan was developed on the understanding gained from intensive interaction with park and agency staff, key stakeholders, and members of the public on the spectrum of opportunities that are realistic and obtainable. No recommendations or analysis in this report suggest opportunities that are not within the realm of possibilities for Fort Worden. These findings have taken into account the local, regional and state political climates; available funding possibilities and limitations; strategies that represent a reasonable probability of operational success; the capabilities of the stakeholder organizations; and the support of the local population.

In summary, this report represents well researched and tested strategies and tactics for the future and legacy of the Fort Worden Lifelong Learning Center.
Best Yielding Business Functions

Fort Worden State Park features a tremendous diversity of programs and services available to visitors which is predominantly provided through on-site partners. While this diversity provides a rich blend of experiences to customers and guests, revenue generation is dominated by a small portion of these services. Based upon the data provided from the last six operating years and interviews with staff and stakeholders, the highest yielding business functions of Fort Worden State Park is the provision of improved overnight accommodations not including camping, and diverse programs and services.

Improved Overnight Accommodations

There are currently nine (9) distinct types of improved overnight accommodation facilities at Fort Worden. These include:

- Duplexes
- Six-bedroom units (compliant with Americans with Disabilities (ADA) regulations)
- Five-bedroom house
- Four-bedroom house
- 11-bedroom house
- Three-bedroom apartments
- Dormitories
- Barracks
- Two-bedroom houses
- One-bedroom houses

Utilization of these facilities typically only account for approximately 11% of total estimated annual park visitation, but represent approximately 67% of total annual earned revenues. Improved overnight accommodations, often provided as conference services, are the best yielding business functions of Fort Worden State Park.

The sustainability of the Fort Worden Lifelong Learning Center will be moderately dependent on the successful conversion and operation of additional single-guest accommodations. It is strongly recommended to continue with the existing preliminary plans to convert two historic buildings into 100 rooms of single-guest accommodations, and to seek an additional partner organization to develop these services.

Programs and Services

Fort Worden State Park currently has 16 partner organizations operating on-site providing programs and services. Each organization presents its own advertisements and conducts promotions independently of the park and other programming organizations. In addition to these quality stand alone programs, partners include another state agency, non-profit, and for-profit organizations, and are managed to provide a complimentary blend of programs and services to visitors. The nature and focus of these programs largely creates the appeal for visiting Fort Worden, and need to be developed to do so more effectively.

Well organized and facilitated destination learning programs and supporting services can reinvigorate Fort Worden’s existing market, as well as build new markets both locally and nationally. Program providers need to be organized into areas of focus, with relevant program standards, and performance expectations. The core programs and services recommendations within this report detail suggested
categorization of program providers and these standards. Partners need be managed under formalized agreements that follow a consistent format and structure of terms.

**Strategies and Tactics**

The accommodations and programming services establish Fort Worden State Park as a full service destination. The Consultant Team has developed consensus that the prevailing attraction for guests and visitors to stay overnight in the improved accommodation of Fort Worden are the unique programs provided by the park and its on-site partners, concerted and collaborative marketing strategies, superb customer service, and the environment and surroundings of the park.

The *Business and Operating Implementation Plan* has been developed to pursue more reliable and sustained operations, and to accommodate the vision of the Fort Worden Lifelong Learning Center through the strategies and tactics detailed below.

**Independent Management under Agreement with Washington State Parks**

The Governance Task Force appointed by the Washington State Parks and Recreation Commission and the State Parks Director was directed to evaluate and recommend governance alternatives for the Fort Worden Lifelong Learning Center. Following extensive review of the current operating conditions and constraints at Fort Worden State Park, and the management needs and operational requirements of the Lifelong Learning Center the Governance Task Force issued a final recommendation to the State Parks Director. This recommendation details the optimal governance approach for Fort Worden Lifelong Learning Center is a qualified and selected non-profit organization engaged in a dynamic Memorandum of Understanding (MOU) with Washington State Parks to manage daily operations of the facilities.

The Governance Task Force included in their recommendations a suggested sequence of transitioning management responsibilities from Washington State Parks to the new managing entity that detailed an incremental approach to “earning” management responsibilities over time. This approach would enable Washington State Parks to suspend or reverse management transition of the park if the new management entity does not continually demonstrate compliance with the transition milestones or terms of the MOU. The terms of the MOU would include all concurrent reporting required by the new management entity, as well as all mandatory operational requirements addressing public access, facility and maintenance standards, other general operating mandates. In order to preserve the integrity of the process, regular review periods by an appointed third-party advisory panel commissioned by Washington State Parks can be established to verify compliance by all parties to the terms of the MOU.

The implementation of a new governance structure that engages an independent, non-governmental managing entity of Fort Worden Lifelong Learning Center will allow for more flexible management practices in tiered pricing, more efficient procurement practices, and establishing improved relationships with the private sector. This increased flexibility will enable Fort Worden to be operated more proactively with market conditions and increase the probability of successful and sustainable financial operations. This *Business and Operating Implementation Plan* has been developed in accordance with these recommendations.

**Packaged Programs and Services**

Currently, programs and services provision is fragmented and inconsistent. While there are a multitude of “high quality” experiences available to Fort Worden visitors, these are not linked coherently to assist customers with grasping the full extent of on-hand programs. Providing a blend of packaged programs and services that creates a menu of opportunities from which current and future customers can choose
should greatly enhance program participation. In order to engage the best yielding business functions of the park, these programs need to include a multitude of multi-day experiences.

**Marketing and Sales**

The existing operating functions of Fort Worden State Park do not include substantial marketing and promotions to support the programs, services and facilities of the park or its partners. The target market groups of Fort Worden and its programs are perpetually bombarded with messaging regarding the opportunities for them to spend disposable time and money for recreation, leisure, and entertainment. There needs to be consistent and prudent staffing and methodology for staying informed of the nuances and demands of the target markets for use in program planning and promotion. A responsible and strategic blend of marketing and promotion activities that support the core programs and services of the park and its partners will have a noticeable effect on park use.

**Customer Fulfillment**

Finally, there has been significant research and practical demonstrations of the relationship between customer satisfaction and profitability / return on investment. For purposes of this report this issue will be addressed as customer fulfillment. Increased marketing and promotional activities will greatly expand the proliferation of general customer expectations about the programs and facilities of Fort Worden. These expectations will grow and evolve as prospective customers increase the depth of their research including both on-line and through direct correspondence with the park. Consistent and courteous customer service will shape the expectations to which the actual experiences will be judged upon arrival. It is critical that park and partner personnel responsible for customer interface inform prospective visitors of the benefits and realities of staying at Fort Worden. Training and development opportunities need to be provided for all staff of partner organizations involved with service delivery. This will enable the development and enforcement of customer service standards.

Subsequently, following the provision of the customer experience, an equally important aspect to customer satisfaction is staying in contact with annual visitors through cost effective emails or limited direct mailings. True to the axiom that old customers are cheaper to keep than new customers are to obtain, Fort Worden State Park and/or its partners should engage former customers through simple promotional correspondence that both fosters nostalgia from their visit and provides incentive for making future reservations.

**Key Best Management Practices**

There are numerous best management practices currently utilized at Fort Worden State Park both by the park staff and that of the on-site partners. While continuation of these practices is critical, there were three areas in which improvement could dramatically impact operational performance: consistency, coordination, and communication.

**Consistency**

Throughout this report the Consultant Team will refer to consistent practices as a critical element for the success of the Life Long Learning Center concept. This consistency is needed in program delivery; handling customer inquiries, requests and complaints; messaging and branding; and administrative practices. Standards in these areas that are developed jointly by the park and its partners can improve the overall quality of experiences provided to Fort Worden visitors, while also strengthening the relationships of service providers both on and off-site.
Coordination

There are two areas of coordination identified that should be a priority for Fort Worden State Park and its on-site partners: facilities and programs. As observed through multiple site visits and stakeholder interviews, there is frequently a perceived disconnect between tenants and the state park on the required protocol for addressing facility maintenance needs. While the state park staff were frequently complimented on their resourcefulness, it seems generally unclear to on-site partners how facility needs can be addressed within a timely manner. Regular facility need coordination meetings between the park and its tenants would greatly improve the management of a unified facility needs inventory, as well as improve the communication to tenants regarding true constraints to addressing facility needs in the expected time frame.

Secondly, program planning and packaging will improve dramatically with regularly scheduled meetings between facility management and marketing staff and all program personnel from relevant on and off-site partners. These planning sessions should consist of clearly stated outcomes for programs needed to generate overnight traffic through Fort Worden facilities. It is recommended these meetings occur monthly initially, and possibly evolve to quarterly based upon the success of keeping all program providers engaged in the planning process.

Communication

Communication is a best practice that can be improved predominantly in two areas: internal, bi-directional communication between park management and on-site partners; and external informational and promotional communication with existing and prospective customers. There are currently increased efforts to address to the former and only recognition of the issue regarding the latter. While internal communication requires time and effort, external communication will require dedicated staff and financial investment.
Improved Overnight Accommodations Review

Fort Worden State Park boasts over 434,000 square feet of facilities, which provides great diversity to what is available for rent and use by the public. This is especially true with overnight accommodations, as visitors can choose from camping sites, dormitories, barracks, vacation houses of various sizes, and bungalow-style rental units.

This diversity yields tremendous flexibility in attracting and adequately serving an equally diverse target customer base. Fort Worden can provide appropriately configured and priced overnight accommodations for a range of users including youth groups, economy travelers, family outings, reunions, business meetings, and honeymooners.

The analyses on the following pages detail prevailing usage trends of the different overnight facilities on site for purposes of identifying where key future investments can be made based upon current performance of existing facilities. Camping usage information is not included in this analysis.

There are currently nine (9) distinct types of improved overnight accommodation facilities at Fort Worden. These include:

- Duplexes
- Six-bedroom units
- Five-bedroom house
- Four-bedroom units
- 11-bedroom house
- Three-bedroom apartments
- Dormitories
- Barracks
- Two-bedroom houses
- One-bedroom houses

Utilization of these facilities typically only account for approximately 11% of total estimated annual park visitation, but represent approximately 67% of total annual earned revenues. Improved overnight accommodations, often provided as conference services, are the best yielding business functions of Fort Worden State Park. These types of improved accommodations can be further organized into the style of stay they facilitate:

- **Private**
  - One-bedroom houses
  - Two-bedroom houses
  - Three-bedroom apartments
  - Duplexes
- **Semi-private**
  - Four-bedroom units
  - Five-bedroom units
  - Six-bedroom house
  - 11-bedroom house
- **Group**
  - Dormitories
  - Barracks
The performance of these three meta-categories of improved overnight facilities varies greatly and provides an indication to the preferences and interests of Fort Worden visitors. Performance for this analysis is measured in four predominant areas:

1. Annual rentals (transactions)
2. Annual occupancy
3. Average length of stay
4. Total annual revenues

The sections on the following pages detail the current performance of existing private, semi-private and group accommodation facilities at Fort Worden State Park. From these specific findings on which style of accommodations are preferred most by current users, recommendations for any future capital expansion or improvements are provided.
Annual Rentals

Average overnight rentals are an average total of rental transactions of each facility type. Total maximum overnight rental transactions in a single year are 365 – renting the unit for one day, each day of the year. This number is not optimal, however, since the average length of stay is between two and four days, depending on the unit type.

Average overnight rentals from 2002 through 2006, of the three categories of improved overnight facilities are detailed in Figure 1 below.

The following predominant findings are evident from this analysis:

1. Semi-private accommodations including the five, six, and 11-bedroom units generally have the highest rate of annual rentals, only slightly higher than private facilities.

2. Annual rentals of group accommodations including dormitories and barracks are significantly lower than semi-private and private facilities.

3. Annual rental performance can also be measured by the average total rentals divided by total possible rentals, or rental capacity (365). This will produce a fraction, or percentage, or rental transactions that are occurring in relation to total rental capacity. While the limitations of this formula lie in the assumption that length of stay is only one day, it does provide a helpful comparative statistic that establishes relative facility performance. Each of the style of accommodations were reviewed with the results as indicated below:

   a. Private rentals – rent at approximately 22% of total rental capacity
   b. Semi-private rentals – rent at approximately 24% of total rental capacity
   c. Group rentals – rent at approximately 6% of total rental capacity

Figure 1: Average Annual Rentals by Facility Type
Annual Occupancy

Annual occupancy is a measure of actual facility use in relation to total possible facility use. Specifically, if the facility was completely filled every day of the year, it would operate at a 100% occupancy rate. If one quarter of the facility is filled for every day of the year, it would operate at a 25% occupancy rate. Occupancy does not measure capacity, however, as it only reviews whether the units are being utilized and not how many persons are in each room.

Because Fort Worden State Park is a facility with highly seasonal visitation during only 30% – 50% of the year, it is expected that occupancy would be similarly reflected as potentially below 50%. National occupancy averages for overnight accommodations tend to be between 45% – 65% based upon accommodation styles.

Annual occupancy in this analysis was average over all facilities that are included within the three categories of improved overnight accommodations. These results of this comparative analyses are illustrated in Figure 2 below.

The following predominant findings are evident from this analysis:

1. Semi-private accommodations including the five, six, and 11-bedroom units generally have the highest rate of annual occupancy, only slightly higher than private facilities.
2. Annual rentals of group accommodations including dormitories and barracks are significantly lower than semi-private and private facilities.
3. Occupancy of both semi-private and private accommodations is higher than 50%, indicating the popularity of these facilities extend beyond the peak season (June through August) and into the shoulder seasons (March through May; September through October).
4. Occupancy of the group accommodations are consistently below 20%, indicating the popularity of these facilities is very limited to specific audiences with distinctive preferences. Additionally, this low occupancy indicates that these facilities are not even used to their full capacity during the peak season.

Figure 2: Average Annual Occupancy by Facility Type
Average Length of Stay

Length of stay varies greatly by unit type largely because of the types of users of these facilities and the reasons for their being at Fort Worden. More specifically, some units are predominantly used for multi-day programs that are longer in duration than the average use of other facilities.

Average length of stay from 2002 through 2006, of the three categories of improved overnight facilities is detailed in Figure 3 below.

1. Group accommodations including dormitories and barracks have a higher average length of stay than both private and semi-private facilities.

2. Both private and semi-private accommodations exhibit an average length of stay between 2.2 and 2.6 days, indicating the predominant use of these facilities are holidays and weekends.

3. The average length of stay of group accommodations is between 3.1 and 3.6 days, indicating these facilities may be used for longer rentals that are focused on specific programs or events at Fort Worden.

Figure 3: Average Length of Stay by Facility Type
Average Annual Revenues

Average annual revenues do not include operational expenses associated with the provision of these facilities for rent or use by guests of Fort Worden State Park. As noted, there is significant difference between the average annual revenues of certain types of improved overnight accommodations and others. This is predominantly the result of significantly higher rate, or price, for overnight use. Specifically, semi-private accommodations generally rent at a much higher nightly rate because they include numerous bedrooms and therefore accommodate considerably more guests than private accommodations.

The following predominant findings are evident from this analysis:

1. Semi-private accommodations including the five, six, and 11-bedroom units have substantially higher average annual revenues than private and group facilities. This is the result of higher average nightly rate associated with semi-private accommodations.

2. Average annual revenues from all three types of improved overnight accommodations are generally on the rise since 2002.

Summary of Key Findings

The following summary of findings was utilized to support core program and services recommendations:

1. No additional capacity for group facilities is needed. Programs and services should be aimed at increasing occupancy and use of existing group accommodations.

2. Private and semi-private accommodations are overwhelmingly the most popular style of improved overnight accommodations at Fort Worden State Park.

3. Future development should focus on the shortage of private accommodations on-site, compared to the abundance of semi-private facilities.

4. Programs and services should be targeted at increasing the average length of stay in private and semi-private accommodations.
Improving Performance of Existing Accommodations

The first element of activating key revenue resources associated with improved overnight accommodations addresses the existing inventory of improved overnight accommodations. The occupancy rates below are based upon current capacities for accommodations in these categories. Performance of existing improved overnight accommodations can be improved to meet the following parameters:

- **Private Accommodations (1, 2, and 3-bedroom units)**
  - Target annual occupancy: 65% (from 54%)
  - Target average nightly rate: $135 ($115 - $195)
  - $32,038 annual revenues: 69% increase from 2006

- **Semi-private Accommodations (4, 5, 6, and 11-bedroom units)**
  - Target annual occupancy: 65% (from 63%)
  - Target average nightly rate: $265 ($250 - $385)
  - $63,195 annual revenues: 58% increase from 2006

- **Group Accommodations (Dormitories and Barracks)**
  - Target annual occupancy: 25% (from 21%)
  - Target average nightly rate: $24 ($22 - $30)
  - $16,789 annual revenues: 20% increase from 2006

In most cases this will involve increased and more flexible fee schedules, and increased annual occupancy. The indicated annual revenues as a result of these new benchmarks are included in the summary financial analysis later in this report.
Proposed Future Improved Overnight Accommodations

The second element of key revenue resources associated with improved overnight accommodations is the development of future, single-room guest accommodations as identified in previous planning phases of the Fort Worden Long Range Development Plan. This concept includes the development of 100 additional single-guest rooms that will operate under the following parameters:

- **100-room project**
- **Target annual occupancy:** 65%
  - 23,725 room nights
- **Target average nightly rate:** $125 ($105 - $175)

Based on these operating parameters, the projected expenses and revenues associated with this development are detailed in the tables below. In summary, it is anticipated that fixed operational costs not included related payroll will be approximately $2,055 per day, and variable operational expenditures not including payroll will be approximately $25 per visitor.

A detailed operating payroll projection is provided in a later section of this report titled “Personnel and Staffing Management Plan,” and is based on the specific positions needed, quantity of staff per each position, anticipated rate per position, and projected additive benefit costs which include health benefits, employment taxes, and limited overtime.

These projections are dramatically affected by the target nightly rate, with large impacts on improved revenues resulting from minor increases in nightly rates. This implies the value of a managing entity that has the flexibility to establish pricing policies and procedures that are flexible and responsive to market conditions and practices.

Findings from this study indicate that the best chance of sustainability for the programmatic and operating vision of the Fort Worden Lifelong Learning Center include the development of additional single-room guest accommodations on site through existing facility conversion. This approach will slightly diminish the total number of “beds” at Fort Worden by converting select existing low-occupancy dormitory space into single-guest rooms, while retaining total dormitory space to accommodate up to 120 persons.

Market research, including benchmarking similar sites from the United States and Canada, has shown that a lifelong learning center that features a reasonable inventory of private accommodations will better serve the interests and preferences of the target market, and better balance the revenue generating capacity of the center to support operating costs. The pro forma provided later in this report assume the operations of these accommodations would be developed by the recommended new managing entity of Fort Worden Lifelong Learning on behalf of Washington State Parks in accordance with terms of an established Memorandum of Understanding.
Programs and Services Review

Fort Worden State Park is a unique destination that has developed over the last 30 years into a state park facility unlike any other site in the Washington State Park system. One of the more outstanding factors that distinguish Fort Worden from other parks in Washington is the diversity and depth of services and programs available to visitors through a broad array of on-site service providers. A brief summary of providers and their programs are detailed in Tables 1 through 6 below and on the following pages.

<table>
<thead>
<tr>
<th>Arts and Cultural Programs</th>
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<tbody>
<tr>
<td>Program</td>
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<td>----------------------------</td>
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<tr>
<td>Artists-in-residence</td>
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<tr>
<td>Young Artists Project</td>
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<tr>
<td>Writing, Reading, Poetry &amp;</td>
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<tr>
<td>Music Workshops</td>
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<td>Musical Performances</td>
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<tr>
<td>Visual Art Exhibits</td>
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<td>Printmaking Workshops</td>
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<tr>
<td>Woodworking Classes</td>
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<tr>
<td>Woodworking Lecture Series</td>
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<td>Open Shop Sessions</td>
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*Table 1: Arts and Cultural Programs at Fort Worden State Park*

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<tr>
<th>History</th>
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<tbody>
<tr>
<td>Program</td>
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<tr>
<td>Museum Tours</td>
</tr>
<tr>
<td>Building Tours</td>
</tr>
<tr>
<td>Fort Worden Oral History Program</td>
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</tbody>
</table>

*Table 2: History Programs at Fort Worden State Park*

\(^\circ\) Coast Artillery Museum participation data represent number of visitors in 2005 as provided in Appendix A of the Fort Worden Long Range Plan Phase III, Task 2 report, August 2006.
### Natural Science

<table>
<thead>
<tr>
<th>Program</th>
<th>Provider</th>
<th>Approximate Participation</th>
<th>General Duration</th>
<th>General Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Marine &amp; Natural History Exhibits</td>
<td>Port Townsend Marine Science Center</td>
<td>11,700(^{\text{V}})</td>
<td>Self-guided</td>
<td>Free - $5</td>
</tr>
<tr>
<td>Student Programs &amp; Tours</td>
<td>Port Townsend Marine Science Center</td>
<td>7,000(^{\text{V}})</td>
<td>1 hour-1 week</td>
<td>Varies</td>
</tr>
<tr>
<td>Day/Residential Camps</td>
<td>Port Townsend Marine Science Center</td>
<td>83 campers(^{\text{V}})</td>
<td>5 days</td>
<td>$190-$775</td>
</tr>
<tr>
<td>Teacher Training Programs</td>
<td>Port Townsend Marine Science Center</td>
<td>23 teachers(^{\text{V}})</td>
<td>Varies</td>
<td>Varies</td>
</tr>
<tr>
<td>Wildlife Cruises</td>
<td>Port Townsend Marine Science Center</td>
<td>750(^{\text{V}})</td>
<td>3-6 hours</td>
<td>$55-$75/person</td>
</tr>
<tr>
<td>Lecture Series</td>
<td>Port Townsend Marine Science Center</td>
<td>Hosted 10 lecturers(^{\text{V}})</td>
<td>Varies</td>
<td>$2-$8</td>
</tr>
<tr>
<td>Citizen Science Volunteer Program</td>
<td>Port Townsend Marine Science Center</td>
<td>N/A</td>
<td>N/A</td>
<td></td>
</tr>
</tbody>
</table>

*Port Townsend Marine Science Center participation numbers represent the 2006 year and were reported at the PTMSC Annual Meeting, February 3, 2007.*

*Goddard College and Peninsula College participation data represent number of students served in 2005 as provided in Appendix A of the Fort Worden Long Range Plan Phase III, Task 2 report, August 2006.*

### Institutional Education

<table>
<thead>
<tr>
<th>Program</th>
<th>Provider</th>
<th>Approximate Participation</th>
<th>General Duration</th>
<th>General Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>MFA Program in Creative Writing</td>
<td>Goddard College</td>
<td>35 for both MFA programs*</td>
<td>2 years</td>
<td>$7,359/semester + room/board</td>
</tr>
<tr>
<td>MFA Program in Interdisciplinary Arts</td>
<td>Goddard College</td>
<td>35 for both MFA programs*</td>
<td>2.5 years</td>
<td>$7,291/semester + room/board</td>
</tr>
<tr>
<td>Associate of Arts Degree</td>
<td>Peninsula College</td>
<td>480*</td>
<td>2 years</td>
<td>$77.20-$248.90/credit hour</td>
</tr>
</tbody>
</table>

*Port Townsend Marine Science Center participation numbers represent the 2006 year and were reported at the PTMSC Annual Meeting, February 3, 2007.*

*Goddard College and Peninsula College participation data represent number of students served in 2005 as provided in Appendix A of the Fort Worden Long Range Plan Phase III, Task 2 report, August 2006.*
## Health and Recreation

<table>
<thead>
<tr>
<th>Program</th>
<th>Provider</th>
<th>Approximate Participation</th>
<th>General Duration</th>
<th>General Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dance Classes</td>
<td>Madrona MindBody Institute</td>
<td></td>
<td>Varies</td>
<td>$7-$12/class; $55-$185/membership</td>
</tr>
<tr>
<td>Nia Classes</td>
<td>Madrona MindBody Institute</td>
<td>Approximately 60-100 participant weekly</td>
<td>Varies</td>
<td>$7-$12/class; $55-$185/membership</td>
</tr>
<tr>
<td>Pilates Classes</td>
<td>Madrona MindBody Institute</td>
<td></td>
<td>Varies</td>
<td>$7-$12/class; $55-$185/membership</td>
</tr>
<tr>
<td>Yoga Classes</td>
<td>Madrona MindBody Institute</td>
<td></td>
<td>Varies</td>
<td>$7-$12/class; $55-$185/membership</td>
</tr>
<tr>
<td>Recreation Equipment Rental (Kayaks/Bicycles)</td>
<td>PT Outdoors</td>
<td>Summer Season</td>
<td>Varies</td>
<td></td>
</tr>
</tbody>
</table>

**Table 5: Health and Recreation Programs at Fort Worden State Park**

## General Services

<table>
<thead>
<tr>
<th>Service</th>
<th>Provider</th>
<th>Approximate Participation</th>
<th>General Duration</th>
<th>General Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Food Service &amp; Catering</td>
<td>Bon Appetit</td>
<td>N/A</td>
<td>N/A</td>
<td>Varies</td>
</tr>
<tr>
<td>Poetry Publisher</td>
<td>Copper Canyon Press</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Overnight Accommodations</td>
<td>Olympic Hostel</td>
<td>4,200 overnight guests</td>
<td>N/A</td>
<td>$15-$52/night</td>
</tr>
<tr>
<td>Audio/Sound Support</td>
<td>Synergy Sound Studio</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Linen &amp; Laundry Services</td>
<td>Port Townsend Hospitality</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Volunteer Service; Operation of Guardhouse</td>
<td>Friends of Fort Worden</td>
<td>20-40 volunteers</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Rental venues for conferences and retreats</td>
<td>Fort Worden State Park Conference Center</td>
<td>6,042 unit days in 2006</td>
<td>Unavailable</td>
<td>Varies</td>
</tr>
</tbody>
</table>

**Table 6: General Services at Fort Worden State Park**

\(^\nu\) Olympic Hostel participation data represent number overnight guests served in 2005 as provided in Appendix A of the Fort Worden Long Range Plan Phase III, Task 2 report, August 2006.
Fort Worden On-site Partners

There are currently 16 on-site partners operating and conducting business at Fort Worden that represent a diversity of missions, operations, organization type and contributions to the success of the state park. The role of these on-site partners is critical to the long-term success of Fort Worden State Park. To manage such an expansive operation requires many elements including, first and foremost, a solid corps of dedicated employees, a responsive park maintenance program, and an appropriate partner classification system. These elements should reflect the diversity of values that different types of organizations operating at Fort Worden State Park provide to protect and preserve the mission and purpose of Fort Worden not only as a state park, but as an economic engine to the local area and region surrounding Port Townsend.

The current partners operating in full or limited capacity at Fort Worden State Park are listed below, with an accompanying description of the organization and its services.

**Bon Appetit**

Bon Appetit provides on-site food service and began operating at Fort Worden State Park in December 2007, following a competitive selection process. Food service operations on-site are based in the Commons building, where Bon Appetit operates a coffee shop and café that was built by the State. In addition to the café, Bon Appetit provides catering for on-site events with the understanding that any catering provided to the State Parks by Bon Appetit is on an exclusive basis. There are two summer concession areas – one at the beach (Cablehouse Canteen) and one at the Pavilion to support summer performances. The agreement between the State and Bon Appetit is established for a seven year term with three, one year contract renewals. The contract details that a minimum of four percent and a maximum of eight percent of gross profit are paid to the State as a concession fee. The exact percentage is based on specific gross profit thresholds.

It is anticipated that Bon Appetit will be expanded to include the culinary and food sustainability programming lead for Fort Worden. Due to the extensive experience and expertise in house and the commitment of their company to buying locally grown and produce food products and using sustainable practices, and their desire to provide culinary and sustainable food programs as stated in their bid for food services at Fort Worden, Bon Appetit should work collaboratively with the local community to develop and provide a wide array of culinary programs.

**Centrum**

Centrum, which provides a broad diversity of arts and cultural programs, is the longest standing private partner/provider operating at Fort Worden State Park. Centrum was created as a 501(c)3, non-profit organization in 1973 for the purposes of developing and facilitating state-of-the-art cultural programming that would enhance the experience and distinction of Fort Worden as a part of the state park system.

Centrum currently provides year-round programming that serves approximately 27,000 participants annually by hosting numerous events throughout the summer that bring thousands of visitors to the park. The agreement between Centrum and the State of Washington is established with a 10 year term, and a $1700 monthly commercial lease fee to be paid by Centrum to the State. Centrum leases buildings 221, 205, 313, 255-256-259-260-261, 275, 356 (storage facility), half of 315 and receives priority booking for workshops and programs. Fees from Centrum sub-lessees are not paid directly to the State. By far, Centrum is the single largest private contributor to revenues at Fort Worden, where in recent years this payment has exceeded $550,000. They have also contributed over $1,000,000 in a capital campaign to renovate the McCurdy Pavilion.
Copper Canyon Press (sublease of Centrum)

Copper Canyon Press is an independent publisher specializing in poetry that has developed a renowned international reputation. Copper Canyon Press is a non-profit organization that has exclusively published works of poetry since 1972. The Press has become the premier publisher of poetry in the United States based upon the total number of books published, awards won, including both Pulitzer and Nobel Prize winners, and peer reviews. Copper Canyon publications typically sell over 2,000 books per publication which is above the average in this field. Additionally, Copper Canyon publications are typically among the best seller’s list for poetry and have featured seven (7) finalists for the National Book Award in the last decade.

Historically and presently, Copper Canyon Press provides tremendous synergy with Centrum as the primary publisher of poetry supporting Centrum’s writing programs and their participants. Copper Canyon operates under a sub-lease agreement with Centrum since 1974. Copper Canyon payments to the State are reflected as a component of payments made by Centrum.

Corvidae Press (sublease of Centrum)

Corvidae Press is a guild, or association, of artists for purposes of non-toxic printing of photos, art, and written works from artists and participants in Centrum programs. Specifically, Corvidae state their mission as, “…an association of artists share an interest in printmaking and who support and manage a common non-toxic printmaking facility.” The Press operates predominantly with a membership program and by conducting workshops which are open to public registration and participation.

As a non-profit organization, Corvidae is governed by a Board of Directors and they focus on “education, community and regional interaction.” Corvidae operates under a sub-lease agreement with Centrum for a period of two years, and payments to the State are reflected as a component of payments made by Centrum.

Goddard College (sublease of Centrum)

Goddard College is an accredited academic institution with campuses in Plainfield, Vermont, and Port Townsend, Washington on Fort Worden State Park. Goddard offers low-residency MFA degree programs in Creative Writing, and Interdisciplinary Arts at the campus located on Fort Worden. They provide both residence and meal service options, as well as classroom space, meeting rooms, and a computer lab.

The Goddard College academic calendar at Fort Worden consists of two (2), eight-day residency programs that serve approximately 35 students annually. The College operates under a sub-lease agreement with Centrum for a period of three years. The administrative office is part of the leased buildings paid by Centrum.

Synergy Sound Studio (sublease of Centrum)

Synergy Sound Studio provides audio services to Centrum and other Fort Worden on-site partners as needed to support performances and events conducted at Fort Worden State Park. This small business provides an essential component to maintaining the capability and capacity to attract and facilitate large-scale events and performances in both indoor and outdoor venues. Audio requirements of this magnitude outpace the equipment and capabilities of the state park staff, which generally provide all audio and visual support for the functions of the conference center.

Synergy Sound Studio operates under a sub-lease agreement with Centrum for a period of over 25 years, and payments are reflected as a component of payments made by Centrum to the State.
Coast Artillery Museum

The Coast Artillery Museum currently occupies Building 201 on the Fort Worden campus and provides exhibits and interpretation into the military history of the site. Fort Worden was originally a key component of the “Triangle of Fire”, a triumvirate of artillery installations that protected the entrance of Puget Sound from invading foreign navies. The Coast Artillery Museum was founded and is currently run completely by volunteers, and hosts between 10,000 and 12,000 visitors each year. This has grown from approximately 6,000 annual visitors five (5) years ago. In 2006, the Museum began offering tours of Artillery Hill on Saturdays in the summer.

During the low season of winter, the volunteers of the Coast Artillery Museum provide assistance to the park staff and complete restoration projects such as the battery viewshed project and interpretive signage installations. The museum operates under an agreement with the State that has a five year term. No payment of any fee or rental to the park is required for staffing and operation of the museum.

Commanding Officer’s Quarters Museum

The Commanding Officer’s Quarters Museum operates in the former residence of the commanding officer from the period in which Fort Worden functioned as a military base. Like the Coast Artillery Museum, this museum also was founded and continues to operate solely by volunteers. The facility includes furnishings, memorabilia, clothing and fixtures in the house that are accurate and unique to the era and use of the commanding officers quarters predominantly from the earlier years of the Fort’s operation.

Visitation to the Commanding Officer’s Quarters Museum is predominantly mixed between organized education and/or tour groups, and individual visitors to the park. The museum operates under an agreement with the State that requires no payment of any fee or rental to the park for staffing and operation of the museum. The museum has recently given notice to park management that they do not anticipate being able to continue operations beyond this current year due to a decline in museum visitation (which is occurring nationally) and increasing difficulty with the recruitment and retention of volunteers. The future of this house museum operation is to be determined.

Friends of Fort Worden State Park

The Friends of Fort Worden State Park have proven to be among the more successful volunteer-based organizations operating at the Park. An active fundraising organization, the Friends of Fort Worden State Park are a registered non-profit organization that supports park improvements and programs through funds raised on-site. The Friends group operates the gift shop and visitor center for the state park located in Guard House, the Oral History Center, multiple events and programs throughout the year, and ongoing capital fund raising campaigns. The proceeds from the Friends’ gift shop operations provides the FWSP with $15,000 - 20,000 annually for improvements, programs and visitor enhancements. They work with park management to set priorities for such projects. They have been major funders for such projects as the tennis court improvements, three new historic interpretive signs and sitting benches through the Artillery Hill trails.

The Friends of Fort Worden State Park operate with between 20-40 volunteers each year and provide specific programs as the Fort2Fort Bike Ride, Wildlife And Nature Art Expo, the brick-paver fund raising program, and a newsletter. Annual membership ranges from $10 to $100, with a $500 lifetime membership option. The Friends of Fort Worden State Park work directly with park staff to provide funding and volunteer labor that supports a broad range of park needs including trail maintenance, maintenance and enhancements for recreational amenities in the park, and select procurement opportunities that is most appropriately directed through the Friends group. The Friends of Fort
Worden State Park operate under an agreement with the State that has a five year term and requires no payment of any fee or rental to the park for staffing and operation of the museum.

**Madrona MindBody Institute**

Madrona MindBody Institute is a small business operated by two local residents providing Nia, Pilates, Yoga, Dance, SoulMotion and other forms of moving arts and fitness programs to the general public. A new addition to Fort Worden State Park, Madrona MindBody took responsibility for the rehabilitation of the gymnasium on Fort Worden’s campus and with assistance from park staff has effectively led a transformation of that facility from dilapidated to delightful.

The vision of Madrona MindBody programming is largely inspired by the success of the Esalen Institute in Big Sur, California, and Studio Maui in Hawaii. Madrona MindBody provides classes, workshops, memberships and special events, serving over 500 people in their initial season, with a long-range goal of serving approximately several thousand annually. Developing strategic partnerships with other service providers on-site, Madrona MindBody offers one of the more accessible and innovative value-added options to any Fort Worden visitor or constituent.

The Institute operates under a short term memorandum of understanding with the State for the use of the gym for a lease amount of $425 per month. A long term lease is to begin in 2009. Owners Allison Dey and Aleitia Alvarez actively participate in ongoing partner discussions with other on-site service providers in an effort to raise the collective exposure and brand resonance of Fort Worden and its resident businesses.

**Olympic Hostel**

The Olympic Hostel is located on Fort Worden State Park and is currently operated by Hostelling International (HI) which features over 4,000 hostels in 60 countries around the world. It is the only HI facility remaining in the State of Washington, which boasts a total of six (6) other hostels operated by private ownership. Olympic Hostel currently hosts approximately 3,700 room overnight stays each year and had begun successful programming with groups, especially youth service groups (scouting), in the last few years.

There are accommodations for up to 30 guests at a time at the hostel, which operates at approximately 70-80% occupancy during the summer months and 30% occupancy annually. The largest single driver of overnight stays at the hostel is Centrum events throughout the late spring, summer, and early fall. The Olympic Hostel is currently operating under a year extension lease and makes a monthly payment of $472. The Hostelling International future at the park is to be determined through the recommendations phase of the plan.

**Peninsula College**

Peninsula College is headquartered in Port Angeles, WA, with a satellite campus in Port Townsend located at Fort Worden. The College operates on the quarter system and maintains an average enrollment of between 250-400 students. Peninsula College offers numerous degree programs at its main campus, and the following degrees / certifications at the Fort Worden location: Criminal Justice, Multimedia Communications, Early Childhood Education, Chemical Dependency Counselor, Computer Applications, and Administrative Office Assistant.

Beyond these specific programs, the Fort Worden campus provides a range of other courses including basic skills, ESL, continuing education, community service courses, and professional development seminars. At this time Peninsula College does not offer residential options for students attending school at the Fort Worden campus. The College is currently pursuing grant opportunities for the
redevelopment of a larger building (Building 202) on the Fort Worden campus with the assistance of State Parks to which they could move once completed. Peninsula College operates under an agreement with the State that has a five year term and a $25,000 quarterly commercial lease fee to be paid by the College to the State. Peninsula has also provided staffing support through the sharing of an FTE and funding for a support position. The agreement expires in 2009.

**Port Townsend Hospitality**

Port Townsend Hospitality is a relatively new on-site business providing linen services supporting the overnight stays and conference business in the residential facilities of the state park. The business is operated by local residents who have grown to recognize the opportunity in providing linen and laundry services to overnight guests at Fort Worden, and who actively participate in on-site partner discussions to improve overall site visitation. Port Townsend Hospitality operates under an agreement with the State that has a six year term. The company is also responsible for a monthly contract services fee of $500 plus 9% of gross linen and janitorial service revenue to be paid to the State.

**Port Townsend Marine Science Center**

Port Townsend Marine Science Center has operated since 1981 at Fort Worden State Park providing innovative natural science and environmental education programs predominantly to youth. Founded by volunteers in 1981, the Marine Science Center has grown to employ a full-time staff that manage marine, geological, paleontological exhibits, as well as develop and deliver programming year-round. The main focus of Marine Science Center programming is providing field experiences to school groups that are aligned with the state education standards, as well as similarly accredited educator training.

The Marine Science Center has developed a strong program in the last several years called “citizen science” that provides outreach for people of all ages and backgrounds to become involved in environmental monitoring of the Puget Sound and its surrounding environs. The Center serves between approximately 18,000 to 20,000 participants each year in programming and outreach, and strives to grow that by undertaking more sustainable program models. The Marine Science Center raised over $1,000,000 through corporate and individual donations, and foundational funds to rehab the Thistle building into the Natural History Center. In order to secure some of the grant funds, a longer term lease was required. Port Townsend Marine Science Center operates under an agreement with the State that has a 24 year term, and a lease amount of $1200 per year for office space and storage space in building 200, storage space in 304, maintenance space in 306, buildings 502 and 532.

**Port Townsend School of Woodworking**

The Port Townsend School of Woodworking is a recent addition to the on-site partners of Fort Worden State Park. Created and managed by three local partners, the school has taken residence on the campus of the park and begun offering classes and workshops that are open to the public. Following a brief trial period, the School of Woodworking is anxious to become more prominently positioned as a program that not only appeals to current and aspiring artists, but also provides practical skills to interested individuals regarding woodworking.

Programs at the Port Townsend School of Woodworking range in duration, and generally account to approximately $135 per day per person. The School operates under a short term memorandum of agreement with Fort Worden and pays about $230 each month. A long term partnership will be developed.
PT Outdoors

PT Outdoors provides recreational equipment rental on a seasonal basis at Fort Worden State Park, including but not limited to sea kayaks and bicycles. This small business assists the park to feature self-guided outdoor recreational experiences to visitors without incurring substantial overhead or operational expenses. PT Outdoors operates under a concessionaire agreement with the State that has a five-year term, and provides $275 per month in concession rights.

Volunteers at Fort Worden State Park

There is a long history and tradition of the tremendous impact of volunteers on the development and delivery of programs and services at Fort Worden. The state park, as well as a multitude of the on-site partners, relies heavily on a volunteer labor force either wholly or partially as a critical component of service delivery. Currently volunteers are recruited and trained independently by each organization as needed which has led to challenges by many to keep a volunteer roster that is sufficient for their needs. Smaller organizations like the Commanding Officer’s Quarters Museum and the Coast Artillery Museum struggle each year to recruit and retain adequate volunteers to manage their operations.

It is anticipated that the shift in management approach at Fort Worden discussed in later sections of this report would include the consolidation of volunteer recruitment, training, and retention efforts. This would result in less fragmentation to this aspect of daily operations at the park, as well as increased efficiency to support the individual needs of organizations seeking volunteers on-site. To demonstrate the significance of volunteers to daily operations at Fort Worden it is reported that in 2006 there were verified to be 200 regular volunteers that accounted for over 30,000 total labor hours. According to the Bureau of Labor Statistics national estimated dollar value of volunteer time of $18.77 per hour (2006), volunteers account for approximately $563,100 of annual in-kind labor provided to Washington State Parks and its operating partners at Fort Worden in 2006. The enhancement and expansion of programs at Fort Worden will strongly rely upon the tremendous value and cost avoidance provided by the invaluable volunteers and the time they give.
Summary of Market Analysis

Per the scope of this project, the Consultant Team performed an analysis of the target market for Fort Worden as a Lifelong Learning Center to ground-truth financial projections within the business plan. The following summary details key findings associated with that analysis.

Methodology

Demographic data used for analysis was obtained from Environmental Systems Research Institute, Inc. (ESRI), the largest research and development organization dedicated to Geographical Information Systems (GIS) and specializing in population projections and market trends. Data was acquired that allowed an in-depth study of the following primary target markets:

- 60 mile radius from Fort Worden State Park
- 120 mile radius from Fort Worden State Park
- 300 mile radius from Fort Worden State Park

Data acquired in December 2007 by ESRI reflects actual numbers reported in 2000 Census and projections for 2007 and 2012 as estimated by ESRI; straight line linear regression was utilized for projected 2017 and 2022 demographics. The map below illustrates the 60, 120, and 300-mile radii from Fort Worden State Park.
Primary Service Market

The Primary Service Market of Fort Worden State Park is the total population of residents and visitors to the area within 300 miles from the park. This population represents the primary segments of the general public that are regularly served by the facilities and amenities of Fort Worden State Park. Based upon extensive public and stakeholder input associated with this project, it has been determined that the Primary Service Market is comprised of members of the public who have the following expectations regarding Fort Worden:

1. Fort Worden State Park will feature diverse public recreation opportunities that are cognizant and respectful to protect the historical and cultural context, and the natural resources of the site.
2. Fort Worden will remain a state park and sustain operating policies and practices appropriate for a public facility.
3. Fort Worden will remain responsive to the needs and interests of the general public for park and recreation programs and facilities.

It is critical that current and future operations of Fort Worden State Park continue to adequately serve the public need for park and recreation programs and facilities. The Primary Service Market features the following characteristics in which programs, services and facilities should address:

- 9,916,266 U.S. citizens live within 300 miles of Fort Worden; estimated over 11,000,000 total.
- Median income grew 28% from 2000 ($44,480) to 2007 ($56,840) and projected to grow another 18% by 2012 ($67,318).
- 29% of total population in 2022 will be over the age of 55+.
- 10.6 million U.S. citizens are projected to live within 300 miles of Fort Worden by 2012; estimated over 12.1 million total.
- Recreational expenditures of people within 300 miles of Fort Worden include the following and their proportion of personal recreational spending:
  - Entertainment fees and admissions (34.2%)
  - Recreational vehicles and fees (24.7%)
  - Toys and games (23%)
  - Sports, recreation, and exercise equipment (11.8%)
  - Reading (11.7%)
  - Photography equipment and supplies (7.6%)
- Age distribution of residents estimated for 2007, 2012, and 2017 are:

<table>
<thead>
<tr>
<th>Age Group</th>
<th>2007</th>
<th>2012</th>
<th>2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ages 55+:</td>
<td>2,295,181</td>
<td>2,716,739</td>
<td>3,088,686</td>
</tr>
<tr>
<td>Ages 35-54:</td>
<td>2,926,444</td>
<td>2,953,532</td>
<td>3,061,240</td>
</tr>
<tr>
<td>Ages 18-34:</td>
<td>2,342,068</td>
<td>2,512,081</td>
<td>2,656,231</td>
</tr>
<tr>
<td>Ages &lt;18:</td>
<td>2,352,573</td>
<td>2,447,742</td>
<td>2,506,823</td>
</tr>
</tbody>
</table>

General programs and services at Fort Worden State Park should continue to provide equitable, accessible, and traditional opportunities that accommodate the general public as a whole, while utilizing the Primary and Secondary Target Market analysis that follows to direct future marketing expenditures and initiatives supporting the success of the Fort Worden Lifelong Learning Center.
Primary Target Market

The primary target market for the Fort Worden Lifelong Learning Center is located within a 300-mile radius of Port Townsend, and has the following characteristics:

- **Individuals and Families**
  - Adults ages 35+
  - Household income $56,000+
  - Core interests
    - Arts / cultural events
    - Environmental advocacy
    - Historic and cultural preservation
    - Outdoor activities

- **Groups**
  - Schools – public and private
  - University clubs and faculty
  - Church and religious groups
  - Organizations / associations with aligned mission and interests to Fort Worden programs and services
  - Business meeting planners
  - Conference planners
  - Bus tours / group tour services and organizers

Additionally, participation rates for select outdoor recreation activities were developed from an analysis of American Sports Data, the most comprehensive annual database of outdoor sport participation trends in the United States. Based upon the population within 300 miles of Fort Worden, the figure below details provides examples of estimated market size by activity, projected capture rate, and subsequent annual captured market. Capture rates will be dependent on a reasonable and sustained marketing campaign targeted at select user groups.

<table>
<thead>
<tr>
<th>Recreation Activity</th>
<th>Saltwater Fishing</th>
<th>Recreational Kayaking</th>
<th>Recreational Bicycling</th>
<th>Nature Viewing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Estimated Participation</td>
<td>503,405</td>
<td>313,532</td>
<td>1,695,869</td>
<td>4,397,722</td>
</tr>
<tr>
<td>Estimated Capture Rate</td>
<td>1.00%</td>
<td>2.00%</td>
<td>2.00%</td>
<td>0.50%</td>
</tr>
<tr>
<td>Estimated Captured Market</td>
<td>5,034</td>
<td>6,271</td>
<td>33,917</td>
<td>21,989</td>
</tr>
</tbody>
</table>
Secondary Target Market

The secondary target market for the Fort Worden Lifelong Learning Center is the U.S. domestic market located beyond the 300-mile radius from Port Townsend. Target areas were identified based upon historical source data for reservations at Fort Worden from other states. The figure below quantifies the relative proportion of visitors to Fort Worden from regions within the U.S.:

![Pie chart showing the relative proportion of visitors from different regions.](chart)

This analysis yields the following top five potential secondary markets in the United States. The number in parentheses indicates the number of reservations/arrivals from these states in 2006.

1. Idaho (159)
2. Virginia (103)
3. Arizona (64)
4. Colorado (62)
5. Florida (57)

The figures below and on the following pages detail Fort Worden arrival data by region and by state, and identifies the top three markets within each region. The number in parenthesis indicates rank in the top five potential secondary markets as listed above.

- Idaho (1)
- Colorado (4)
- Montana
The international secondary market is obviously dominated by Canada, with the United Kingdom as the only other specific international source of past Fort Worden visitors. It is presumed that areas in Japan and eastern Asia may be potential international secondary market for substantial growth opportunities. The figure below details international visitors to Fort Worden in 2006.
Recommended Core Programs and Services

These Core Programs and Services are recommended in support of the goals and objectives of Fort Worden operating as a successful and sustainable Lifelong Learning Center. The goals of the Center are detailed as:

1. To be a Lifelong Learning Center that is recognized as 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.

2. 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.

3. With a variety of conference facilities and accommodations ranging from camping to residences and single guest rooms, Fort Worden allows visitors to design their stay around their needs and preferences.

4. The Fort Worden Lifelong Learning Center will remain a part of the Washington State Park System and retain all aspects of a public park facility including accessibility, reasonable and equitable pricing, and natural and cultural resource protection priorities.

5. Any future development of the Fort Worden Lifelong Learning Center will responsibly address and include effective management of the energy requirements of the site as a whole, safe and efficient circulation of people to and throughout the site, the protection of tranquil and personal experiences in the outdoors, and the preservation of the character of the site and its history.

Likewise, to achieve sustainable operations through sound business practices it has been identified that increasing traffic and average length of stay in improved overnight accommodations should be the predominant focus of programs and services on-site. This will be accomplished through organized, collaboratively planned and facilitated, and properly promoted key areas of focus:

- Destination Learning Programs
- Retreats and Conference Development
- Events
- Self-guided Site Experiences

The following sections provide a basic review of recommendations aligned with these four key areas of focus.

Destination Learning Programs

Destination learning programs are designed to serve people of all backgrounds, interests, and abilities, but with one common characteristic – the desire to engage in interactive and meaningful travel and leisure experiences. The recommendations for core destination learning programs at Fort Worden are focused on celebrating the strengths and capabilities of existing partners, identifying areas where new partners can be attracted, and following the trends of successful programs of a similar nature from around the United State and internationally.
The recommended destination learning programs for Fort Worden are organized in the following four categories: Arts and Culture, Natural Science Field Studies, Health and Wellness, and Historic Appreciation and Cultural Preservation.
Fort Worden Lifelong Learning Center
Core Destination Learning Programs & Other Core Services

Destination Learning Programs

- Arts and Culture
- Historic Appreciation and Cultural Preservation
- Natural Science Field Studies
- Health and Wellness
- Conferences and Retreats
- Events
Arts and Cultural Programs

Building on the success of Centrum and its partners, arts and cultural programs are a integral component of Fort Worden’s identity and uniqueness. It is recommended that the theme of arts and cultural program organization be:

*Specialized workshops, seminars, & residencies supported by events & performances*

Specific programs and areas of focus for collaborative program planning and scheduling should follow this basic structure:

- **Performing arts**
  - Music
  - Dance
  - Drama

- **Visual arts**
  - Painting
  - Sculpture
  - Photography

- **Trade arts**
  - Wood working
  - Glass blowing
  - Pottery
  - Culinary

- **Literary arts**
  - Writing
  - Reading

Natural Science Field Studies

Trends indicate that people of all ages are becoming increasingly interested in both service learning and targeted field studies aligned with their personal interests. Currently, the Port Townsend Marine Science Center provides programs that serve as a great foundation for expanding the menu of environmental field studies available to visitors and guests of Fort Worden. These programs are targeted to address the fast-increasing interests to strengthen individual environmental awareness and stewardship. It is recommended that the theme of educational field study organization be:

*Experiential and interactive natural science experiences for all ages*

The recommended programs in this report focus on the existing services and future potential of the Port Townsend Marine Science Center (PTMSC).
Specific programs and areas of focus for collaborative program planning and schedule could follow this basic structure:

- **Marine Science Center**
  - Daily tours of exhibits
  - Specialized programs on demand
  - Floating laboratory tours

- **Youth Programs**
  - Single-day programs serving school groups: Grades 5 through 12
  - Multi-day programs serving school groups: Grades 7 through 12
  - Summer camp programs for older youth

- **Citizen Science Center**
  - Single and multi-day programs serving older youth and adults
  - Lab-based field experiences on environmental quality and monitoring
  - Develop network of citizen monitoring and stewardship programs

**Health and Wellness**

More and more, travelers are seeking leisure and recreational experiences that notably improve their overall sense of personal health and well-being. Supporting this trend, Fort Worden is uniquely positioned to provide programs that provide a diverse approach to healthy lifestyles. It is recommended that the theme of health and wellness program organization be:

* A holistic approach to physical well-being

Specific programs and areas of focus for collaborative program planning and schedule should follow this basic structure:

- **Madrona MindBody Institute**
  - Nia, Vigorous Flow Yoga, Pilates, Soul Motion™-inspired Dance, Tribal Fusion Belly Dancing
  - Massage therapy
  - Spa treatments
  - Day classes and residential programs

- **Outdoor Recreation**
  - Olympic Peninsula road cycling tours
Guided sea kayaking
- Shoreline fishing, diving, water skiing

Self-directed Outdoor Experiences
- 12 miles of coastal and interior hiking/biking trails
- Sport courts and ball fields
- Extensive beach on Puget Sound
- Natural landscapes and open spaces

Historic and Cultural Appreciation and Preservation

It is undeniable that the central identity of Fort Worden revolves around its history as a coast artillery outpost. The architecture and grounds of the park tell the story of decades of meaningful history of an important and integral purpose served by Fort Worden as a part of the “Triangle of Fire.” It is critical that the destination learning programs include this area of focus. It is recommended that the theme of historic appreciation and preservation program organization be:

A glimpse at our past is the gateway for our future

Specific programs and areas of focus for collaborative program planning and schedule should follow this basic structure:

- Coast Artillery Museum
  - Historic Fort Worden
  - “Triangle of Fire” coast defenses
  - Coast artillery and military history
- Commanding Officers Quarters Museum
  - Historic Fort Worden
  - Living conditions of historic military officers and their families
- Historic and Cultural Preservation
  - 434,000 square feet of buildings – majority are historic structures
  - “Vanishing Trades” workshops and seminars
  - Living classroom of adaptive re-use of historic structures
- Native American Culture
  - Understand how the land was used before it became a military installation
  - Work with local tribes to teach Native American cultural traditions and programs
Retreats and Conference Development

Fort Worden is an ideal location for unique retreats and small to medium-sized conferences. The beauty and tranquility of the natural surroundings, character of Port Townsend, varied accommodations on-site, and diverse programs available make Fort Worden a place where groups can enjoy a one-of-a-kind experience.

Unique retreats and conference development remains a recommended core program and service because of its potential to yield substantial traffic for improved overnight accommodations. Additionally, this area of focus will also utilize the other facilities of the Fort including small and large meeting rooms, indoor special event and performance venues, and programs of on-site partners. The outline below details the services that should be available in the pursuit of retreats and conferences:

- **Varied accommodations**
  - Private (1, 2, and 3-bedroom units)
  - Semi-private (4, 5, 6, and 11-bedroom units)
  - Group (Dormitories and barracks)

- **Full service, on-site meals and catering**

- **Meeting space**
  - Small rooms / Large rooms
  - Special event and performance spaces

- **Business support services**
  - On-site Wi-fi
  - Audio-visual equipment

- **Program packages and options**
  - Arts & Cultural
  - Educational Field Studies
  - Health & Wellness
  - Historic Appreciation and Preservation

Later sections of this report will address target groups to which these services can be marketed, as well as recommended strategies for organizing a sales and marketing campaign. Fort Worden should maintain an annual goal for the number of groups and average group size of those served with retreat and conference services that is a viable contribution to the target annual occupancy of private improved overnight accommodations.
Events

Centrum has established a benchmark of success for Fort Worden in the development and facilitation of large, highly-attended, and sustainable events held each year. The three largest events each year at Fort Worden are the Jazz Fest, Fiddletunes Workshop, and the Blues Festival. The success of these events can be replicated with programs that focus on other areas of interest to Fort Worden visitors, and creating a celebration atmosphere around those opportunities.

Events need to be planned so that guests will be attracted to Fort Worden for multiple days, on-site partners should invite and engage guests in activities and programs, encourage camping and promote the improved accommodations of the Fort, while endorsing the ancillary and support services available at the park (i.e. food service, retail, etc.). Additionally, events should be evaluated at the end of each year as to how they can be “refreshed” for future seasons in order to maintain visitation and appeal. Finally, the programmatic model of Chautauqua Institution in New York is recommended for the development of a week-long, or multi-week event that can utilize the facilities and programs of Fort Worden nearly to full capacity for an extended period.

Recommended areas of focus which large-scale events should be developed and maintained include:

- Arts and Cultural
- Recreation and the Outdoors
- Holidays and Seasonal Themes
- Personal Enlightenment
- Environmental / Sustainable Exploration
- Historic Appreciation
- Culinary Events

Services that can be celebrated as adding value and provided the necessary amenities to support large-scale events include:

- Varied accommodations
  - Camping
  - Improved accommodations
- Full service, on-site meals and catering
- Meeting space
  - Outdoor open spaces and performance venues
  - Indoor special event and performance venues
- Business support services
- Program packages and options
  - Day packages
  - Multi-day packages
Self-directed Site Experiences

It was noted in the process of conducting thorough site and facility assessments for this project that one of the areas of great opportunity for enhancing the visitor experience at Fort Worden is improving self-directed site tours. Fort Worden has tremendous historical and natural resources that can be leveraged into meaningful interpretive experiences that do not require staffing or guided facilitation. This is a recommendation for focus as a core program and service of the park, including the ongoing management of amenities supporting self-directed experiences for improvement and maintenance.

The recommendations for more developed self-directed experiences are as follows:

- **Interpretive trails**
  - Natural resources focus
  - Historic and cultural significance focus

- **Site signage**
  - Consistent theme and design
  - Support self-guided site tours

- **Outdoor exhibits**
  - Clustered display areas
  - Large, military artifact replicas
  - Wildlife viewing areas

- **Multi-media**
  - Static signage
  - Audio tours
  - Web-interaction (virtual component)

- **Visitor incentives**
  - Fort Worden “Scavenger Hunt”
  - Reward for collecting information found from site tours
Program and Services Implementation Plan

The financial analysis and recommended business plan are formed around some basic organization and management principles for implementing the destination learning programs described herein. These include the delineation of partners into two major categories of roles and responsibilities.

Partner Classification

It is recommended the existing partners be organized into these categories as detailed below. Any new partners can be recruited and should be organized into these categories as well.

- **Primary Program Partners**
  - Destination Learning Programs
  - Collaborative Program Planning
  - Day and Multi-day Formats
  - Collaborative Packaging
  - Special Events

- **Support Partners**
  - Collaborative Program Planning
  - Day and Multi-day Formats
  - Collaborative Packaging
  - Business services / Conference support
  - Special Events
Support Partners

Formalized Relationships

The operating relationships with partner organizations should be formalized into agreements that have standardized parameters and a consistent structure of terms to protect the State, the managing entity of Fort Worden Lifelong Learning Center, and the partner organizations. These agreements should be developed and sustained under the guidelines detailed below.

**Standardized Parameters**

<table>
<thead>
<tr>
<th>Parameter</th>
<th>Description</th>
<th>Application</th>
</tr>
</thead>
<tbody>
<tr>
<td>Performance</td>
<td>Performance goals for partner organizations in program development and facilitation, and/or services supporting the business and operating goals of Fort Worden.</td>
<td>Primary and Support Partner Agreements</td>
</tr>
<tr>
<td>Fees</td>
<td>Established fees and payments to managing entity of Fort Worden Lifelong Learning Center including base rent for administrative/storage space, percentage of gross earned revenues, and rental rates of additional facilities for programs.</td>
<td>Primary and Support Partner Agreements</td>
</tr>
<tr>
<td>Indemnity and Insurance</td>
<td>Mutual indemnity for all parties to be held harmless from gross negligence or circumstantial liability as a result of Fort Worden operations, and minimum insurance requirements.</td>
<td>Primary and Support Partner Agreements</td>
</tr>
<tr>
<td>Partner Investment</td>
<td>Tiers of required financial and/or labor investment to support specified administrative functions including, but not limited to program development, marketing, and customer support.</td>
<td>Primary and Support Partner Agreements</td>
</tr>
</tbody>
</table>
Structure of Terms

<table>
<thead>
<tr>
<th>Terms</th>
<th>Description</th>
<th>Application</th>
</tr>
</thead>
<tbody>
<tr>
<td>Performance – Programs</td>
<td>Performance goals for the partner organization in program development and facilitation supporting the business and operating goals of Fort Worden, including target annual overnight stays from multi-day programs. Failure to meet these goals can result in increased fees paid to the managing entity for the next year.</td>
<td>Primary Partner Agreements</td>
</tr>
<tr>
<td>Performance – Services</td>
<td>Performance goals for the partner organization in the provision of services supporting the business operating goals of Fort Worden. Failure to meet these goals can result in increased fees paid to the managing entity for the next year.</td>
<td>Primary and Support Partner Agreements</td>
</tr>
<tr>
<td>Fees – Facility Use</td>
<td>Established fees and payments to managing entity of Fort Worden Lifelong Learning Center for base rent for administrative and storage space, percentage of gross earned revenues, and rental of facilities for programs. Annual partner fees will be paid regularly, either monthly or quarterly, and incorporate a reduction schedule based upon utilization of overnight facilities. For example, meeting or exceeding annual performance goals as described above could result in reduced fees for the remaining payment periods until the end of the year, as well as continuation of reduced fees for the next year. Partner financial and/or labor investment in general administration, marketing, facility management, or capital development can also impact fees.</td>
<td>Primary and Support Partner Agreements</td>
</tr>
<tr>
<td>Duration</td>
<td>Established tiers of duration based upon level of investment by partner organization ranging from one (1) year, not to exceed 50 years. Fees will potentially fluctuate annually based upon partner performance, but will be within an established range for the term of the agreement.</td>
<td>Primary and Support Partner Agreements</td>
</tr>
</tbody>
</table>

Areas of Focus and Program Standards

Program providers should be directed and managed to focus on select areas of destination learning programs facilitated at the Fort Worden Lifelong Learning Center. This will help to sustain a complimentary blend of programs and services that is diverse and progressive. The matrix on the following pages provides recommended areas of focus and program standards for the recommended destination learning programs and core services.

All program standards can be modified and adjusted to fit unique circumstances. It is assumed group and discount pricing may be applied. Suggested prices are for programs only, not including any lodging, food, or linens/laundry for multi-day experiences. Target annual participation represents total participation and target annual overnight stays represents improved accommodations only.
Arts and Culture

These programs will predominantly be developed and provided by the following existing Primary and Support Partners:

- Centrum
  - Copper Canyon Press
  - Corvidae Press
  - Goddard College
- Port Townsend School of Woodworking
- Off-site preferred customers

<table>
<thead>
<tr>
<th>Type</th>
<th>Focus</th>
<th>Market</th>
<th>Size</th>
<th>Length</th>
<th>Price</th>
<th>Cost Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Workshops</td>
<td>Performing Visual, Trade, Literary Arts</td>
<td>General public, target interest markets</td>
<td>5 - 25 persons</td>
<td>1 - 4 days</td>
<td>$55 – 195 / day / person</td>
<td>125%+</td>
</tr>
<tr>
<td>Workshops</td>
<td>Performing Visual, Trade, Literary Arts</td>
<td>General public, target interest markets</td>
<td>26 - 50 persons</td>
<td>1 - 4 days</td>
<td>$35 – 145 / day / person</td>
<td>125%+</td>
</tr>
<tr>
<td>Seminars</td>
<td>Performing Visual, Trade, Literary Arts</td>
<td>General public, target interest markets</td>
<td>15 - 250 persons</td>
<td>1 day</td>
<td>$25 – 85 / day / person</td>
<td>100%+</td>
</tr>
<tr>
<td>Residencies</td>
<td>Performing Visual, Trade, Literary Arts</td>
<td>Target interest markets</td>
<td>1 – 12 persons</td>
<td>Varies</td>
<td>Varies</td>
<td>100%+</td>
</tr>
<tr>
<td>Events</td>
<td>Performing Visual, Trade, Literary Arts</td>
<td>General public, target interest markets</td>
<td>25 – 1,000+ persons</td>
<td>2 – 6 days</td>
<td>Varies</td>
<td>125%+</td>
</tr>
<tr>
<td>Performances</td>
<td>Performing Visual, Trade, Literary Arts</td>
<td>General public, target interest markets</td>
<td>25 – 1,000+ persons</td>
<td>¼ day to 1 day</td>
<td>$0 – 75 / performance / person</td>
<td>150%+</td>
</tr>
</tbody>
</table>

Target Annual Participation | Target Annual Overnight Stays
20,000 – 28,000 | 12,000 – 16,000
Natural Science Field Studies

These programs will predominantly be developed and provided by the following existing Primary and Support Partners:

- Port Townsend Marine Science Center
- Northwest Maritime Center
- Olympic Park Institute
- Islandwood
- Off-site preferred customers

<table>
<thead>
<tr>
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<th>Size</th>
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<th>Price</th>
<th>Cost Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Daily Tours</td>
<td>Exhibits, shoreline</td>
<td>General public, groups</td>
<td>5 – 25 persons</td>
<td>2 hours</td>
<td>$20 / person</td>
<td>85%</td>
</tr>
<tr>
<td>Specialized Programs</td>
<td>Marine Biology, Environmental Quality</td>
<td>General public, groups</td>
<td>8 – 50 persons</td>
<td>4 hours to 3 days</td>
<td>$10 – 40 / hour / person</td>
<td>120%+</td>
</tr>
<tr>
<td>Floating Laboratory Tours</td>
<td>Marine Biology, Environmental Quality</td>
<td>General public, groups</td>
<td>Varies</td>
<td>2 – 4 hours</td>
<td>$15 - 25 / hour / person</td>
<td>100%+</td>
</tr>
<tr>
<td>School Programs</td>
<td>Natural Science, Marine Biology, Environmental Quality</td>
<td>School groups grades 5 – 12</td>
<td>8 – 120</td>
<td>2 hours</td>
<td>$5 – 8 / person</td>
<td>65%</td>
</tr>
<tr>
<td>School Programs</td>
<td>Natural Science, Marine Biology, Environmental Quality</td>
<td>School groups grades 7 – 12</td>
<td>8 – 120</td>
<td>1 – 3 days</td>
<td>$35 - 50 / day / person</td>
<td>100%</td>
</tr>
<tr>
<td>Seminars</td>
<td>Marine Biology, Environmental Quality</td>
<td>General public, target interest markets</td>
<td>15 - 250 persons</td>
<td>¼ day to 1 day</td>
<td>$5 – 85 / day</td>
<td>100%+</td>
</tr>
<tr>
<td>Summer Camps</td>
<td>Natural Science, Environmental Quality, Outdoor Recreation</td>
<td>General public, youth groups, target interest markets</td>
<td>6 – 24 persons</td>
<td>4 – 10 days</td>
<td>$35 – 50 / day / person</td>
<td>120%+</td>
</tr>
<tr>
<td>Citizen Science Programs</td>
<td>Marine Biology, Environmental Quality</td>
<td>General public, target interest markets</td>
<td>4 – 12 persons</td>
<td>1 – 2 days</td>
<td>$55 – 75 / day / person</td>
<td>120%+</td>
</tr>
</tbody>
</table>

Target Annual Participation | Target Annual Overnight Stays

15,000 – 25,000 | 500 – 2,500
Health and Wellness

These programs will predominantly be developed and provided by the following existing Primary Partners:

- Madrona MindBody Institute
- PT Outdoors
- Fort Worden State Park
- Friends of Fort Worden
- Off-site preferred customers

<table>
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</tr>
</thead>
<tbody>
<tr>
<td>Equipment Rental</td>
<td>Sports and recreation</td>
<td>General public, groups</td>
<td>n/a</td>
<td>1 – 8 hours</td>
<td>$10 – 25 / hour</td>
<td>100%+</td>
</tr>
<tr>
<td>Classes / Workshops</td>
<td>Health, wellness, sports and recreation, skill clinics</td>
<td>General public, groups</td>
<td>5 – 35 persons</td>
<td>2 – 4 hours</td>
<td>$8 – 65 / hour / person</td>
<td>125%+</td>
</tr>
<tr>
<td>Specialized Programs</td>
<td>Health, wellness, sports and recreation, skill clinics</td>
<td>General public, groups</td>
<td>8 - 50 persons</td>
<td>4 hours to 3 days</td>
<td>$15 – 75 / hour / person</td>
<td>125%+</td>
</tr>
<tr>
<td>Seminars</td>
<td>Health, wellness, sports and recreation, skill clinics</td>
<td>General public, target interest markets</td>
<td>15 - 250 persons</td>
<td>1 day</td>
<td>$25 – 85 / day / person</td>
<td>120%+</td>
</tr>
<tr>
<td>Residential</td>
<td>Health and wellness, skill clinics</td>
<td>General public, target interest markets</td>
<td>4 – 20 persons</td>
<td>2 – 6 days</td>
<td>$35 – 250 / day / person</td>
<td>125%+</td>
</tr>
<tr>
<td>Events</td>
<td>Health, wellness, sports and recreation, skill clinics</td>
<td>General public, target interest markets</td>
<td>25 – 1,000+ persons</td>
<td>1 – 2 days</td>
<td>Varies</td>
<td>100%+</td>
</tr>
<tr>
<td>Recreation Camps / Tours</td>
<td>sports and recreation, skill clinics</td>
<td>General public, target interest markets</td>
<td>4 – 20 persons</td>
<td>2 – 6 days</td>
<td>$35 – 150 / day / person</td>
<td>110%+</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Target Annual Participation</th>
<th>Target Annual Overnight Stays</th>
</tr>
</thead>
<tbody>
<tr>
<td>5,000 – 10,000</td>
<td>500 – 2,500</td>
</tr>
</tbody>
</table>
Historic Appreciation and Preservation

These programs will predominantly be developed and provided by the following existing Primary and Support Partners:

- Coast Artillery Museum
- Commanding Officers Quarters Museum
- Friends of Fort Worden
- Off-site preferred customers

<table>
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<th>Type</th>
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<th>Length</th>
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<th>Cost Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Admission</td>
<td>Exhibits, museums</td>
<td>General public</td>
<td>n/a</td>
<td>n/a</td>
<td>$3 – 8 / person</td>
<td>65%</td>
</tr>
<tr>
<td>Daily Tours</td>
<td>Exhibits, museums, site and grounds</td>
<td>General public, groups</td>
<td>5 – 35 persons</td>
<td>2 hours</td>
<td>$8 - 20 / person</td>
<td>100%</td>
</tr>
<tr>
<td>Classes / Workshops</td>
<td>Historic living skills, historic preservation, “vanishing trades”</td>
<td>General public, groups, target interest markets</td>
<td>5 – 35 persons</td>
<td>½ day to 3 days</td>
<td>$20 – 85 / day / person</td>
<td>125%+</td>
</tr>
<tr>
<td>Specialized Programs / Presentations</td>
<td>Fort Worden military history, historic living conditions, historic preservation</td>
<td>General public, groups, schools and youth target interest markets</td>
<td>8 - 50 persons</td>
<td>½ hour to 2 hours</td>
<td>$3 – 8 / person</td>
<td>85%</td>
</tr>
<tr>
<td>Seminars</td>
<td>Fort Worden military history, historic living conditions, historic preservation</td>
<td>General public, target interest markets</td>
<td>15 - 250 persons</td>
<td>1 day</td>
<td>$25 – 85 / day / person</td>
<td>110%+</td>
</tr>
<tr>
<td>Residential</td>
<td>General military history historic preservation, “vanishing trades”</td>
<td>General public, target interest markets</td>
<td>25 – 250 persons</td>
<td>2 – 3 days</td>
<td>$35 – 250 / day / person</td>
<td>120%+</td>
</tr>
<tr>
<td>Events</td>
<td>Fort Worden and general military history, historic living</td>
<td>General public, 1,000+ persons</td>
<td>25 – 1,000 persons</td>
<td>1 – 2 days</td>
<td>Varies</td>
<td>100%+</td>
</tr>
</tbody>
</table>

Target Annual Participation: 8,000 – 18,000
Target Annual Overnight Stays: 500 – 1,500
Retreats and Conferences

These programs will predominantly be developed and provided by the following parties:

- Fort Worden Primary Partners
- Fort Worden Support Partners
- Washington State Parks
- Port Townsend Chamber of Commerce
- Off-site preferred customers

<table>
<thead>
<tr>
<th>Type</th>
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<th>Size</th>
<th>Length</th>
<th>Price</th>
<th>Cost Recovery</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unique retreats</td>
<td>Quality and diverse accommodations and meeting facilities, innovative programs and services, indoor and outdoor venues, full service destination, natural surroundings, area charm</td>
<td>Public agencies, private non-profit organizations, clubs and associations, for-profit businesses, families and groups</td>
<td>12 – 150 persons</td>
<td>2 – 4 days</td>
<td>Varies</td>
<td>150%+</td>
</tr>
<tr>
<td>Conferences</td>
<td>Quality and diverse accommodations and meeting facilities, innovative programs and services, indoor and outdoor venues, full service destination, natural surroundings, area charm</td>
<td>Public agencies, private non-profit organizations, clubs and associations, for-profit businesses,</td>
<td>12 - 500 persons</td>
<td>2 – 4 days</td>
<td>Varies</td>
<td>150%+</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Target Annual Participation</th>
<th>Target Annual Overnight Stays</th>
</tr>
</thead>
<tbody>
<tr>
<td>2,500 – 8,000</td>
<td>5,000 – 24,000</td>
</tr>
</tbody>
</table>
Self-directed Experiences

These programs will predominantly be developed and provided by the following parties:

- Fort Worden Primary Partners
- Fort Worden Support Partners
- Washington State Parks

<table>
<thead>
<tr>
<th>Type</th>
<th>Focus</th>
<th>Market</th>
<th>Lead Party</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Interpretive Trails</td>
<td>Natural science, cultural, and military history of site, cultural history of site, military history of site</td>
<td>General public</td>
<td>Washington State Parks</td>
<td>Develop trail plans, leverage resources of partner organizations, manage implementation and maintenance</td>
</tr>
<tr>
<td>Interpretive Signage</td>
<td>Natural science and history of site, cultural history of site, military history of site</td>
<td>General public</td>
<td>Washington State Parks</td>
<td>Develop signage plans, leverage resources of partner organizations, manage implementation and maintenance</td>
</tr>
<tr>
<td>Outdoor Exhibits</td>
<td>Natural science and history of site, cultural history of site, military history of site</td>
<td>General public</td>
<td>Primary Partners</td>
<td>Develop exhibit plans, leverage resources of partner organizations, manage implementation and maintenance</td>
</tr>
<tr>
<td>Multimedia</td>
<td>Natural science and history of site, cultural history of site, military history of site</td>
<td>General public</td>
<td>Primary Partners</td>
<td>Design multi-media applications, leverage resources of partner organizations, manage implementation and maintenance</td>
</tr>
<tr>
<td>Incentives</td>
<td>Natural science and history of site, cultural history of site, military history of site</td>
<td>General public</td>
<td>Washington State Parks / Primary Partners / Support Partners</td>
<td>Develop incentive plans, leverage resources of partner organizations, manage implementation and maintenance</td>
</tr>
</tbody>
</table>

Target Annual Participation

20,000 – 36,000
**Additional Program and Services Recommendations**

As noted throughout the sections above, there are extensive programs and services currently provided to visitors and guests to Fort Worden State Park. Recent collaborative efforts between these on-site partners have been strongly encouraged by both state park and Centrum management, and have yielded positive short-term results. It is evident to the Consultant Team that collaboration between partners and service providers in program development and delivery has historically been fragmented and inconsistent, with exceptions among select partners.

Generally, the visitors to Fort Worden State Park are unaware and uncaring to the distinction between organizations and their unique programs available on-site. It has been repeatedly found that at sites where there are numerous and diverse service providers, users and visitors respond favorably through increased purchasing behavior toward seamless and packaged experiences. It is the primary recommendation in assessing programs and services at Fort Worden State Park that a menu of packaged programs be developed utilizing the diverse opportunities available through services of the state park and its partners, collaborative program planning occur regularly, program planning be complete no less than six months prior to the program date, and the collaborative marketing efforts increase utilizing an effective blend of marketing and promotional activities.

**Program Packaging**

The diversity of current visitors to Fort Worden State Park reflects the diversity of programs and services available through the state park and its on-site partners. It is important to maintain a range of opportunities that can appeal to the diverse segments of the park’s target market. A menu of packaged programs can be developed and trialed through implementation by the state park staff, and refined as necessary based upon customer response and program success. Examples of program packages are detailed in Tables 7(a) – (b) below and on the following page.

<table>
<thead>
<tr>
<th>Package</th>
<th>Program Elements</th>
<th>Providers</th>
<th>Target Audience</th>
<th>General Duration</th>
<th>Suggested Price</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adventures of the Past</td>
<td>Entrance to all history museums on-site, and 2-hour interpretive hike among artillery batteries</td>
<td>State Park CAM COQM FoFWSP</td>
<td>General visitors to Fort Worden; overnight reservations</td>
<td>Valid for up to two days</td>
<td>$15/person; group discounts available</td>
</tr>
<tr>
<td>Puget Sounder</td>
<td>Interpretive presentation and tour of Marine Science Center, and basics of environmental monitoring</td>
<td>State Park PTMSC FoFWSP</td>
<td>General visitors to Fort Worden; overnight reservations</td>
<td>Two hours</td>
<td>$20/person; group discounts available</td>
</tr>
<tr>
<td>Puget Sounder II</td>
<td>Interpretive programs and tour of Marine Science Center, and advanced environmental monitoring skills including boat tour</td>
<td>State Park PTMSC FoFWSP</td>
<td>General visitors to Fort Worden; overnight reservations</td>
<td>Four hours</td>
<td>$55/person; group discounts available</td>
</tr>
</tbody>
</table>

*Table 7a: Example Program Packages for Fort Worden State Park*
Program Planning

The Consultant Team observed little consistency among services providers regarding advance planning of programs offered either to the general public or targeted audiences. Knowing the rigors of program promotion and sales, it is critical that programs and packages be planned a minimum of six months to a year in advance. Packages for external customers’ conferences should be planned and promoted to conference and meeting planners. These packages can be used as sales tool and provide appropriate incentives for those planners thinking of using Fort Worden as their conference facility. Programs and packages should be collaboratively planned and scheduled for purposes of being assembled in promotional material with adequate time to allow for effective marketing of these opportunities to the identified target market segments. PROS staff with previous successful experience in designing and delivering programs observe that it generally requires at least 180 days to effectively market programs that can yield effective sales. Subsequently, it is strongly recommended that program planning should be conducted with a minimum of six-month to a year lead time.

PROS recommends that collaborative program planning workshops be scheduled monthly in the initial periods of implementation of the Long Range Plan, and potentially become quarterly as they become more effective and routine. These workshops can be organized with clear and concise goals to develop and enhance collaborative programming available to visitors at Fort Worden State Park as provided through the state park directly and the on-site partners. Program planning goals and objectives should reflect the priorities of the State Park, as well as the service providers involved. Specifically, programs should be planned with identified outcomes such as targeted participants served and/or overnight stays.

Program Promotion

Once collaborative programs and packages are developed, a concerted effort should be made to collectively promote and market these opportunities to the identified target markets. A more detailed marketing mix specific to Fort Worden State Park and the on-site partners will follow in the recommendations phase of the Long Range Plan. In the least, the collaborative website recently developed to clearly communicate the opportunities available to the visitor at Fort Worden State Park is a great start at providing a unified source of information for current and potential customers. It is strongly recommended that information be organized by activity or opportunity, with secondary links to partner organizations. Additionally, program packages and purchase incentives should be prominently promoted through the website, press releases, and strategically distributed promotional materials.
Management and Operations Plan

Summary of Approach

The Management and Operations Plan component of the Business and Operating Implementation Plan provides guidance and recommendations supporting multiple alternatives for managing the implementation and pursuit of the Fort Worden Lifelong Learning Center. Respecting the complexities involved with determining the most appropriate, strategic, and promising alternative management structure that supports the development and delivery of a successful and sustainable lifelong learning center, this plan works to inform Washington State Parks and the Fort Worden State Park stakeholders the full implications, assumptions, and requirements for each of the four (4) alternatives presented. These alternatives include:

1. **Scenario 1 – Washington State Parks Management**
   
   Scenario 1 details the implementation of the Fort Worden Lifelong Learning Center under the singular management of Washington State Parks, with multiple parameters that represent an evolution in the state park business practices, additional labor requirements, programmatic development, and partner accountability and responsibilities. Unique policy requirements as well as political conditions associated with this scenario are detailed. It is critical to note this scenario does not represent a continuation of *status quo* at Fort Worden, but will involve growth, development, and potential change on the part of Washington State Parks and current partners operating on site.

2. **Scenario 2 – Co-management with a Non-profit Organization**
   
   Scenario 2 details the implementation of the Fort Worden Lifelong Learning Center under co-management between Washington State Parks and a selected non-profit willing and able to perform necessary management responsibilities. Scenario 2 involves all current state park staff remaining as state employees and the co-managing entity taking primary responsibility for enhancing, developing and managing use of facilities and program participation. This scenario also includes multiple parameters that represent an evolution in the state park business practices, additional labor requirements, programmatic development, and partner accountability and responsibilities. Unique policy requirements as well as political conditions associated with this scenario are detailed. It is critical to note this scenario involves the growth, development, and potential change on the part of Washington State Parks and current partners operating on site.

3. **Scenario 3 – Primary Management by a Non-profit Organization**
   
   Scenario 3 details the implementation of the Fort Worden Lifelong Learning Center under the primary management of a selected non-profit willing and able to perform necessary management responsibilities. Scenario 3 involves the partial transition of current state park staff to become employees of the new managing entity. This scenario also includes multiple parameters that represent an evolution in the state park business practices, additional labor requirements, programmatic development, and partner accountability and responsibilities. Unique policy requirements as well as political conditions associated with this scenario are detailed. It is critical to note this scenario involves the growth, development, and potential change on the part of Washington State Parks and current partners operating on site.
4. Scenario 4 – Full Management by a Non-profit Organization

Scenario 4 details the implementation of the Fort Worden Lifelong Learning Center under the full management of a selected non-profit willing and able to perform necessary management responsibilities. Scenario 4 involves the complete transition of current state park staff except law enforcement / ranger staff to become employees of the new managing entity. This scenario also includes multiple parameters that represent an evolution in the state park business practices, additional labor requirements, programmatic development, and partner accountability and responsibilities. Unique policy requirements as well as political conditions associated with this scenario are detailed. It is critical to note this scenario involves the growth, development, and potential change on the part of Washington State Parks and current partners operating on site.

In the sections that follow these alternative scenarios will be further discussed and compared, with detailed pro forma supporting each provided in Appendix A through Appendix D. Three of these four alternatives involve a complex relationship between Washington State Parks and a non-profit organization for some level of shared or transferred management responsibilities of Fort Worden State Park / Lifelong Learning Center. A Governance Task Force was chartered by the Washington Parks and Recreation Commission in 2007 to explore and recommend governance alternatives that would best enable the sustainable operations of the envisioned lifelong learning center. These recommendations and associated benefits and opportunities are detailed below.

Alternative Governance Recommendations

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, the Fort 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.

As a first step toward this vision, the Commission chartered a task force to evaluate governance structures and recommend the one best suited to manage the Fort. The Director appointed Task Force members 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)
From its analysis, the Fort Worden Task Force recommends that a non-profit corporation is best suited to manage a Life Long Learning Center. 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.

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 the Fort.

Should State Parks’ staff and the Commission concur with the Task Force’s recommendation, management responsibility would transition over a period of time, as the new manager builds experience, capacity, and capability. A formal Memorandum of Understanding (MOU) between the Commission and the prospective non-profit would guide this transition, which may take several years to accomplish.

During the transition, the Commission will 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 is 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.

Staff will 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 will be negotiated. Ultimate transfer of management will likely take the form of a long-term master lease agreement.

**Governance Assumptions in Operating Pro-Forma**

For purposes of developing the operations pro-forma provided in this Business and Operating Implementation Plan, it is assumed that any transition into a management agreement of any level with a private, non-profit organization will occur over a period of four (4) years, with Year 1 being Fiscal Year 2009. Additionally, it is assumed that the partner organizations will have developed operating agreements with either the new managing entity of Fort Worden or Washington State Parks at that time and will provide revenues from rent, facility use, program facilitation, and additional identified potential revenue streams to support the operating costs of the Fort Worden Lifelong Learning Center.

This pro-forma also projects operating conditions for the period following the opening and operations of the new single-guest accommodations project. It is assumed in Year 5 that this project enters active use by the public and operates either directly managed by the non-profit management entity or under a concession agreement of a partner yet to be identified.
Benefits and Opportunities of Alternative Governance / Management

There are multiple benefits and opportunities that have been identified with the recommended governance structure proposed by the Governance Task Force as it applies to this Management and Operations Plan that supports this Business and Operating Implementation Plan. These benefits and opportunities include:

- **Combined administration**
  - Economy of scale / Shared responsibilities / Reduced redundancy
  - Reservations / Concierge
  - Volunteer recruitment and training
  - Retail

- **Phased development**
  - Management transition
  - Operational / programmatic growth
  - Capital repair / renovation / replacement
  - New capital development

- **Flexible management practices**
  - Pricing and procurement
  - Commercial relationships
  - More diverse opportunities for revenue generation

- **Expanded partner programs**
  - Addressing existing partner facility needs
  - Recruiting new partner service providers needing facilities
  - Beneficial co-branding and new market development
  - Developing the operational capacity of existing and future partners

- **Proactive facility management**
  - Better resourced facility maintenance team
  - Regular coordination of needs and priorities
  - Balanced schedule

- **Unify key messages and brand**
  - Maintain on-site partner individuality
  - Enforced co-branding policies and practices
  - Develop simple, inclusive venues for delivering unified brand

In summary, it is anticipated that as a result of more flexible management practices from a non-governmental managing entity, improved performance of existing facilities and services, and new improved accommodations development, State Parks will be able to reliably stabilize and potentially achieve substantial cost avoidance in its annual contribution to the operations of Fort Worden State Park.
Cost-based Accounting and Cost of Service Analysis

One of the major underpinnings of this Business and Operating Implementation Plan is the recommendation to universally adopt cost-based accounting for the managing entity and partners operating at Fort Worden. It is critically important moving forward that the direct and indirect costs associated with providing facilities, programs, and services to the public at Fort Worden Lifelong Learning Center are known, tracked, and applied. With cost of services known it will be substantially easier for managers and operators at Fort Worden to make prudent pricing decisions, communicate true costs of service to the stakeholders and local community, and defend funding proposals to both public and private funders.

The three primary best practices for why tracking full cost of services is important are:

- Determination of the cost effectiveness of each program area including identifying subsidy levels and resource efficiencies
- Analysis of operations associated with each program area to identify total costs and assist in the design of appropriate user fees
- Confirmation of the achievement of pricing policies and recovery goals
- Determine capabilities to cover program costs for low income participants and development of new programs through higher revenue generating programs

Cost of service analysis determines the total cost of providing services to individual customers, groups of customers, or an entire customer base. The total cost of service includes all direct and indirect costs. Results of this analysis can support decision making for determining what programs and services require additional operating capital or additional fees to be charged for specific services.

Standard assumptions and methodology to maintain a cost of service analysis follow:

- Direct costs include those costs incurred in the existing budget organizations such as salaries and benefits, store inventory, activities, uniforms, supplies, equipment rental, contractual services, printing, programming, and volunteer program.
- All costs other than direct costs are considered indirect costs. Indirect costs are allocated to each department and/or program based upon an established formula.
- Direct cost plus the indirect costs equal the total costs.
- Total costs divided by the units of service were identified to determine the total costs per unit of service.
- Results of the cost of service analysis do not necessarily mean that Fort Worden should recover all of the costs of a service through user fees. Though the cost of service depicts the cost to provide a service, it should not be used as a cost recovery benchmark. The cost of service results reveal what is required in the way of operating capital and what rates should be set to meet the recovery goals of the pricing policy. When evaluating the pricing of services, organizations typically analyze their target market and the social and economic impact of the service, the characteristics of the product or service, and environmental influences.
A cost of service analysis includes three levels of assessment:

- **Direct Cost** - The most detailed analysis will be at the program level and will assess the cost and related recovery for each activity within the budget programs. This assessment will document the direct cost of each program area.

- **Indirect Cost** - Second tier assessment will allocate the indirect costs to the program areas. The indirect costs need to be more thoroughly reviewed in relationship to both the direct cost and potential extra administrative and/or facilities costs associated with each program offering. Indirect costs include administrative labor and other costs (materials, supplies, etc), general maintenance, utilities, and services from organization units such as accounting services, legal services, marketing, and external service charges and contractors.

- **Other Financial Impacts** - Third tier assessment will allocate debt service, external costs, and external funds; such as grants, gifts or donations, to the program areas.

Based on the information collected and analyzed, the PROS Team believes that Fort Worden has the basic information needed to complete a full cost of service analysis. Data maintained by Fort Worden is notably better than most park and recreation sites or agencies reviewed by the PROS Team. The PROS Team recommends that Fort Worden establish cost recovery rates for each program category.

The following steps are required to implement a full cost of service approach.

**Data Collection**

Data collection includes gathering the following operating data:

- Documentation for the allocation of administrative and overhead costs
- Maintenance activities documentation
- Development of capital renewal and rehabilitation costs to allocate to the services and programs

**Cost Analysis**

Current cost methodology documents total direct costs for each program or service. Indirect costs are those which are not easily identifiable with a specific program, but which may be necessary to the operation of the program. These costs are shared among programs and, in some cases, among functions. Administrative costs also need to be identified such as purchasing, human resources, information services, general management and governance which should be charged as indirect costs.

**User Fee Design**

Analysis of each program area’s resource requirements documents the proper allocation of resources to achieve the desired quality and quantity of services and programs. Additionally, the analysis provides a method for documenting operational efficiency and determining subsidy levels. Based on the pricing policies and recovery goals, Fort Worden will have the capability to revise existing and/or design new user fees.

**Update of Pricing Policies**

During the cost of service analysis is an opportune time to review and update the pricing policies to maximize the results of the cost of service analysis and make adjustments to policies and cost recovery goals.
Personnel and Staffing Management

The four alternative operating pro-forma provided within this Business and Operating Implementation Plan have been developed with several assumptions addressing the transition and management of personnel associated with the daily operations of the Fort Worden Lifelong Learning Center. All recommendations are provided with the foundational value of preserving the quality of the employment terms and conditions of current employees of Fort Worden State Park, and that all existing state park staff are necessary and prudent to continue working with either State Parks or the new management entity of Fort Worden. Represented within the four alternative pro forma provided, there are three distinct options for the management of current state park staff that are:

1. All employees remain state employees (Scenarios 1 and 2).
2. Partial transition of employees to the new management entity (Scenario 3).
3. Complete transition of employees to the new managing entity except law enforcement / ranger staff (Scenario 4).

General Operations

For purposes of organizing and reference to existing personnel, Fort Worden State Park staff have been categorized into the following major areas:

- Administration
  - Park Area Manager
  - Office Assistant
- HR / Finance
  - H&F Resources Manager
  - Office Assistant
- Programs
  - Program Specialist 4 and direct reports
- Rangers
  - Ranger 3 and direct reports
- Maintenance
  - C&M Superintendent 2 and direct reports
- Caretakers
  - Caretaker supervisor and direct reports

The personnel and staffing implications that coincide with the alternative scenarios that are further explained in the pro forma included within the appendices of this report are detailed below.

Scenario 1 – Washington State Parks

In Scenario 1 all current state park staff will remain as state employees, and may perform work per enhanced practices and policies that are necessary to achieve the sustainable vision of the Fort Worden Lifelong Learning Center.

Ten (10) additional Full-Time Equivalent (FTE) positions are projected to be necessary in Washington State Parks as a result of the intensive facility assessments, and staff and stakeholder interviews. These positions include:
1. Three (3) additional facility maintenance staff
2. Two (2) additional conference planners (program staff)
3. Two (2) additional law enforcement / ranger staff
4. One (1) marketing coordinator
5. Two (2) additional custodial staff

It is assumed in Scenario 1 that the operating partners at Fort Worden Lifelong Learning Center would have independent staffing needs not reflected here. That includes the 20 projected staff needed for the management of the proposed single-guest accommodations by a private partner yet to be identified.

Scenario 2 – Co-management with a Non-profit Organization

In Scenario 2 all current state park staff will remain as state employees, and may perform work per the terms of the MOU between Washington State Parks and the new managing entity of Fort Worden Lifelong Learning Center. This scenario is best described as the shared management responsibilities in which Washington State Parks continues managing the traditional Fort Worden State Park functions, and is predominantly focused on the maintenance of facilities. The co-managing entity in Scenario 2 is tasked with taking on the management of all operating partners, the development and delivery of core programs and services, the marketing and promotion of Fort Worden Lifelong Learning Center, and is predominantly focused on managing the use of facilities.

Seven (7) additional Full-Time Equivalent (FTE) positions are projected to be necessary in Washington State Parks as a result of the intensive facility assessments, and staff and stakeholder interviews. These positions include:

1. Three (3) additional facility maintenance staff
2. Two (2) additional law enforcement / ranger staff
3. Two (2) additional custodial staff

Scenario 2 assumes that the co-managing entity will be required to hire a marketing coordinator and two additional program staff as identified within this plan to be a requirement for achieving the necessary exposure and visitation to support a sustainable Fort Worden Lifelong Learning Center.

It is also assumed in Scenario 2 that the operating partners at Fort Worden Lifelong Learning Center would have independent staffing needs not reflected here. That includes the 20 projected staff needed for the management of the proposed single-guest accommodations by a private partner yet to be identified.

Scenario 3 – Primary Management by a Non-profit Organization

In Scenario 3 a portion of current state park staff will transition to the new managing entity of Fort Worden Lifelong Learning Center to perform work in their current functions supporting the Center. The remaining portion will remain as state employees, and may perform work per the terms of the MOU between Washington State Parks and the new managing entity of Fort Worden Lifelong Learning Center. This scenario represents primary management responsibilities are transitioned to the new managing entity including the management of all operating partners, the development and delivery of core programs and services, the marketing and promotion of Fort Worden Lifelong Learning Center, and is predominantly focused on managing the use of facilities. Washington State Parks will continued managing some of the traditional Fort Worden State Park functions, and is predominantly focused on the maintenance of facilities.

These existing staff will remain as Washington State Parks employees as reflected in Year 4 of the operating pro-forma:
The following staff will transition to become employees of the new managing entity of Fort Worden beginning in Year 4:

- Programs
- Caretakers

Five (5) additional Full-Time Equivalent (FTE) positions are projected to be necessary in Washington State Parks as a result of the intensive facility assessments, and staff and stakeholder interviews. These positions include:

1. Three (3) additional facility maintenance staff
2. Two (2) additional law enforcement / ranger staff

Scenario 3 assumes that the primary managing entity will be required to hire a marketing coordinator, two additional program staff, and two additional caretakers as identified within this plan to be a requirement for achieving the necessary exposure and visitation to support a sustainable Fort Worden Lifelong Learning Center. The division of labor and personnel organization that takes effect beginning in Year 4 is detailed in the figures below.
It is assumed that the new managing entity will have existing staff not addressed in this organizational staffing plan or in the above noted estimated payroll. This division of labor only addresses existing Fort Worden State Park staff and needed additions for the success of the Fort Worden Lifelong Learning Center.

It is also assumed in Scenario 3 that the operating partners at Fort Worden Lifelong Learning Center would have independent staffing needs not reflected here. That includes the 20 projected staff needed for the management of the proposed single-guest accommodations by a private partner yet to be identified.

**Scenario 4 – Full Management by a Non-profit Organization**

In Scenario 4 all the current state park staff will transition to the new managing entity of Fort Worden Lifelong Learning Center to perform work in their current functions supporting the Center except the law enforcement / ranger staff. This scenario assumes that Washington State Parks will find alternative or additional staff to be responsible for the requirements of managing and maintaining the other two parks in the Fort Worden area – Rothschild House and Old Fort Townsend – or will contract with the new managing entity of Fort Worden Lifelong Learning Center to perform these functions.

These existing staff will remain as Washington State Parks employees as reflected in Year 4 of the operating pro-forma:

- Rangers

The following staff will transition to become employees of the new managing entity of Fort Worden beginning in Year 4:

- Administration
- HR / Finance
- Maintenance
- Programs
- Caretakers

Two (2) additional Full-Time Equivalent (FTE) positions are projected to be necessary in Washington State Parks as a result of the intensive facility assessments, and staff and stakeholder interviews. These positions include:

1. Two (2) additional law enforcement / ranger staff

Scenario 4 assumes that the new managing entity will be required to hire three (3) additional facility maintenance staff and a marketing coordinator as identified within this plan to be a requirement for achieving the necessary exposure and visitation to support a sustainable Fort Worden Lifelong Learning Center.

It is assumed that the new managing entity will have existing staff not addressed in this organizational staffing plan. This division of labor only addresses existing Fort Worden State Park staff and needed additions for the success of the Fort Worden Lifelong Learning Center.

It is also assumed in Scenario 4 that the operating partners at Fort Worden Lifelong Learning Center would have independent staffing needs not reflected here. That includes the 20 projected staff needed for the management of the proposed single-guest accommodations by a private partner yet to be identified.
**Staffing Requirements for New Development**

As addressed previously in this report, it is recommended that Washington State Parks pursue the conversion of two existing buildings into single-guest accommodations that will improve the revenue generating capacity of the park, and better serve the needs and interests of the target market supporting the lifelong learning center and its programs. In all alternative scenarios it is assumed that Washington State Parks will work directly or through the new managing entity to identify and recruit a partner organization that can help provide the necessary capital investment required for this project and this process will include the transparent intention to engage a private operator of the facility once completed.

No scenarios contained within this report include the option of Washington State Parks managing these new accommodations directly. All scenarios feature revenues generated from the performance goals outlined within this report will be provided as a payment or fee paid to the managing entity of Fort Worden equal to 8% of gross revenues associated with the new single-guest accommodations.

The following personnel and staffing requirements have been projected to be required by the private operator of the new single-guest accommodations.

**Additional staff for new improved accommodations (20 staff)**

<table>
<thead>
<tr>
<th>Payroll position</th>
<th>Qty</th>
<th>Rate</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management</td>
<td>2</td>
<td>$37.00</td>
<td>$153,920.00</td>
</tr>
<tr>
<td>Maintenance</td>
<td>2</td>
<td>$22.50</td>
<td>$93,600.00</td>
</tr>
<tr>
<td>Front Desk</td>
<td>8</td>
<td>$15.00</td>
<td>$249,600.00</td>
</tr>
<tr>
<td>Custodial / Cleaning</td>
<td>6</td>
<td>$15.00</td>
<td>$187,200.00</td>
</tr>
<tr>
<td>Accounting</td>
<td>1</td>
<td>$30.00</td>
<td>$62,400.00</td>
</tr>
<tr>
<td>Reservations</td>
<td>1</td>
<td>$15.00</td>
<td>$31,200.00</td>
</tr>
<tr>
<td>Additive rate (25%)</td>
<td></td>
<td></td>
<td>$194,480.00</td>
</tr>
<tr>
<td><strong>Total payroll</strong></td>
<td></td>
<td></td>
<td>$972,400.00</td>
</tr>
</tbody>
</table>

This information can be utilized to inform a prospective private operator that would be engaged to manage the newly developed single-guest accommodations of the projected staffing requirements associated with these responsibilities. It is intended that this information validate a reasonable percentage of gross revenues paid to the managing entity of Fort Worden that can sustained by the operator.

It is assumed that within the context of these additional staffing requirements to be managed by a private partner yet to be identified, there are a total of nine (9) positions – including all front desk and reservation staff – that will feature primary job requirements/expectations similar to that of the current state park staff in the program area. Therefore, it is anticipated that additional labor requirements in the customer service/reservations/concierge area as a result of increased programming and occupancy at Fort Worden could be managed between existing state park staff in this area and the above referenced positions of a private partner. This could represent a potential cost avoidance for Washington State Parks of approximately $107,000 annually.
Partnership Management

The vision of Fort Worden reconfigured as a “lifelong learning center” emphasizes development of a partnership economy that works to grow the Fort as a destination learning center that is engaging and accessible to all people. Sustaining a robust economy driven by residential programming and integrated destination learning experiences requires an appropriate partner classification system that reflects the diversity of values that different types of organizations provide to protect and preserve the mission and purpose of Fort Worden not only as a state park, but as an economic engine to the local area and region surrounding Port Townsend.

An appropriate partner classification system must incorporate key factors addressing why partners are selected to be a part of Fort Worden’s lifelong learning operations, the intent and/or mission of partners, predominant types of site usage, and appropriate performance measures unique to each category of partner classification. Proper integration of a robust partner classification system that utilize these criteria to organize and distinguish the diverse purposes served by state parks will help to guide Fort Worden in the years to come as a premier site of the Washington State Park system.

On-site partners should be managed under the guidelines, recommendations, and standards provided in the Program and Services Implementation Plan section of this report. It has been observed that the use of the term “partner” is used too loosely to apply to organizations and customers of Fort Worden. It is strongly recommended this practice discontinues and be replaced by an established definition and criteria in which partners are identified and engaged in formalized agreements. Official partners of Fort Worden Lifelong Learning Center are defined below:

**Partners of Fort Worden** are organizations that conduct business on-site at Fort Worden Lifelong Learning Center in accordance with all site and facility use guidelines and mission requirements for a minimum of 180 days annually. Partner organizations are engaged in a formalized agreement with the managing entity of Fort Worden that details performance expectations, levels of investment, and fees associated with conducting business on-site. Partner organizations are required to participate and contribute to the shared economy and collaborative planning that support the daily operations of the Fort Worden Lifelong Learning Center.

While we still continue to use the term “partner” to refer to organizations with operating agreements to conduct business on-site at Fort Worden Lifelong Learning Center, these agreements are not completely consistent with typical legal connotations and implications associated with “partnerships.”

On multiple occasions it was apparent that the term “partner” was also being used to refer to repeat customer groups that reliably return to Fort Worden for facility use. It is strongly recommended these groups be referred to only as customers, possibly preferred customers, and that use agreements for facilities and programs are managed with preferred customers on a year-to-year basis only. Exceptions could be made for some groups to engage in multi-year agreements with a commitment to a minimum number of participants and days of use, penalties for failure to meet these minimums, allowed price fluctuations for incidental and variable costs associated with facility use (utilities, etc), and required pre-paid deposits.

**Partnership Agreements**

Partnership agreements with on-site partners should be developed for a minimum of a one year term, with the possibility of reaching 50-year terms based upon level of financial investment provided by the partner, not included annual fees paid per the terms of the agreement. Organizations willing to invest
significant resources to capital and operating costs of Fort Worden should be allowed to secure their position with a longer term agreement. Agreements with program providers need to incorporate relevant recommendations in the Programs and Services Implementation Plan included within this report. Suggested thresholds for agreement durations are detailed below.

<table>
<thead>
<tr>
<th>Fees</th>
<th>Investment</th>
<th>Term</th>
</tr>
</thead>
<tbody>
<tr>
<td>Base rent, rate for additional facility use for programs, % of gross</td>
<td>Equivalent of $1,000 - $25,000 over period of up to 3 years</td>
<td>2 – 5 years</td>
</tr>
<tr>
<td>over agreed threshold</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Base rent, rate for additional facility use for programs, % of gross</td>
<td>Equivalent of $26,000 - $50,000 over period of every 3 years</td>
<td>5 – 8 years</td>
</tr>
<tr>
<td>over agreed threshold</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Base rent, rate for additional facility use for programs, % of gross</td>
<td>Equivalent of $51,000 - $100,000 over period of every 3 years</td>
<td>8 – 12 years</td>
</tr>
<tr>
<td>over agreed threshold</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Base rent, rate for additional facility use for programs, % of gross</td>
<td>Equivalent of $101,000 - $500,000 over period of every 3 years</td>
<td>12 – 20 years</td>
</tr>
<tr>
<td>over agreed threshold</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Base rent, rate for additional facility use for programs, % of gross</td>
<td>Equivalent of $501,000 - $1,000,000+ over period of every 3 years</td>
<td>20 – 50 years</td>
</tr>
</tbody>
</table>

**Partnership Criteria**

This proposal for classification of on-site partners at Fort Worden State Park is built upon a framework of distinguishing criteria that establish operational standards and equity of contributions of on-site partners to the overall success of Fort Worden Lifelong Learning Center. In addition, these standards will support the emergence of Fort Worden as a renowned destination learning center as defined in the previous phases of planning captured in the report, *Fort Worden State Park: Conceptual Facilities, Programs and Services Recommendations*, December 2006.

**Criterion 1: Shared Mission, Vision, Values, and Goals**

While the 16 organizations and business currently in operation at Fort Worden each have their own missions and goals, it is critical for their future growth and the financial vitality of the Park that each partner also embrace common and uniting vision, mission and values enshrined in key foundational documents:

- Vision, Mission, and Values of Fort Worden State Park
- Mission of Washington State Parks and Recreation Commission
- State of Washington “Priorities of Government”

Partners must have completed business planning that clearly articulates an alignment to Fort Worden’s goals. The specific vision and mission elements that partners must align their programs and services to are detailed herein.

**Vision of Fort Worden State Park**

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

Fort Worden 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.

Fort Worden is a partnership of the Washington State Parks and Recreation Commission, the Washington State Arts Commission, resident cultural institutions and business, and major funders achieving financial vitality through coordination and collaboration. The partnership promotes personal growth and professional development through conferences, workshops, performances, exhibitions and special events for individuals and groups; develops and manages businesses that fund annual operations; attracts public and private funding for capital projects and endowments; and restores, preserves and interprets the significant historical, cultural and natural resources of the area.

Values of Fort Worden State Park

- **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.

- **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.

- **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.

Mission of Washington State Parks and Recreation Commission

The Washington State Parks and Recreation Commission acquires, operates, enhances and protects a diverse system of recreational, cultural, historical and natural sites. The Commission fosters outdoor recreation and education statewide to provide enjoyment and enrichment for all and a valued legacy to future generations.
Additionally, the recently adopted vision of the Washington Parks and Recreation Commission in celebration of the 2013 Centennial celebration of the Washington state park system is, “In 2013, Washington’s state parks will be premier destinations of uncommon quality, including state and regionally significant natural, cultural, historical and recreational resources that are outstanding for the experience, health, enjoyment and learning of all people”

State of Washington “Priorities of Government”

The State of Washington has adopted a strategic framework to guide policy and the direction of public investment that addresses citizen expectations of government, effective strategies for achieving results, prioritized spending to address public need, and measuring results. This framework is referred to as the “Priorities of Government” and is upheld by the Governor’s Office and the Office of Financial Management. There are 10 specific “Priorities of Government” as follows:

1. Improve student achievement in elementary, middle and high schools
2. Improve the value of post-secondary learning
3. Improve the health of Washingtonians
4. Improve the security of Washington's vulnerable children and adults
5. Improve the economic vitality of business and individuals
6. Improve statewide mobility of people, goods, and services
7. Improve the safety of people and property
8. Improve the quality of Washington's natural resources
9. Improve cultural and recreational opportunities throughout the state
10. Strengthen government's ability to achieve results efficiently and effectively

Criterion 2: Residential Business Development and Support

The second criterion on which on-site partners are evaluated is their ability to generate and/or support mission-appropriate residential learning programs at Fort Worden. Increasing the number of visitors that stay overnight—or the number of nights that visitors stay—is critical achieving the mission for Fort Worden and improving the financial performance of the park. The availability of high quality multi-day programs and services that are designed and delivered in context with identified market demands and targeted market segments have a direct impact on the success of increasing overnight stays at Fort Worden.

Fort Worden State Park has a clear and definitive peak season that spans from May through September of each year. Although visitation picks up dramatically starting in April, it begins to plateau at a sustained higher level in the 123 days between May 1 and September 30, before dropping off again starting October 1. In 2006, visitation in this season totaled 733,368, or 56.31% of the total annual park visitation comes to the park in only 33.7% of the year. It is imperative that a predominant area of focus for business development at Fort Worden be to increase the use of the park and its facilities from October through April. Strong programming is critical to capture the targeted users in this time period. Therefore it is vitally important that both the park and its on-site partners can deliver year-round programming that appeal to the interests and demands of the identified target market.

Not every partner can or should be responsible for developing, marketing, and managing programs. Partners may also provide amenities and services that relate to and directly enhance the
visitor/participant experience. These Hospitality Partners must develop and implement business plans that ensure their activities are coordinated and marketed as value-added to the overall visitor experience at Fort Worden on a year round basis.

**Criterion 3: Peer Partner Support**

The final criterion on which on-site partners are evaluated is peer partner support, or the degree to which the operations and services of each on-site partner’s mission, operations and services supports the existing partners at Fort Worden State Park.

*Facility and Operational Support*

Partner organizations at Fort Worden must regularly support the facility and operational requirements of Fort Worden Lifelong Learning Center. This includes, but is not limited to program planning, marketing support, customer service support, volunteer management, and facility management. Details of these requirements may vary based upon the level of a partner’s investment and should be addressed individually in the operating agreements.

*Complimentary Services*

The success of the “partnership economy” developing at Fort Worden State Park will continue to be dependent upon the programs and services of the park and all on-site partners representing a complementary blend of offerings that is perceptively seamless to the visitor.

*Enhanced Offerings*

Following in the vein of complementary services, all partners should seek to provide programs and services that enhance the visitor experience at Fort Worden State Park. By increasing the perceived value of the customer experience, the park and all on-site partners can transition their offerings into multiple tiers of service that have distinguishing price points and clientele to strengthen the pursuit of increased multiple day users.

**Partnership Classifications**

The criteria discussed above can be assembled into a framework that classifies partners by their contributions to the park and its success. These classifications should be interrelated and possibly even overlap in some cases, but will ultimately have appropriate performance standards that apply to each according to their distinguishing criteria.

Specific partner classifications are not detailed within this *Business and Operating Implementation Plan*, but have been recommended and provided to state park staff in the course of this project for consideration as a tool that can be used for developing classifications in the future.
Lifelong Learning Center Business Model Performance Goals

The Fort Worden Lifelong Learning Center Business Model is dependent on select performance goals developed with the following elements and guiding principles:

- **Key Revenue Resources**
  - Core revenue generating services
    - Improved overnight accommodations – existing
    - Improved overnight accommodations – future
    - Destination learning programs
    - Retreats and conference services
  - Pricing

- **Operational Targets**
  - Annual overnight occupancy
  - Program participation

- **Controlling Projected Expenses**

**Improved Overnight Accommodations – Existing Inventory**

The first element of activating key revenue resources addresses the existing inventory of improved overnight accommodations. The occupancy rates below are based upon current capacities for accommodations in these categories. Performance of existing improved overnight accommodations can be improved to meet the following parameters:

- **Private Accommodations (1, 2, and 3-bedroom units)**
  - Target annual occupancy: 65%
  - Target average nightly rate: $135 ($115 - $195)
  - $32,038 annual revenues: 69% increase from 2006

- **Semi-private Accommodations (4, 5, 6, and 11-bedroom units)**
  - Target annual occupancy: 65%
  - Target average nightly rate: $265 ($250 - $385)
  - $63,195 annual revenues: 58% increase from 2006

- **Group Accommodations (Dormitories and Barracks)**
  - Target annual occupancy: 25%
  - Target average nightly rate: $24 ($22 - $30)
  - $16,789 annual revenues: 20% increase from 2006

In most cases this will involve increased and more flexible fee schedules, and increased annual occupancy. The indicated annual revenues as a result of these new benchmarks are included in the summary financial analysis later in this report.
Improved Overnight Accommodations – Future Development

The second element of key revenue resources is the development of future, single-room guest accommodations as identified in previous planning phases of the Fort Worden Long Range Development Plan. This concept includes the development of 100 additional single-guest rooms that will operate under the following parameters:

- **100-room project**
- **Target annual occupancy:** 65%
  - 23,725 room nights
- **Target average nightly rate:** $125 ($105 - $175)

Based on these operating parameters, the projected expenses and revenues associated with is development is detailed in the tables below. In summary, it is anticipated that fixed operational costs not included related payroll will be approximately $2,055 per day, and variable operational expenditures not including payroll will be approximately $25 per visitor.

<table>
<thead>
<tr>
<th>COSTS</th>
<th>REVENUES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fixed costs</td>
<td>$ 750,075</td>
</tr>
<tr>
<td>Target room nights</td>
<td>23,725</td>
</tr>
<tr>
<td>Anticipated variable costs</td>
<td>$ 593,125</td>
</tr>
<tr>
<td>Sub-total cost projection</td>
<td>$ 1,343,200</td>
</tr>
<tr>
<td>Payroll</td>
<td>$ 972,400</td>
</tr>
<tr>
<td>Total cost projection</td>
<td>$ 2,315,600</td>
</tr>
<tr>
<td></td>
<td>23,725</td>
</tr>
<tr>
<td></td>
<td>$ 125</td>
</tr>
<tr>
<td></td>
<td>$ 2,965,625</td>
</tr>
<tr>
<td></td>
<td>(2,315,600)</td>
</tr>
<tr>
<td></td>
<td>$ 650,025</td>
</tr>
<tr>
<td></td>
<td>21.92%</td>
</tr>
<tr>
<td></td>
<td>Projected gross profit</td>
</tr>
<tr>
<td></td>
<td>Projected gross profit margin</td>
</tr>
</tbody>
</table>

These projections are dramatically affected by the target nightly rate, with large impacts on improved revenues resulting from minor increases in nightly rates.

Projected payroll is based on the following positions, quantity of staff per each position, anticipated rate per position, and projected additive benefit costs which include health benefits, employment taxes, and limited overtime.

<table>
<thead>
<tr>
<th>Payroll position</th>
<th>Qty</th>
<th>Rate</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Management</td>
<td>2</td>
<td>$ 37.00</td>
<td>$ 153,920.00</td>
</tr>
<tr>
<td>Maintenance</td>
<td>2</td>
<td>$ 22.50</td>
<td>$ 93,600.00</td>
</tr>
<tr>
<td>Front Desk</td>
<td>8</td>
<td>$ 15.00</td>
<td>$ 249,600.00</td>
</tr>
<tr>
<td>Custodial / Cleaning</td>
<td>6</td>
<td>$ 15.00</td>
<td>$ 187,200.00</td>
</tr>
<tr>
<td>Accounting</td>
<td>1</td>
<td>$ 30.00</td>
<td>$ 62,400.00</td>
</tr>
<tr>
<td>Reservations</td>
<td>1</td>
<td>$ 15.00</td>
<td>$ 31,200.00</td>
</tr>
<tr>
<td>Additive rate (25%)</td>
<td></td>
<td></td>
<td>$ 777,920.00</td>
</tr>
<tr>
<td>Total payroll</td>
<td></td>
<td></td>
<td>$ 972,400.00</td>
</tr>
</tbody>
</table>
Destination Learning Programs

The third element of key revenue resources is increased participation in new and existing destination learning programs at Fort Worden. These projections are solely based on new participation on the part of approximately 24,000 annual visitors staying at future single-guest room accommodations as detailed above. Revenue and expenses projections are based upon the following operational parameters:

- **Approximate additional visitors:** 24,000
- **Estimated capture rate in programs:** 60%
- **Target average daily participation fee:** $35
- **Estimated increased program revenues:** $504,000
- **Target average daily participation cost:** ($15)
- **Estimated increased program expenses:** ($216,000)
- **Estimated increased program gross profit:** $288,000

Retreats and Conferences

The fourth and final element of key revenue resources is targeted increased performance of day-use facilities as a result of retreats and conferences. These projections are based upon improvements to existing performance of current day-use facilities, and do not include additional facilities and their potential performance. Revenue and expense projections are based upon the following operational parameters:

- **Target $10,000 additional annual revenues**
- **Small Meeting Rooms**
  - Target annual occupancy: 75% (from 64%)
  - Increased average daily rate: $50
  - Target annual increase in revenues: $800
- **Large Meeting**
  - Target annual occupancy: 65% (from 43%)
  - Target annual increase in revenues: $2,900
- **Other – Large, Special Event Venues**
  - Target annual occupancy: 50% (from 21%)
  - Target annual increase in revenues: $6,300
Target Revenues and Expenses from Enhanced Operating Pro-Forma

The enhanced performance of existing facilities and services, and the additional new facilities and programs detailed above culminate into a projected balance sheet summary. Besides the operations described and detailed above, it is recommended that additional enhanced services and operational expenses be added to the business model for the Fort Worden Lifelong Learning Center. These services include additional site and facility maintenance, and the additional of marketing staff and activities. The projected balance sheet is as follows:

<table>
<thead>
<tr>
<th>Additional Revenues</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing improved accommodations:</td>
<td>$39,000</td>
</tr>
<tr>
<td>New improved accommodations:</td>
<td>$2,966,000</td>
</tr>
<tr>
<td>Enhanced programs:</td>
<td>$504,000</td>
</tr>
<tr>
<td><strong>Existing day-use facilities:</strong></td>
<td><strong>$10,000</strong></td>
</tr>
<tr>
<td></td>
<td><strong>$3,519,000</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Additional Expenses</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing improved accommodations:</td>
<td>(12,000)</td>
</tr>
<tr>
<td>New improved accommodations:</td>
<td>(2,316,000)</td>
</tr>
<tr>
<td>Enhanced programs:</td>
<td>(216,000)</td>
</tr>
<tr>
<td>Existing day-use facilities:</td>
<td>(3,000)</td>
</tr>
<tr>
<td><strong>Site and Facility Maintenance:</strong></td>
<td></td>
</tr>
<tr>
<td>▪ Additional staff (3 + benefits)</td>
<td>($150,000)</td>
</tr>
<tr>
<td>▪ Additional materials and supplies</td>
<td>($50,000)</td>
</tr>
<tr>
<td>▪ Additional contracted services</td>
<td>($50,000)</td>
</tr>
<tr>
<td><strong>Lifelong Center Marketing (Years 1 – 3):</strong></td>
<td></td>
</tr>
<tr>
<td>▪ Staff (1 + benefits)</td>
<td>($65,000)</td>
</tr>
<tr>
<td>▪ Public relations services</td>
<td>($250,000)</td>
</tr>
<tr>
<td>▪ Advertising (multi-media)</td>
<td>($150,000)</td>
</tr>
<tr>
<td>▪ Material production</td>
<td>($75,000)</td>
</tr>
<tr>
<td>▪ <strong>Travel / support expenses / event fees</strong></td>
<td><strong>($60,000)</strong></td>
</tr>
<tr>
<td></td>
<td><strong>($3,397,000)</strong></td>
</tr>
</tbody>
</table>
Management of Capital Expenses

There are substantial projected capital expenses associated with the upgrading and conversion of facilities in accordance with the Site and Facility Use Plan that supports this Business and Operating Implementation Plan. It is understood that Washington State Parks seeks financial assistance from the private sector to partially match state funds to support the costs of these capital projects. The shared responsibility of capital expenses for the Fort Worden Lifelong Learning Center is based on the assumptions described below.

Assumptions

- All property and facilities remain under the ownership of Washington State Parks.
- The new managing entity will manage operations of the Fort Worden Lifelong Learning Center.
- Capital funding partners will not gain ownership or equity in the facilities, nor the property in which they sit, for investing in capital projects at Fort Worden Lifelong Learning Center.
- Capital funding partners have the opportunity to gain ownership or equity in aspects of the operations of the Fort Worden Lifelong Learning Center in which their investment is related.

Based on these assumptions, this Business and Operating Implementation Plan suggests the following organization for managing capital expenses.

Expenses

Supporting facility conversion

- Washington State Parks Contributions
  Washington State Parks will propose capital expenses supporting facility needs identified in the Site and Facility Use Plan and this Business and Operating Implementation Plan within a reasonable time frame. It is proposed for Washington State Parks to accept responsibility to pursue state funding for up to 60% of estimated capital expenses.

- New Managing Entity
  The new managing entity of Fort Worden Lifelong Learning Center will be required per the terms of the MOU with Washington State Parks to raise the funding or recruit a capital funding partner to match state capital contributions up to 40% of estimated capital expenses.

Supporting facility maintenance

- Washington State Parks Contributions
  Washington State Parks will propose capital expenses supporting facility maintenance needs identified in the Site and Facility Use Plan and from accrued facility deterioration within a reasonable time frame. It is proposed for Washington State Parks to accept responsibility to pursue state funding for up to 90% of estimated capital expenses.

- New Managing Entity
  The new managing entity of Fort Worden Lifelong Learning Center will be required per the terms of the MOU with Washington State Parks to raise the funding or recruit a capital funding partner to match state capital contributions up to 10% of estimated capital repair and replacement expenses.
Capital Funding Opportunities and Options

There are approximately 150 known and proven methods for funding park and recreation capital and operational initiatives. In the process of conducting work in 46 U.S. states, the PROS Team has developed familiarity with a multitude of these funding options and their applicability to Fort Worden. The bulleted list below identifies what options may be considered by Washington State Parks to assist with managing both the capital and operating expenses associated with pursuing the vision of the Fort Worden Lifelong Learning Center.

Some of these options may appear fringe to the traditional expectations of public funding options for Washington State Parks, but have been successfully utilized in other locations in the United States and may be adapted to the Fort Worden scenario.

- Corporate Sponsorship
- Partnerships
- Dedication/Development Fees
- Foundation/Gifts
- Recreation Service Fees
- Intermodal Transportation & Efficiency Act
- Land And Water Conservation Fund
- General Obligation Bonds
- Industrial Development Bonds
- Hotel, Motel And Restaurant Tax
- Grants
- Special Improvement Districts/Benefit District
- Annual Appropriation/Lease Holding Financing
- Interlocal Agreements
- Revenue Bonds
- Private Concessionaires
- Creation Of An Authority
- Bonds Referendum
- Fees & Charges
- Cost Avoidance
- Naming Rights
- Distinguished License Plate For Parks
- Business Excise Tax
- Wheel Tax On Cars/Vehicles
- Utility Roundups
- Special Fundraisers
- Ticket Sales/Admissions
- Cell Towers
- Private Developers
- Benefit Assessment Act
- Facilities Benefit Assessment
- Licensing Rights
- Memberships
- Sales Tax
- Food & Beverage Tax
- Gaming Tax
- Capital Improvement Fees
- Merchandising Sales
- Concession Management
- Advertising Sales
- Easements
- Life Estates
- Special Use Permits
- Reservations
- Catering Permits & Services
- Marine Slips/Permits
- Integrated Financing Act
- Tax Incremental Financing District
- Entertainment Tax
- Local Option Income Tax
- Gift Catalogs
- Maintenance Endowments
- Tax On Sporting Goods Similar To Feds – Hunting and Fishing Guidelines
- Horse Power Fee On Lakes
- Agriculture Leases
- Patron Cards/Activity Cards
- Private Program Contractors 30 To 40%
- Community Gardens
- House Rentals
- Manufacturer Product Testing Sites
- Land Swaps
- Film Rights
- Security Fees
- Hospitality Centers
- Lease Backs On Recreation Facilities/City Builds It; Private Manages It
Management of Operating Expenses and Revenues

Expenses and revenues represented in the operating pro-forma that follow are divided and shared between Washington State Parks and the new managing entity of Fort Worden Lifelong Learning Center. This Business and Operating Implementation Plan suggests the following organization for managing expenses and revenues.

Expenses

There are six major categories of expenses included in the operating pro-forma:

- **Salaries and Wages**
  Salaries and wages associated with existing and recommended new staff, including projected overtime. Adjustments to salaries and wages are provided in increments of 3% growth every two years.

- **Employee Benefits**
  Employee benefits include all health insurance, retirement provisions, and applicable employment taxes. Benefits are estimated as a flat 37% of total salaries and wages, and include limited projected overtime.

- **Goods and Services**
  Goods and services include all materials, supplies, and service contracts needed to conduct daily operations of Fort Worden. This includes all utility costs as well.

- **Marketing**
  Marketing expenses include all production of promotional material, advertising, public relations, and other associated costs with performing marketing for the Fort Worden Lifelong Learning Center (not including marketing staff salary/wages).

- **Travel**
  Travel expenses are fuel, vehicle, and reimbursable expenses associated with employee travel required to support operations of Fort Worden.

- **MGMT AGREEMENT**
  This expense is only a part of the pro-forma for the new managing entity and reflects the annual payments made to Washington State Parks per the terms of the MOU.

The division of expenses is illustrated in the pro-formas that follow, and represent the governance transition over Years 1 through 3 discussed in previous sections of this report.

Revenues

There are 12 major categories of revenues included in the operating pro-forma:

- **Camping**
  This includes all revenues generated from use of the existing campgrounds.

- **Commercial Leases**
  This includes existing revenues from commercial leases, and all leases and rent payments made for administrative facility use, including those payments made by partner organizations.
• **Concessions**
  This includes all existing revenues from concessions with the addition of percentage of gross revenue payments made by partner organizations.

• **Conference Services**
  This includes revenues from existing improved overnight accommodations, use of meeting rooms, and other specialty facilities associated with private events and conferences at Fort Worden.

• **Contract Services**
  This includes all existing revenues from contract services for Fort Worden State Park.

• **Donations**
  This includes all revenues from private donations and general philanthropy supporting facilities and programs at Fort Worden Lifelong Learning Center.

• **Memberships / Passes**
  This includes all new revenues generated from the sale of memberships and passes pertaining to Fort Worden Lifelong Learning Center and its partner organizations.

• **Retail**
  This includes all new revenues from the provision of sustainable and enhanced retail / gift shop operations at Fort Worden Lifelong Learning Center as overseen by the new managing entity, and daily support by the Friends of Fort Worden.

• **Sponsorship / Advertising**
  This includes all new revenues generated from facility and program sponsorship, and the sales of exclusive advertising opportunities on-site and in Fort Worden Lifelong Learning Center informational and promotional materials.

• **MGMT AGREEMENT**
  This revenue is only a part of the pro-forma for Washington State Parks and reflects the annual payments made to Washington State Parks per the terms of the MOU.

• **Miscellaneous**
  This includes all existing revenues from mooring and permitting that is traditionally a function of Washington State Parks.

The division of revenues is illustrated in the pro-forma that follow, and represent the governance transition over Years 1 through 3 discussed in previous sections of this report. It is noted that the “Miscellaneous” category of revenues remains a responsibility of Washington State Parks even after the governance transition is complete.
Alternative Operating Scenarios for the Fort Worden Lifelong Learning Center

The four (4) alternative operating scenarios supporting the Fort Worden Lifelong Learning Center are described below, with detailed pro-forma for each provided in Appendix 1 through Appendix D of this report. These alternatives were developed in support of and in context with the recommendations of the Governance Task Force that a non-profit organization may be the most appropriate managing entity for supporting the mission and operational requirements of a sustainable Fort Worden Lifelong Learning Center. Each of the four (4) alternative operating scenarios addresses different degrees of implementation of this recommendation.

Among the more distinguishing characteristics of these alternative scenarios is the level of annual funding required from Washington State Parks required to maintain operations at Fort Worden. It is clear from review of the findings resulting from the following analyses that the different alternatives represent differing levels of financial support that will be required annually from Washington State Parks. There are three prevailing factors that influence these differences:

1. The scenarios that include more operational and capital investment required directly from Washington State Parks feature greater probability of annual operational cost recovery for Washington State Parks – the greater the investment, the greater the potential return.

2. Washington State Parks has the capacity and expectation that state park operations will feature a controlled annual loss – that annual expenses will outpace earned revenues. It is expected that Washington State Parks will pursue appropriate opportunities to manage and increase annual operational cost recovery through earned revenues and partnerships, but will generally operate at an annual loss.

3. A new managing entity will most likely not have the financial resources to proportionally share the annual operational burden to the degree that it involves an annual operating loss. The new managing entity will manage expenses and revenues to a controlled break-even point.

The latter two factors described above particularly influence why the different operating pro forma represent differing levels of operational benefit to Washington State Parks. In the scenarios where Washington State Parks is engaged either in partial or full management services with a non-profit managing entity, revenues and expenses will be shared disproportionately for the purpose of controlling and potentially reducing annual operational funding requirements from the state, and managing a break even operation for the new managing entity. The new managing entity cannot be expected to also operate at an annual loss and retain a sustainable business plan for their participation in the Fort Worden Lifelong Learning Center. For this reason, Washington State Parks will always share more revenues and fewer expenses with the managing entity.

Finally, these alternative scenarios address the complexities of how to best manage the current state park staff and retain the terms and benefits of their current employment into the future. It is extremely difficult to determine how negotiations will transpire with respect to the transfer of any current state employees to a non-governmental employer. As a result, this Business and Operating Implementation Plan provides four (4) distinct operating pro forma that detail each of the alternative operating scenarios and the respective implications as it pertains to personnel and staffing management.
Scenario 1 – Washington State Parks

Scenario 1 details the implementation of the Fort Worden Lifelong Learning Center under the singular management of Washington State Parks, with multiple parameters that represent an evolution in the state park business practices, additional labor requirements, programmatic development, and partner accountability and responsibilities. It is critical to note this scenario does not represent a continuation of status quo at Fort Worden, but will involve growth, development, and potential change on the part of Washington State Parks and current partners operating on site.

**Personnel and Staffing**

In Scenario 1 all current state park staff will remain as state employees, and may perform work per enhanced practices and policies that are necessary to achieve the sustainable vision of the Fort Worden Lifelong Learning Center, including enhanced job descriptions and classifications that more closely fit the job requirements at Fort Worden.

**Policy Implications**

Scenario 1 assumes that Washington State Parks will require an enhanced policy framework that addresses:

- More flexible concessionaire policies to collect revenues from operating partners in leases for facility use needed for administration, percentage of gross revenues collected, set rates for additional facility use supporting program and service delivery, and other unrestricted revenues generated from partner enterprise activities detailed in the operating agreements.
- Partner / concessionaire agreements should be allowed to feature more long-term durations to allow for greater security for partners willing and able to provide significant operational and/or capital investment.
- Flexibility is allowable marketing / branding activities in order to achieve the promotional goals and requirements of the Fort Worden Lifelong Learning Center.

**Operating Partner Management**

Scenario 1 assumes all operating partners will have renegotiated agreements with Washington State Parks aligned with the recommendations in this report. In addition, it is assumed all operating partners will be supported and managed to perform in accordance with the performance goals outlined in this report.

**Benefits of Scenario 1**

Scenario 1 has the following potential benefits:

- All current state park employees are guaranteed to be held harmless.
- Washington State Parks can obtain a significant increase in projected operational cost recovery from Fort Worden.

**Challenges of Scenario 1**

Scenario 1 has the following potential challenges:

- Substantial change in Washington State Parks management practices and policies necessary to support the success and sustainability of the Fort Worden Lifelong Learning Center.
• Burden of activating private sector philanthropy to support facilities, programs, and services is placed on the operating partners individually with increased coordination requirements.

• Additional staff and personnel requirements are the sole responsibility of Washington State Parks up to six (6) FTE’s.

• Implementation will be challenging due to substantial policy enhancement, marketing, and staffing requirements.

• Inhibited flexibility in management practices necessary to support the performance goals of the lifelong learning center.

• Ambitious performance goals for operating partners.

Scenario 2 – Co-management with a Non-profit Organization

Scenario 2 details the implementation of the Fort Worden Lifelong Learning Center under co-management between Washington State Parks and a selected non-profit willing and able to perform necessary management responsibilities. Scenario 2 involves all current state park staff remaining as state employees and the co-managing entity taking primary for enhancing, developing and managing use of facilities and program participation. This scenario also includes multiple parameters that represent an evolution in the state park business practices, additional labor requirements, programmatic development, and partner accountability and responsibilities. It is critical to note this scenario involves the growth, development, and potential change on the part of Washington State Parks and current partners operating on site.

Personnel and Staffing

In Scenario 2 all current state park staff will remain as state employees, and may perform work per the terms of the MOU between Washington State Parks and the new managing entity of Fort Worden Lifelong Learning Center. This scenario is best described as the shared management responsibilities in which Washington State Parks continues managing the traditional Fort Worden State Park functions, and is predominantly focused on the maintenance of facilities. The co-managing entity in Scenario 2 is tasked with taking on the management of all operating partners, the development and delivery of core programs and services, the marketing and promotion of Fort Worden Lifelong Learning Center, and is predominantly focused on managing the use of facilities.

Policy Implications

Scenario 2 assumes that Washington State Parks will require an enhanced policy framework that addresses:

• Ability to enter into a co-management agreement with a non-profit organization to manage the use and promotion of facilities at Fort Worden.

Operating Partner Management

Scenario 2 assumes all operating partners will have renegotiated agreements with the co-managing entity aligned with the recommendations in this report. In addition, it is assumed all operating partners will be supported and managed to perform in accordance with the performance goals outlined in this report.
Benefits of Scenario 2

Scenario 2 has the following potential benefits:

- All current state park employees are guaranteed to be held harmless.
- Washington State Parks can obtain reliable cost avoidance in the long-term operating requirements of Fort Worden.
- The flexibility of a private, non-profit organization in managing partners, relationships with the private sector, and daily business functions of Fort Worden will better support the performance requirements of the lifelong learning center in a dynamic operating environment.
- The operations and activities of operating partners can be cohesively managed by an independent co-management entity.
- A non-profit co-managing entity is better suited for activating substantial philanthropic support and private capital partnerships for facilities, programs, and services.
- A non-profit co-managing entity is better suited for performing required marketing and promotion to support the performance goals of the lifelong learning center, including the hiring of marketing staff.

Challenges of Scenario 2

Scenario 2 has the following potential challenges:

- Nominal change in Washington State Parks management practices and policies necessary to support the success and sustainability of the Fort Worden Lifelong Learning Center.
- Washington State Parks additional staff requirements will be up to five (5) FTE’s.
- Ambitious performance goals for operating partners.

Scenario 3 – Primary Management by a Non-profit Organization

Scenario 3 details the implementation of the Fort Worden Lifelong Learning Center under the primary management of a selected non-profit willing and able to perform necessary management responsibilities. Scenario 3 involves the partial transition of current state park staff to become employees of the new managing entity. This scenario also includes multiple parameters that represent an evolution in the state park business practices, additional labor requirements, programmatic development, and partner accountability and responsibilities. It is critical to note this scenario involves the growth, development, and potential change on the part of Washington State Parks and current partners operating on site.

Personnel and Staffing

In Scenario 3 a portion of current state park staff will transition to the new managing entity of Fort Worden Lifelong Learning Center to perform work in their current functions supporting the Center. The remaining portion will remain as state employees, and may perform work per the terms of the MOU between Washington State Parks and the new managing entity of Fort Worden Lifelong Learning Center. This scenario represents that primary management responsibilities are transitioned to the new managing entity including primary revenue collection, the management of all operating partners, the development and delivery of core programs and services, the marketing and promotion of Fort Worden.
Lifelong Learning Center, and is predominantly focused on managing the use of facilities. Washington State Parks will continued managing some of the traditional Fort Worden State Park functions, and is predominantly focused on the maintenance of facilities.

**Policy Implications**

Scenario 3 assumes that Washington State Parks will require an enhanced policy framework that addresses:

- Ability to enter into a management agreement with a non-profit organization to manage the use and promotion of facilities at Fort Worden, as well as primary revenue collection responsibility.
- Ability to transfer select current state park employees to a private organization.

**Operating Partner Management**

Scenario 3 assumes all operating partners will have renegotiated agreements with the managing entity aligned with the recommendations in this report. In addition, it is assumed all operating partners will be supported and managed to perform in accordance with the performance goals outlined in this report.

**Benefits of Scenario 3**

Scenario 3 has the following potential benefits:

- Washington State Parks can obtain reliable cost avoidance in the long-term operating requirements of Fort Worden.
- The flexibility of a private, non-profit organization in managing partners, relationships with the private sector, and daily business functions of Fort Worden will better support the performance requirements of the lifelong learning center in a dynamic operating environment.
- The operations and activities of operating partners can be cohesively managed by an independent management entity.
- A non-profit managing entity is better suited for activating substantial philanthropic support and private capital partnerships for facilities, programs, and services.
- A non-profit managing entity is better suited for performing required marketing and promotion to support the performance goals of the lifelong learning center, including the hiring of marketing staff.

**Challenges of Scenario 3**

Scenario 3 has the following potential challenges:

- Potentially problematic transfer of select state employees to non-profit management entity in effort to hold all current state park employees harmless.
- Nominal change in Washington State Parks management practices and policies necessary to support the success and sustainability of the Fort Worden Lifelong Learning Center.
- Washington State Parks additional staff requirements will be up to five (5) FTE’s.
- Ambitious performance goals for operating partners.
- Successful implementation is threatened by staff transfer issues.
Scenario 4 – Full Management by a Non-profit Organization

Scenario 4 details the implementation of the Fort Worden Lifelong Learning Center under the full management of a selected non-profit willing and able to perform necessary management responsibilities. Scenario 4 involves the complete transition of current state park staff except law enforcement / ranger staff to become employees of the new managing entity. This scenario also includes multiple parameters that represent an evolution in the state park business practices, additional labor requirements, programmatic development, and partner accountability and responsibilities. It is critical to note this scenario involves the growth, development, and potential change on the part of Washington State Parks and current partners operating on site.

Personnel and Staffing

In Scenario 4 all the current state park staff will transition to the new managing entity of Fort Worden Lifelong Learning Center to perform work in their current functions supporting the Center except the law enforcement / ranger staff. This scenario assumes that Washington State Parks will find alternative or additional staff to be responsible for the requirements of managing and maintaining the other two parks in the Fort Worden area – Rothschild House and Old Fort Townsend – will contract with the new managing entity of Fort Worden Lifelong Learning Center to perform these functions, or will transfer management to the Northwest Region Office of Washington State Parks.

Policy Implications

Scenario 4 assumes that Washington State Parks will require an enhanced policy framework that addresses:

- Ability to enter into a full management agreement with a non-profit organization to manage the use and promotion of facilities at Fort Worden, as well as primary revenue collection responsibility.
- Ability to transfer all current state park employees except law enforcement / rangers to a private organization.

Operating Partner Management

Scenario 4 assumes all operating partners will have renegotiated agreements with the managing entity aligned with the recommendations in this report. In addition, it is assumed all operating partners will be supported and managed to perform in accordance with the performance goals outlined in this report.

Benefits of Scenario 4

Scenario 4 has the following potential benefits:

- Washington State Parks can obtain reliable cost avoidance in the long-term operating requirements of Fort Worden.
- The flexibility of a private, non-profit organization in managing partners, relationships with the private sector, and daily business functions of Fort Worden will better support the performance requirements of the lifelong learning center in a dynamic operating environment.
- The operations and activities of operating partners can be cohesively managed by an independent management entity.
- A non-profit managing entity is better suited for activating substantial philanthropic support and private capital partnerships for facilities, programs, and services.
• A non-profit managing entity is better suited for performing required marketing and promotion to support the performance goals of the lifelong learning center, including the hiring of marketing staff.
• All additional staff requirements will be the responsibility of the managing entity.

Challenges of Scenario 4
Scenario 4 has the following potential challenges:
• Potentially problematic transfer of all state employees (except rangers) to non-profit management entity in effort to hold all current state park employees harmless.
• Significant change in Washington State Parks management practices and policies necessary to support the success and sustainability of the Fort Worden Lifelong Learning Center including loss of all revenues from the park.
• Washington State Parks managing functions of other two (2) Fort Worden area state parks – Rothschild House and Old Fort Townsend through either additional staff or contracts, or transfer of responsibility to the Northwest Region Office of Washington State Parks.
• Ambitious performance goals for operating partners.
• Successful implementation is threatened by numerous issues: staff transfer, other area park management, appearance of park “privatization”.

Comparison of Alternatives
A matrix illustrating a comparative analysis of the alternative operating scenarios outlined in the plan is provided on the following page. This matrix compares the alternative scenarios across the following 13 dimensions of whether the scenario:

1. Degree to which employment terms of current staff are preserved
2. Requires little or no WSP policy changes
3. Requires no additional WSP staff
4. Engages philanthropic opportunities
5. Develops more complex commercial relationships with private sector
6. Best suited entity responsible for strategic marketing
7. Most likely to be implementable without major issues
8. Places realistic expectations on operating partners
9. Most likely to be sustainable in a dynamic operating environment
10. Supports the operational and management requirements of Lifelong Learning Center
11. Most likely to recruit capital investment partners
12. Flexible and market-driven management practices
13. Most reliable financial stability for WSP

In the matrix on the following page, the dimensions are coded to indicate:

1. “+” = likely chance of success; little challenges
2. “√” = nominal chance of success; moderate challenges
3. “-“ = diminished chance of success; significant challenges
### Comparative Matrix of Alternative Operating Scenarios

<table>
<thead>
<tr>
<th></th>
<th>Washington State Parks</th>
<th>Co-Management</th>
<th>Primary Management</th>
<th>Full Management</th>
</tr>
</thead>
<tbody>
<tr>
<td>Degree to which employment terms of current staff are preserved</td>
<td>+</td>
<td>+</td>
<td>√</td>
<td>-</td>
</tr>
<tr>
<td>Requires little or no WSP policy changes</td>
<td>-</td>
<td>√</td>
<td>√</td>
<td>-</td>
</tr>
<tr>
<td>Requires no additional WSP staff</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>√</td>
</tr>
<tr>
<td>Engages philanthropic opportunities</td>
<td>√</td>
<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Develops more complex commercial relationships with private sector</td>
<td>-</td>
<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Best suited entity responsible for strategic marketing</td>
<td>-</td>
<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Most likely to be implementable without major issues</td>
<td>-</td>
<td>+</td>
<td>√</td>
<td>-</td>
</tr>
<tr>
<td>Places realistic expectations on operating partners</td>
<td>√</td>
<td>√</td>
<td>√</td>
<td>√</td>
</tr>
<tr>
<td>Most likely to be sustainable in a dynamic operating environment</td>
<td>√</td>
<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Supports the operational and management requirements of Lifelong Learning Center</td>
<td>√</td>
<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Most likely to recruit capital investment partners</td>
<td>√</td>
<td>+</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Flexible and market-driven management practices</td>
<td>-</td>
<td>√</td>
<td>+</td>
<td>+</td>
</tr>
<tr>
<td>Most reliable financial stability for WSP</td>
<td>-</td>
<td>+</td>
<td>-</td>
<td>+</td>
</tr>
</tbody>
</table>
Additionally, the following table details the projected financial implications of the operational requirements of the alternative scenarios as it pertains to Washington State Parks obligations.

<table>
<thead>
<tr>
<th>Scenario</th>
<th>Cost Avoidance Years 1 – 10</th>
<th>5-year Cost Avoidance Year 11+</th>
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<tbody>
<tr>
<td>Scenario 1 – Washington State Parks</td>
<td>($1,282,000)</td>
<td>$585,000</td>
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<tr>
<td>Scenario 2 – Co-management</td>
<td>$107,000</td>
<td>$855,000</td>
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<tr>
<td>Scenario 3 – Primary Management</td>
<td>($603,000)</td>
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<td>Scenario 4 – Full Management</td>
<td>$427,000</td>
<td>$1,260,000</td>
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</table>
Conclusion

The purpose of this Business and Operating Implementation Plan is to establish the necessary performance measures, action plans, program standards, business practices, and general expectations around the necessary components of a successful and sustainable lifelong learning center as envisioned. This business plan has been developed to help meet the mission of the park as determined and agreed to by the general public and Washington Parks and Recreation Commission to develop and manage business that funds annual operations and attracts public-private funding for capital projects and endowments. All of the recommendations contained within this report are aligned with the vision, mission, values, site development principles, and goals of the Fort Worden Lifelong Learning Center as developed in the previous phases of planning.

Throughout the process of developing this plan and it working with the appointed Governance Task Force, the general intent of this document evolved. What originally began as a document that was designed as an implementation tool outlining the operating requirements of a lifelong learning center that follow the recommendations of the Governance Task Force has developed into a document that comprehensively presents the four relevant governance / management options under consideration by the project team and Washington State Parks, a comparative analysis of each, and the operating requirements of each.

It is the recommendation of the PROS Team that the details of this report be carefully reviewed and considered when evaluating the preferred operating alternative. While some of the preferred approaches up to the present day have sounded advantageous and doable, these options potentially feature unrealistic expectations of the revised policies of Washington State Parks needed as well as the political realities of a successful public process.

In conclusion, this report represents a comprehensive and concerted effort to outline the best alternatives available for the management and operations of the Fort Worden Lifelong Learning Center. The successful implementation of the chosen operating scenario will require substantial investment and dedication by all parties to achieve, but will certainly be worth the effort. In this manner, the legacy of Fort Worden can be preserved.
Appendix A – Scenario 1 Operating Pro Forma

The pro forma below addresses Scenario 1 – the singular management of Fort Worden under Washington State Parks. The following assumptions are the underpinnings of this analysis:

- Operating agreements with on-site partners would be renegotiated per the recommendations contained within this report.
- All current park staff remain as Washington State Parks employees.
- Additional projected staff include three additional facility maintenance employees; two additional ranger staff, caretaker staff, and program staff; and one marketing coordinator.
- An enhanced policy framework will be necessary to expand the flexibility of management practices and the parameters of concessionaire agreements.
- Newly developed single-guest accommodations become activated beginning in Year 5 and will be managed by a private partner that provides 8% of gross revenues as a concession fee.
- Newly developed single-guest accommodations operate at 65% annual occupancy with the average nightly rate of $125 per guest.
- Partners are engaged in formalized agreements with Washington State Parks that include rent for administrative facility use, a select rate for additional facility needs supporting programs, and 8% of gross revenues from program facilitation.
- Revenues indicated from “Partnership Agreements” include fees paid to Washington State Parks per the terms of partner operating agreements as a result of partner services and activities in the following:
  - Donations
  - Memberships
  - Retail / merchandising
  - Sponsorship / advertising

Operating Pro-Forma: Years 1 – 4

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<thead>
<tr>
<th>Expenses</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
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<td>1,528,531</td>
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<td>MGMT AGREEMENT</td>
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<tr>
<td><strong>Subtotal</strong></td>
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<td>3,229,087</td>
<td>3,421,265</td>
<td>3,475,065</td>
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<table>
<thead>
<tr>
<th>Revenues</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
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<tbody>
<tr>
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<td>-1,309,087</td>
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Cost Recovery Percent          60.2%  59.5%  57.2%  57.4%
Required Loss Coverage         1,243,587| 1,309,087| 1,462,970| 1,480,505
Operating Pro-Forma: Years 5 – 10

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<tr>
<th>Expenses</th>
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<th>Year 6</th>
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<th>Year 9</th>
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<table>
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<td>535,830</td>
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<td>-898,367</td>
<td>-954,230</td>
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Summary of Scenario 1 Operating Pro-Forma

This operating pro forma combines all anticipated and projected expenses and revenues associated with the operations of the Fort Worden Lifelong Learning Center. This scenario, however, assumes that Washington State Parks must be as successful as a private, non-profit organization in performing adequate marketing and policy changes to achieve the performance goals outlined within this plan.

It is the position of the PROS Team that this scenario may appear to feature easier implementation of the Fort Worden Lifelong Learning Center because it does not involve another entity with any shared or full management responsibilities, however this operating scenario will be challenging because it assumes substantial change is needed from the status quo regarding Washington State Parks business practices and policies. Likewise, it will be challenging for Washington State Parks to be able to initiate and sustain the necessary investment in marketing and promotion required to sustain the lifelong learning center. Finally, this scenario places a level of burden on the operating partners to raise private sector funds through philanthropy or otherwise supporting facilities, programs, and services that is likely unrealistic given their additional burden to obtain the performance goals outlined within this plan.

The figure on the following page demonstrates the estimated cost avoidance associated with the projected annual investment (or required loss coverage) to maintain operations at Fort Worden after Year 5, as compared with the projected continuation of the status quo. In total, it is estimated Washington State Parks may reasonably avoid an accumulated $585,000 every five years beginning in Year 11.
Annual State Contributions - Fort Worden Operations

- Potential Annual State Contributions
- Annual State Contribution - Recommended
Appendix B – Scenario 2 Operating Pro Forma

The pro forma below addresses Scenario 2 – co-management of Fort Worden between Washington State Parks and a private, non-profit organization. This analysis is built upon the following assumptions:

- Co-management with Washington State Parks and the new managing entity takes effect beginning in Year 4.
- All current park staff remain as Washington State Parks employees, with the addition of three additional facility maintenance employees, and two additional ranger staff and caretaker staff.
- Required staff of the co-managing entity include a single marketing coordinator.
- An enhanced policy framework will be necessary to expand the flexibility of management practices and the parameters of concessionaire agreements, as well as the ability to enter into a co-management agreement with a private, non-profit organization.
- Newly developed single-guest accommodations become activated beginning in Year 5 and will be managed by a private partner that provides 8% of gross revenues as a concession fee.
- Newly developed single-guest accommodations operate at 65% annual occupancy with the average nightly rate of $125 per guest.
- Partners are engaged in formalized agreements with the co-managing entity that include rent for administrative facility use, a select rate for additional facility needs supporting programs, and 8% of gross revenues from program facilitation per the recommendations within this report.
- Basic division of responsibilities are that Washington State Parks is essentially responsible for the maintenance of facilities, and the co-managing entity manages promotion and facility use.

**State Parks Operating Pro-Forma: Years 1 – 4**

<table>
<thead>
<tr>
<th>Department</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
</tr>
</thead>
<tbody>
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<td>Retail</td>
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<tr>
<td>Sponsorships/Advertising</td>
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Co-Managing Entity Operating Pro-Forma: Years 1 - 4

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<tr>
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<th>Year 3</th>
<th>Year 4</th>
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</thead>
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Subtotal: 284,003 339,003 465,273 395,575

Revenues

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<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
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<td>Goods and Services</td>
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<tr>
<td>Travel</td>
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Subtotal: 284,003 339,003 465,273 395,575

State Parks Operating Pro Forma: Years 5 - 10

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<th>Year 7</th>
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Revenues

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<th>Year 7</th>
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<tbody>
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<td>556,319</td>
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Cost Recovery Percent

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## Co-Managing Entity Operating Pro Forma: Years 5 - 10

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<td>0</td>
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<td>0</td>
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### Summary of Scenario 2 Operating Pro-Forma

This operating pro forma divides all anticipated and projected expenses and revenues associated with the operations of the Fort Worden Lifelong Learning Center between Washington State Parks and the co-managing entity. While Washington State Parks does not have the potential to obtain operational cost recovery percentages as featured in Scenario 1, this scenario reflects realistic division of responsibilities based upon each organization’s capabilities and unique circumstances. This scenario also projects reliable and sustained cost avoidance for Washington State Parks for future operating costs of Fort Worden that are reflected in the figure below.

The PROS Team believes this operating scenario assumes appropriate change that is needed from the *status quo* regarding Washington State Parks business practices and policies that is realistic. Likewise, it is not necessary that Washington State Parks will be able to initiate and sustain the necessary investment in marketing and promotion required to sustain the lifelong learning center in this scenario, but will depend upon the co-managing entity for this function. Finally, this scenario allows the operating partners to better share the burden to raise private sector funds through philanthropy or otherwise supporting facilities, programs, and services.

The figure on the following page demonstrates the estimated cost avoidance associated with the projected annual investment (or required loss coverage) to maintain operations at Fort Worden as compared with the projected continuation of the status quo. In total, it is estimated Washington State Parks may reasonably avoid an accumulated $107,000 within the ten years of this operating pro forma, and $855,000 every five years beginning in Year 11.
## Annual State Contributions - Fort Worden Operations

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<th>400,000.00</th>
<th>600,000.00</th>
<th>800,000.00</th>
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- **Potential Annual State Contributions**
- **Annual State Contribution - Recommended**
Appendix C – Scenario 3 Operating Pro Forma

The pro forma below addresses Scenario 3 – primary management of Fort Worden by a private, non-profit organization. This analysis is built upon the following assumptions:

- Governance transition from Washington State Parks to the new managing entity progresses for three years and takes effect beginning in Year 4.
- Current state park staff in programs and custodial will transition to the new managing entity beginning in Year 4; all other projected state park staff remain state employees.
- Required additional staff of the co-managing entity include a single marketing coordinator.
- Newly developed single-guest accommodations become activated beginning in Year 5.
- The new managing entity takes primary responsibility for revenue collection at Fort Worden Lifelong Learning Center following the governance transition.
- Newly developed single-guest accommodations operate at 65% annual occupancy with the average nightly rate of $125 per guest.
- Partners are engaged in formalized agreements with the new managing entity that include rent for administrative facility use, a select rate for additional facility needs supporting programs, and 8% of gross revenues from program facilitation per the recommendations within this report.
- An enhanced policy framework will be necessary to support the ability to enter into a co-management agreement with a private, non-profit organization.
- Washington State Parks will retain primary responsibility for facility maintenance and law enforcement only.

State Parks Operating Pro-Forma: Years 1 – 4

<table>
<thead>
<tr>
<th>Expenses</th>
<th>Year 1</th>
<th>Year 2</th>
<th>Year 3</th>
<th>Year 4</th>
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### Managing Entity Operating Pro-Forma: Years 1 - 4

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<th>Year 4</th>
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| **Total**                 | -26,650| -97,350| -192,856| -187,349|

| Cost Recovery Percent     | n/a    | n/a    | n/a     | 91.3%   |
| Required Loss Coverage    | 26,650 | 97,350 | 192,856 | 187,349 |
| Grand Total               | 0      | 0      | 0       | 0       |

### State Parks Operating Pro Forma: Years 5 - 10

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| **Total**                 | -1,280,183| -1,033,773| -978,371| -932,254| -928,388| -932,597|

| Cost Recovery Percent     | 12.9%   | 29.9%   | 35.6%   | 38.8%   | 40.8%   | 40.7%   |
| State Parks Contribution  | 1,280,183| 1,033,773| 978,371  | 932,254  | 928,388  | 932,597  |
| Grand Total               | 0       | 0       | 0       | 0       | 0       | 0       |
Managing Entity Operating Pro Forma: Years 5 - 10

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<th>Year 7</th>
<th>Year 8</th>
<th>Year 9</th>
<th>Year 10</th>
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<td>10,000</td>
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<td>10,000</td>
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Summary of Scenario 3 Operating Pro-Forma

This operating pro forma assumes that the expenses for basic facility maintenance and law enforcement will remain with Washington State Parks, as well as revenue collection for items defined within the “Miscellaneous” category. All other expenses will transfer to the primary management entity, as well as revenue collection. This scenario does project reliable and sustained cost avoidance for Washington State Parks for future operating costs of Fort Worden that are reflected in the figure below.

It is the position of the PROS Team that this scenario features realistic expectations on both managing entities, as well as the additional operating partners. This operating scenario assumes appropriate change that is needed from the status quo regarding Washington State Parks business practices and policies that may be problematic. It is noted that while the transfer of responsibilities to a primary management entity can be facilitated somewhat seamlessly, the transfer of select employees can be complex and wrought with issues. In this scenario it is not necessary that Washington State Parks to initiate and sustain the necessary investment in marketing and promotion required to sustain the lifelong learning center in this scenario, but will depend upon the new managing entity for this function. Finally, this scenario allows the operating partners to better share the burden to raise private sector funds through philanthropy or otherwise supporting facilities, programs, and services.

The figure on the following page demonstrates the estimated cost avoidance associated with the projected annual investment (or required loss coverage) to maintain operations at Fort Worden after Year 5 as compared with the projected continuation of the status quo. In total, it is estimated Washington State Parks may reasonably avoid an accumulated $175,000 every five years beginning in Year 11.
Appendix D – Scenario 4 Operating Pro Forma

The pro forma below addresses Scenario 4 – full management of Fort Worden by a private, non-profit organization. This analysis is built upon the following assumptions:

- Governance transition from Washington State Parks to the new managing entity progresses for three years and takes effect beginning in Year 4.
- All projected state park staff will transition to the new managing entity beginning in Year 4 except for law enforcement / ranger staff.
- Required additional staff of the co-managing entity include a single marketing coordinator.
- Newly developed single-guest accommodations become activated beginning in Year 5.
- The new managing entity takes primary responsibility for revenue collection and expenses at Fort Worden Lifelong Learning Center following the governance transition.
- Newly developed single-guest accommodations operate at 65% annual occupancy with the average nightly rate of $125 per guest.
- Partners are engaged in formalized agreements with the new managing entity that include rent for administrative facility use, a select rate for additional facility needs supporting programs, and 8% of gross revenues from program facilitation per the recommendations within this report.
- An enhanced policy framework will be necessary to support the ability to enter into a full management agreement with a private, non-profit organization, including loss of all revenues from Fort Worden and an annual payment to the managing entity.

State Parks Operating Pro-Forma: Years 1 – 4

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Managing Entity Operating Pro-Forma: Years 5 - 10

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State Parks Operating Pro-Forma: Years 5 – 10

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Managing Entity Operating Pro-Forma: Years 5 – 10

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<th>Year 8</th>
<th>Year 9</th>
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<th>Year 7</th>
<th>Year 8</th>
<th>Year 9</th>
<th>Year 10</th>
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| **Total**         | 0        | 2,445    | 5,011    | 7,704    | 10,530   | 13,492   |

| Cost Recovery Percent | 100.0% | 100.1% | 100.2% | 100.2% | 100.3% | 100.4% |
| Required Loss Coverage | 0     | 0      | 0      | 0      | 0      | 0      |
| Grand Total           | 0     | 2,445  | 5,011  | 7,704  | 10,530 | 13,492 |

Summary of Scenario 4 Operating Pro-Forma

This operating pro forma assumes that all expenses except those associated with law enforcement transfer to the new managing entity, as well as revenue collection for all items. This scenario does project reliable and sustained cost avoidance for Washington State Parks for future operating costs of Fort Worden that are reflected in the figure below.

The PROS Team projects that this operating scenario assumes significant change is needed from the status quo regarding Washington State Parks business practices and policies. It is noted that while the transfer of responsibilities to a primary management entity can be facilitated somewhat seamlessly, the transfer of all employees (except rangers) and the annual contribution required to be made by Washington State Parks to the new managing entity to keep operations solvent will likely be extremely complex. In this scenario it is not necessary that Washington State Parks to initiate and sustain the necessary investment in marketing and promotion required to sustain the lifelong learning center in this scenario, but will depend upon the new managing entity for this function. Finally, this scenario allows the operating partners to better share the burden to raise private sector funds through philanthropy or otherwise supporting facilities, programs, and services.

The figure on the following page demonstrates the estimated cost avoidance associated with the projected annual investment (or required loss coverage) to maintain operations at Fort Worden as compared with the projected continuation of the status quo. In total, it is estimated Washington State Parks may reasonably avoid an accumulated $427,000 in the first ten years of the operating pro forma, and $1,260,000 every five years beginning in Year 11.
APPENDIX 3

FORT WORDEN SITE AND FACILITIES USE AND DEVELOPMENT PLAN
STAFF RECOMMENDATION
August 2008

Electronic versions of Appendix 3 are available for download at:

http://www.parks.wa.gov/plans/ftwordenII/

Hard copy available on request only. Contact Nata Hurst, Washington State Parks Planning and Research Program, P.O. Box 42650, Olympia, WA 98504-2650, call (360) 902-8638, or E-mail: nata.hurst@parks.wa.gov
Fort Worden Site & Facilities Plan
Staff Recommendation
August 2008
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Introduction

This Site and Facilities Use and Development Plan Report is based on the site and facilities portion of the Operations and Management Assessment Report provided to Washington State Parks in May 2008 as well as the Long Range Business Development Plan prepared by Pros Consulting in conjunction with this report. The development concepts and specific recommendations presented herein incorporate the historical character, landscaping and nature of the Fort. Led by the Land Use, Architectural and Civil Engineering departments at BCRA, this report was prepared by a team of sub-consultants specializing in the fields of architecture, historic preservation, civil engineering, electrical engineering and traffic engineering.

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Executive Summary

In January 2007, the State Parks and Recreation Commission (Commission) adopted a series of recommendations to guide long-term development and management of Fort Worden. As envisioned, Fort Worden will become a Life Long Learning Center that is 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 2007 actions, the Commission directed staff to prepare additional planning documents to guide implementation of its vision for Fort Worden. These included:

1. *Site and Facilities Use and Development Plan* to guide long-term use and development of the park and its many historic buildings;

2. *Design Guidelines* to guide treatment of structures and landscapes within the Fort Worden National Historic Landmark; and


This document seeks to satisfy #1, above and is intended to guide rehabilitation and development of facilities in support of the Life Long Learning Center vision. Recommendations related to business and operations are provided in Business and Operations Implementation Plan, while Design guidelines are presented in the Fort Worden Guidelines for Rehabilitation.

This *Site and Facility Use and Development Plan* is a culmination of work and analyses performed throughout multiple planning phases that established a new vision for Fort Worden State Park as a center for life-long learning. This report is an implementation tool to be utilized to clarify site and facility use requirements for the new Fort Worden vision. Reports that have contributed to preparation of this *Site and Facility Use and Development Plan* include:

- Previous Fort Worden State Park Planning (Phases 1 and 2: 2005-2007)
- *Operations and Management Assessment Report* (Phase 3 - June 30, 2008)
- *Preliminary Guidelines for Rehabilitation* (Phase 3 - June 30, 2008)
- Substantial Public and Stakeholder Input – Phases 1, 2, and 3

Prior to the presentation of more detailed site and facility recommendations for the Fort Worden Lifelong Learning Center concept, however, it is prudent to revisit the vision, mission, values and development principles determined during previous planning phases. Goals for the Lifelong Learning Center are also included.
Vision
Fort Worden is a legendary gathering place where people are transformed through retreat, renewal and discovery.

Mission
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.

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 historical 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 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.

Site Use and Development Principles

To reflect continued commitment to the exceptional character and public use of Fort Worden, 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

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.

The park should accommodate increasing park demand in the future.

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.

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 intermingling 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 and 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 functions 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 that incorporate the use of 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 be concentrated in areas of the park that can more easily handle the impact, such as the Industrial Zone (Appendix I). This retains the original concept 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 and more obvious point of contact with visitors and to 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 facilities wherever 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 buildings should be reserved to retain this opportunity.

Goals of Lifelong Learning Center

- To be a Lifelong Learning Center that is recognized as 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, Fort Worden allows visitors to design their stay around their needs and preferences.

- The Fort Worden Lifelong Learning Center will remain a part of the Washington State Park System and retain all aspects of a public park facility including accessibility, reasonable and equitable pricing, and natural and cultural resource protection priorities.

- Any future development of the Fort Worden Lifelong Learning Center will responsibly address and include effective management of the energy requirements of the site as a whole, safe and efficient circulation of people to and throughout the site, the protection of tranquil and personal experiences in the outdoors, and the preservation of the character of the site and its history.
Foundations of the Site and Facility Use Plan

SITUATIONAL ASSESSMENT

The consulting team led by PROS Consulting, LLC., has performed extensive assessments as the existing conditions and operating parameters of Fort Worden State Park as a component of the Fort Worden State Park Long Range Plan. This process produced a reference point from which preliminary and final recommendations can be made. The assessments included review of:

- Programs and Services
- Operations and Finance
- Organization and Management
- Facilities
- Benchmark Assessment
- Stakeholder Input

The detailed findings of these assessments are provided in the Organizational and Management Assessment report (Pros Consulting, June 2008).

REALISTIC OPPORTUNITIES FOR GROWTH AND DEVELOPMENT

This Site and Facility Use Plan was developed with extensive participation by park and agency staff, key stakeholders, and members of the public. No recommendations in this report suggest opportunities that are not within the realm of possibilities for Fort Worden. These findings have taken into account the local, regional and state political climates; available funding possibilities and limitations; strategies that represent a reasonable probability of operational success; capabilities of the stakeholder organizations; and the support of the local population.

In summary, this report contains site and facility best-use practices for supporting innovative and high quality visitor experiences, maximizing potential efficiencies in facility use, an improved energy footprint, known and projected health and safety requirements, maintaining the historic fabric of the site, and better management of the operational aspects of a large and diverse facility.

Focus of Recommendations

Fort Worden State Park features a tremendous diversity of programs and services available to visitors, provided predominantly through on-site partners. The recommendations of this Site and Facility Use Plan are focused on the following three basic premises:

1. Expansion of Improved Overnight Accommodations;
2. Site Organization; and
3. Establishing and Supporting Site Identity.
EXPANSION OF IMPROVED OVERNIGHT ACCOMMODATIONS

There are currently ten (10) distinct types of improved overnight accommodation facilities at Fort Worden. These include:

- One-bedroom houses
- Two-bedroom houses
- Four-bedroom house
- Five-bedroom house
- Eleven-bedroom house
- Duplexes
- Three-bedroom apartments
- Six-bedroom units, compliant with Americans with Disabilities (ADA) regulations
- Dormitories
- Barracks

Use of these facilities typically only accounts for approximately 11% of total estimated annual park visitation, but represents approximately 67% of total annual earned revenues. Improved overnight accommodations, often provided as conference services, are the best yielding business functions of Fort Worden State Park.

The sustainability of the Fort Worden Lifelong Learning Center will in part depend upon the successful conversion and operation of additional single-guest accommodations. It is strongly recommended to continue with the existing preliminary plans to convert two historic buildings into 100 rooms of single-guest accommodations, and to seek an additional partner organization to manage these services.

SITE ORGANIZATION

Fort Worden State Park currently has 16 partner organizations operating on-site providing programs and services. These partners include both non-profit and for-profit organizations, and
are managed to provide a complimentary blend of programs and services to visitors. To this point, facilities that house these organizations have been assigned in an “opportunistic” fashion, fitting the needs of an organization with a facility that requires the least amount of improvement to accommodate them. While this strategy was necessary and prudent for the time, the vision of the Fort Worden Lifelong Learning Center requires that the have a greater organization scheme that makes sense to the visitor and enhances the overall visitor experience. New organization of the site also takes advantage of opportunities to gain efficiencies in facility use and operational costs.

The recommendations contained herein detail a basic organization scheme that assigns facilities to their function based upon building design aspects, purpose and predominant use, improved traffic circulation, health and safety requirements, and enhanced visitor experience. The result is a site that makes sense, reinforces the values and principles of Fort Worden Lifelong Learning Center, is easy to navigate, accommodates special needs of visitors, optimizes opportunities for operational efficiencies, and supports the quality experience of tenants and visitors.

ESTABLISHING AND SUPPORTING SITE IDENTITY

It is critical that the organization and use of the site and facilities at Fort Worden Lifelong Learning Center establish and support the identity of the site. By adjusting how facilities are used or where programs or organizations are located, the identity of Fort Worden can be supported as a:

- Pedestrian-friendly campus;
- Unique and innovative destination learning programs provided in facilities especially tailored to the quality of the experience;
- A full-service destination that can easily accommodate people of diverse interests, skills, and abilities;
- An eco-friendly campus that strives to celebrate the natural and historic resources on site, as well as reduce the energy footprint of the facilities; and
- An unparalleled education, recreation, and leisure experience.

Best Management Practices

There are numerous best management practices currently used at Fort Worden State Park, both by the park staff and staff of on-site partners. While continuation of these practices is critical, improvement in three areas could dramatically impact operational performance: consistency, coordination, and communication.
CONSISTENCY
Throughout this report the Consultant Team will refer to consistent practices as a critical element for the success of the Life Long Learning Center concept. This consistency is needed in program delivery; handling customer inquiries, requests and complaints; messaging and branding; and administrative practices. Standards in these areas that are developed jointly by the park and its partners can improve the overall quality of experiences provided to Fort Worden visitors, while also strengthening the relationships of service providers both on- and off-site.

COORDINATION
There are two areas of coordination identified that should be a priority for Fort Worden State Park and its on-site partners: facilities and programs. As observed through multiple site visits and stakeholder interviews, there is frequently a perceived disconnect between tenants and the state park on the required protocol for addressing facility maintenance needs. While the State Park Staff were frequently complimented on their resourcefulness, it seems generally unclear to on-site partners how facility needs can be addressed in a timely manner. Regular facility need coordination meetings between the park and its tenants would greatly improve the management of a unified facility needs inventory, as well as improve the communication to tenants regarding true constraints to addressing facility needs within an expected time frame.

Secondly, program planning and packaging will improve dramatically with regularly scheduled meetings between park staff and all program personnel from relevant on- and off-site partners. These planning sessions should consist of clearly stated outcomes for programs needed to generate overnight traffic through Fort Worden facilities. It is recommended that these meetings occur monthly initially, and possibly evolve to quarterly based upon the success of keeping all program providers engaged in the planning process.

COMMUNICATION
Communication is a best practice that can be improved predominantly in two areas: internal, bi-directional communication between park management and on-site partners; and external informational and promotional communication with existing and prospective customers. There are currently increased efforts to address the former, but only recognition of the issue regarding the latter. While internal communication requires time and effort, external communication will require dedicated staff and financial investment.

Land Classifications and Long-Term Park Boundary
In 2007, the State Parks and Recreation Commission adopted land classifications for Fort Worden State Park. Land classification, similar to zoning, sets appropriate use and development intensities throughout the park. Fort Worden is classified as a combination of Heritage, Recreation, and Resource Recreation Areas as described and shown on the Land Classification Map, page 14.

Adopted land classifications generally affirm the park’s current uses while providing room for modest future expansion. The classifications provide for development of 10 campsites in the upper campground to accommodate volunteer host sites displaced from other parts of the park. Classifications also provide for extensive rehabilitation of historic structures to accommodate new uses and activities as park programming grows. New construction is permitted in Heritage
Areas including the Garrison Post (main campus), Artillery Hill, and the beach area if needed, but only to the extent that the integrity of the site’s historic structures and landscapes is not compromised.

The purpose of a long-term boundary is to take a big picture look at what lands, independent of ownership, might advance the vision and goals of the park. These properties are indicated by lighter shaded colors outside the existing park boundary and inside the long-term boundary (red dashed line). Including a 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 way that complements development and operation of the park.
Summary of Guidelines for Rehabilitation

Fort Worden at the beginning of the 21st century looks remarkably like it did a century before. The overarching purpose of the Fort Worden Guidelines for Rehabilitation is to help ensure that the notable appearance remains intact as new uses are found for the buildings.

Fort Worden has experienced significant change over time. Those changes should have had a profound and lasting effect on the historic qualities of the military post; however they have proved to be surprisingly impermanent. Among its contemporaries, Fort Worden alone retains an appearance that easily recalls the period between 1904 and 1917 before World War I. It is one of the best preserved military posts in the Pacific Northwest, a quality recognized and reinforced by its designation as a National Historic Landmark, a designation reserved for the nation’s most significant properties.

By Commission policy, work on historic structures and landscapes at Fort Worden State Park must adhere to the US Department of Interior Secretary’s Standards for the Treatment of Historic Properties. Site-specific guidelines for rehabilitation provide a critical intermediate step between the Secretary’s Standards and the construction of a particular feature in a particular historic site. Guidelines for Rehabilitation provide architects, builders, property managers, tenants, maintenance staff and others with parameters on how much change can be introduced in adapting an historic building or feature to a new use. Their overall purpose is to ensure that an historic property retains its authenticity and integrity while allowing flexibility to adapt the site and structures to address the evolving needs of the park.

All recommendations in this Site and Facilities Use and Development Plan must be consistent with the Guidelines for Rehabilitation. This provides predictability to potential partners while, at the same time, assuring that the historical integrity of the Fort is appropriately protected.
Summary of Existing Facilities

CURRENT AND HISTORICAL BUILDING USES

Many of the original buildings at the Fort no longer exist. A large number of the original structures were built as temporary buildings until a permanent structure could be constructed. These temporary buildings were often re-purposed many times over until they were ultimately removed.

The Existing Conditions Plan Maps, Figures 1 and 1a, include the existing buildings at Fort Worden, which are numbered and color coded based on current use. Most of the existing buildings are historical, with the exception of The Commons, Marine Science Center, an addition to the Balloon Hangar, and ticket booth and bathroom structures serving visitors at the camping and beach areas.

The table that follows includes the current building name, current building use, projected use, year built and the size of the structure.

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<tr>
<th>Park Bldg #</th>
<th>Current Building Name</th>
<th>Current Building Use</th>
<th>Projected Use</th>
<th>Year Built</th>
<th>Total Bldg Area</th>
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<td>Housing (1 Bed)</td>
<td>Housing (Single Family)</td>
<td>1917</td>
<td>861</td>
</tr>
<tr>
<td>245</td>
<td>Ranger Residence</td>
<td>Housing (Single Family)</td>
<td>Housing (Single Family)</td>
<td>1898</td>
<td>2,826</td>
</tr>
<tr>
<td>246</td>
<td>JFK</td>
<td>Meeting/Multi-Purpose</td>
<td>Auditoriums</td>
<td>1941</td>
<td>4,100</td>
</tr>
<tr>
<td>259</td>
<td>Artist Residency</td>
<td>Housing (Duplex)</td>
<td>Housing (Duplex)</td>
<td>1941</td>
<td>1,040</td>
</tr>
<tr>
<td>260</td>
<td>Artist Residency</td>
<td>Housing (Duplex)</td>
<td>Housing (Duplex)</td>
<td>1941</td>
<td>1,125</td>
</tr>
<tr>
<td>261</td>
<td>Artist Residency</td>
<td>Housing (Duplex)</td>
<td>Housing (Duplex)</td>
<td>1941</td>
<td>1,125</td>
</tr>
<tr>
<td>262</td>
<td>NCO Quarters</td>
<td>Meeting Rooms</td>
<td>Class/Meeting Rooms</td>
<td>1941</td>
<td>1,040</td>
</tr>
<tr>
<td>270</td>
<td>Ranger Residence</td>
<td>Housing (Sgl Family)</td>
<td>Housing (Single Family)</td>
<td>1904</td>
<td>1,665</td>
</tr>
<tr>
<td>272</td>
<td>Youth Hostel</td>
<td>Housing (Hostel)</td>
<td>Housing (Multi-room)</td>
<td>1941</td>
<td>4,800</td>
</tr>
<tr>
<td>275</td>
<td>Artist Residency</td>
<td>Housing (4-Plex)</td>
<td>Housing (Single Family)</td>
<td>1941</td>
<td>4,780</td>
</tr>
<tr>
<td>277</td>
<td>Madrona Vista</td>
<td>Housing (11 Bed)</td>
<td>Housing (Multi-room)</td>
<td>1941</td>
<td>4,780</td>
</tr>
<tr>
<td>296</td>
<td>Park Shop</td>
<td>Shop</td>
<td>Offices/Meeting</td>
<td>1941</td>
<td>2,821</td>
</tr>
<tr>
<td>297</td>
<td>Conference Building</td>
<td>Classrooms</td>
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<td>1960</td>
<td>972</td>
</tr>
<tr>
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<td>College</td>
<td>Classrooms/Offices</td>
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<td>1904</td>
<td>20,608</td>
</tr>
<tr>
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<td>Guard House</td>
<td>Visitor Center/Gift Shop</td>
<td>Visitor Center/Gift Shop</td>
<td>1904</td>
<td>3,668</td>
</tr>
<tr>
<td>304</td>
<td>Bakery</td>
<td>Storage General</td>
<td>Offices/Meeting</td>
<td>1941</td>
<td>9,240</td>
</tr>
<tr>
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<td>Shop</td>
<td>Shop</td>
<td>Class/Meeting Rooms</td>
<td>1905</td>
<td>18,620</td>
</tr>
<tr>
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<td>Class/Meeting Rooms</td>
<td>1904</td>
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</tr>
<tr>
<td>308</td>
<td>Storage</td>
<td>Storage General</td>
<td>Class/Meeting Rooms</td>
<td>1905</td>
<td>2,505</td>
</tr>
<tr>
<td>309</td>
<td>Gas Station</td>
<td>Gas Station</td>
<td>Shop/Storage</td>
<td>1920</td>
<td>210</td>
</tr>
<tr>
<td>310</td>
<td>Gymnasium</td>
<td>Gym/Meetings</td>
<td>Gym/Meetings</td>
<td>1906</td>
<td>6,044</td>
</tr>
<tr>
<td>313</td>
<td>Conference Building</td>
<td>Admin/Shop</td>
<td>Offices/Meeting</td>
<td>1905</td>
<td>2,220</td>
</tr>
<tr>
<td>Building</td>
<td>Type</td>
<td>Use</td>
<td>Year</td>
<td>Footage</td>
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<td>-------------------------------</td>
<td>------------------------------</td>
<td>------</td>
<td>----------</td>
<td></td>
</tr>
<tr>
<td>315 Shop</td>
<td>Wood Shop/Sound Studio</td>
<td>Wood Shop/Studio</td>
<td>1907</td>
<td>4,356</td>
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</tr>
<tr>
<td>324 Storage</td>
<td>Storage General</td>
<td>Class/Meeting Rooms</td>
<td>1909</td>
<td>3,045</td>
<td></td>
</tr>
<tr>
<td>325 NCO Quarters</td>
<td>Housing (2 Bed, ADA)</td>
<td>Housing (Single Family)</td>
<td>1905</td>
<td>1,216</td>
<td></td>
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<tr>
<td>326 Conference Building</td>
<td>Meeting/Multi-Use</td>
<td>Auditoriums</td>
<td>1941</td>
<td>5,395</td>
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<tr>
<td>331 NCO Quarters</td>
<td>Housing (Duplex)</td>
<td>Housing (Duplex)</td>
<td>1909</td>
<td>4,505</td>
<td></td>
</tr>
<tr>
<td>332 NCO Quarters</td>
<td>Housing (Duplex)</td>
<td>Housing (Duplex)</td>
<td>1905</td>
<td>4,505</td>
<td></td>
</tr>
<tr>
<td>333 NCO Quarters</td>
<td>Housing (Duplex)</td>
<td>Housing (Duplex)</td>
<td>1904</td>
<td>4,505</td>
<td></td>
</tr>
<tr>
<td>334 NCO Quarters</td>
<td>Housing (Duplex)</td>
<td>Housing (Duplex)</td>
<td>1904</td>
<td>4,505</td>
<td></td>
</tr>
<tr>
<td>335 NCO Quarters</td>
<td>Housing (Duplex)</td>
<td>Housing (Duplex)</td>
<td>1909</td>
<td>4,505</td>
<td></td>
</tr>
<tr>
<td>336 NCO Quarters</td>
<td>Housing (3 Bed)</td>
<td>Housing (3 Bed)</td>
<td>1909</td>
<td>2,101</td>
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<tr>
<td>352 Ranger Residence</td>
<td>Housing (Sgl Family)</td>
<td>Housing (Single Family)</td>
<td>1915</td>
<td>4,505</td>
<td></td>
</tr>
<tr>
<td>353 NCO Quarters</td>
<td>Housing (4 Bed)</td>
<td>Housing (4 Bed)</td>
<td>1915</td>
<td>4,505</td>
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</tr>
<tr>
<td>356 Generator House</td>
<td>Storage General</td>
<td>Shop/Storage</td>
<td>1921</td>
<td>4,154</td>
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<tr>
<td>357 Garage</td>
<td>Storage General</td>
<td>Shop/Storage</td>
<td>1921</td>
<td>2,072</td>
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</tr>
<tr>
<td>363 Demolished</td>
<td>NA</td>
<td>Recreation Hall</td>
<td>Futr</td>
<td>4,500</td>
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<tr>
<td>364 Oil House</td>
<td>Paint Shop</td>
<td>Shop/Storage</td>
<td>1931</td>
<td>724</td>
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<tr>
<td>365 Garage</td>
<td>Storage General</td>
<td>Shop/Storage</td>
<td>1920</td>
<td>5,000</td>
<td></td>
</tr>
<tr>
<td>372 Wagon Shed</td>
<td>Storage</td>
<td>Shop/Storage</td>
<td>1910</td>
<td>7,872</td>
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<tr>
<td>409 Storage</td>
<td>Abandoned</td>
<td>Class/Meeting Rooms</td>
<td>1903</td>
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<tr>
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<td>Abandoned</td>
<td>Class/Meeting Rooms</td>
<td>1915</td>
<td>2,000</td>
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</tr>
<tr>
<td>414 Storage</td>
<td>Storage General</td>
<td>Class/Meeting Rooms</td>
<td>1915</td>
<td>600</td>
<td></td>
</tr>
<tr>
<td>500 Demolished</td>
<td>NA</td>
<td>Maritime Museum</td>
<td>Futr</td>
<td>2,200</td>
<td></td>
</tr>
<tr>
<td>501 Cable House</td>
<td>Concession</td>
<td>Concession</td>
<td>1910</td>
<td>2,000</td>
<td></td>
</tr>
<tr>
<td>502 Machine Shop</td>
<td>History Museum</td>
<td>History Museum</td>
<td>1921</td>
<td>2,218</td>
<td></td>
</tr>
<tr>
<td>503 NA</td>
<td>Marine Science Center</td>
<td>Futr</td>
<td>2,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>526 Kitchen Shelter</td>
<td>Kitchen Shelter</td>
<td>Kitchen Shelter</td>
<td>1,178</td>
<td></td>
<td></td>
</tr>
<tr>
<td>532 Marine Science Center</td>
<td>Laboratory</td>
<td>Laboratory</td>
<td>2,735</td>
<td></td>
<td></td>
</tr>
<tr>
<td>604 Ticket Booth</td>
<td>Ticket Booth</td>
<td>Shop/Storage</td>
<td>36</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**TOTAL Square Footage**: 443,821
See Figure 1 – Existing Conditions Plan Map
See Figure 1a – Existing Conditions Plan – Main Campus Map
Park-Wide Site and Facility Considerations and Recommendations

CENTRAL REHABILITATION AND DEVELOPMENT CONCEPT

This plan seeks to improve the organization of the park and provide an overarching functional logic to site and building uses as experienced by the park visitor.

Visitors arriving at the park will come through the main gate and immediately find check-in, information, and orientation at the administrative hub (buildings 300, 304, and 326). From here, visitors are directed to their accommodations, meetings, or other points of interest throughout the park.

Meeting spaces and classrooms are centrally located in the main campus – both existing spaces in and around the Commons and Barracks, as well as a new program hub in the current maintenance area. This area should be rehabilitated to public space where on-site partners provide programs and services. Additional meeting and classroom space should also be included here as necessary.

Overnight accommodations should form a ring around the main campus with convenient pedestrian access to meeting and program space in the center. To foster pedestrian use and retain the historic feel of the Fort, parking should be limited within the main campus. Additional parking should be located at the campus periphery, with overflow and special event parking provided near the mule barn and in strategic lawn areas hardened for this purpose.

Maintenance functions should be relocated to the mule barn area in a new structure designed for this purpose with related storage provided in nearby motor pool buildings.

Within the currently developed footprint, the number of campsites in the upper campground should be modestly increased to add host sites relocated from the historic campus. The lower campground, beach day-use area, and marine-related facilities should be retained in their present configuration; however, contemporary facilities should be renovated to conform to the Fort’s Guidelines for Rehabilitation.
Additional recommendations set forth in this section for park-wide systems include: internal circulation, external circulation and transportation, and for natural features of this unique site. Overall, circulation patterns aim to simplify the existing vehicular network and integrate new and existing pedestrian/bike paths with transit and external road networks in a way that respects and enhances the landscape setting and historical context of the site.

Over the years, as use of Fort Worden has changed, some roads have fallen into disuse and need repair. With the loss of some building structures over time, some roads have diminished in importance. This report contains recommendations to close some roads and convert them back to naturalized landscapes, or close them to vehicular transportation and convert them to pedestrian/bicycle pathways.

The intent is to refocus on existing roads as the backbone of the overall site and consolidate transportation that feeds the many areas with the park. This tidying up of unused roads allows visitors to appreciate the historic nature of the site and its buildings and facilitate way-finding around the grounds. Environmental factors include an overall reduction in asphalt and associated stormwater runoff, and increasing area for landscape plantings.

NON-MOTORIZED INTERNAL CIRCULATION

Non-motorized circulation is the primary mode of getting around for visitors to conferences and workshops, as well as a major pastime for visitors to the Fort Worden campus. Therefore planning for pedestrians, bicycles and ADA compliant circulation needs to be user-friendly, easy to get around the site, and connected in a comprehensive manner site-wide.

PEDESTRIAN CIRCULATION

Pedestrian circulation includes sidewalks, former roads removed and repaved as gravel walkways, or paved roads closed to vehicular traffic (permanently or temporarily by means of bollards). Some informal pedestrian pathways have come into being over time in what should be formalized spaces, and so sidewalks in these areas are recommended.
ACCESSIBILITY (ADA)

The Master Plan with Pedestrian Routes Map, Figure 2, identifies existing and recommended sidewalks and paths primarily for the main campus with a distinction between ADA and non-ADA routes. The ADA routes shown are based on providing an accessible route to all program facilities, administrative facilities and accessible accommodations. Based on the existing grades of Road Number 10, the sidewalk east of building 225 would require a handrail to meet ADA standards.

ADA accessibility includes ramps into buildings, across curbs and sidewalks for those with wheelchairs, signage appropriate for the blind, and surface textures for pedestrians to tell where there are changes in elevation and/or transportation mode (sidewalk to street, sidewalk to building edge, etc.).

All program facilities, administration facilities, and accommodations should be rehabilitated to include accessible entrances. Accessible ramps along pedestrian routes that link higher and lower elevation areas of the park should be installed. In order to preserve the historic landscape, routes should be designed to run diagonally from the existing north-south military grid and constructed using materials clearly differentiated from those used historically.

For road crossings, crosswalks, and pavement material changes, ADA compliant ramps and detectable warnings will be required. Additionally, all of the existing ADA parking stalls that do not meet the current ADA standards should be updated accordingly. This will include new signage, adjacent loading/unloading zones, and maximum allowable slope within the parking space and unloading zone.
See Figure 2 – Master Plan with Pedestrian Routes
Bicycles

Visitors to Fort Worden, particularly campers, frequently bring their bicycles to the park. Local residents also ride bikes to the site from outside the Fort Worden boundaries.

Providing a slower speed means of getting around on the site allows the historic nature of the buildings and landscape to be appreciated. Roads and pathways should to be designed with bicycles in mind. Bike racks should be provided at selected buildings and amenities in a manner that preserves the integrity of park structures and the designed cultural landscape. See Master Plan with Bicycle Routes Map, Figure 3.

MOTORIZED INTERNAL CIRCULATION

Vehicular

Vehicular transportation will continue to be the main mode of going to and from Fort Worden from afar (outside Port Townsend) and locally. Within the site itself, simplifying the road network will improve circulation, while still providing access to important facilities and site amenities. See Master Plan with RV Route Map, Figure 4.

Internal Vehicular Circulation

Internally, vehicular circulation should be limited to several main roads within the Fort Worden complex partly for ease of getting around, but also for cleaning up the general fabric of the overall road and parking layouts.

Internal Vehicle Parking

Parking areas should generally be located around the periphery of the main campus with new lots located and sized to address new programs and buildings as needed. Accessible parking spaces should be provided near most buildings for people with mobility-related disabilities. Loading spaces should also be provided for service vehicles.

General parking capacity should seek to accommodate typical summer demand. Overflow parking should be provided to accommodate heavier demand periods (e.g. summer weekends and during special events). Overflow areas should be located on lawns currently used for this purpose and improved with Grasscrete or similar engineered surface that can be driven on, has the appearance of grass, and is pervious to rainwater.

Fort Worden currently has 806 existing paved and striped parking spaces. As buildings are rehabilitated and new facilities come on-line, additional parking should be developed. This will ultimately include about 200 new paved car spaces and 6 new RV-length spaces as indicated conceptually in the site Master Plan (Figure 5).

Internal Shuttle

An internal shuttle will be used to transfer people from various locations within Fort Worden and be available for those with limited mobility or other ADA-related needs.
See Figure 3 – Master Plan with Bicycle Routes
See Figure 4 – Master Plan with RV Routes
EXTERNAL CIRCULATION

External Circulation and Transportation

External circulation will define the edges of the Fort Worden campus, and entry points into the site may change. Road No. 2 will continue to serve as a secondary access to the northeastern portion of the Fort Worden grounds for camping, picnicking and beach access.

Non-motorized – links to City Trail System

People arrive on the site by various means, by land and sea. Some arrive by kayak or other small watercraft to the shores surrounding Fort Worden, or more typically by urban trails from the surrounding neighborhoods. Entrance points to the site should be formalized and recognize the intimacy of the Port Townsend scale and ease of getting to Fort Worden from downtown and the immediate neighborhood. Also, these entrance points can function as place makers to develop individual character of the connection between the site and outside pedestrian networks. Other non-motorized trail links to the City of Port Townsend and Jefferson County trail systems should be pursued.

Vehicular - Off-Site Mitigation

Even if the anticipated levels of growth (2-4%) would occur during the peak summer months it would be significantly lower than the additional 151 PM peak hour vehicle trips that were assumed and accounted for in the Draft Transportation Functional Plan. This would indicate that the transportation impacts from the proposed development can be mitigated through the implementation of the long range transportation improvements identified in the Draft Transportation Functional Plan. Many of the improvements in the Draft Plan are unfunded, so it is possible that Fort Worden State Park may need to contribute its fair share towards those improvement projects that are along the primary access routes to the Park. Additional measures to mitigate impacts could include the development of a transportation management plan and completing an event management plan to address access and parking for special events. This plan would include a wayfinding program that could direct traffic to specific arterials away from residential areas, encouraging the use of non-motorized travel through the development of bike lanes, trails, and sidewalks around the park.

Continue to work with the City of Port Townsend to identify off-site traffic mitigation requirements consistent with increased peak trip generation into and out of the park. Also, continue to pursue agreements with owners of off-site parking opportunities and transit/shuttle services for special event parking.

Transit

Public transit stops at key locations will allow visitors as pedestrians and/or bicyclists to reach Fort Worden from downtown Port Townsend. Fort Worden should continue to encourage the use of the local public transit system by park visitors.

NATURAL FEATURES

The juxtaposition of open water with mountains and local hills, lush vegetation, and the modified Mediterranean climate that characterizes Puget Sound, is well captured in the Fort Worden
setting. Wetlands, typical of the post glacial environment of Puget Sound and found in the Fort Worden area are to be protected, both by means of buffers and such, but also by sensitive site planning, civil engineering, and landscape architectural practices.

Important viewsheds and plant regimes should be protected, celebrated and enhanced, while at the same time capturing the historical value of the Fort Worden site.

In addition, it is important to continue to remove invasive plant species such as Scots broom and others, from all park areas. As these invasive species are removed, natural landscapes should be restored with native plant species. Natural elements of designed landscapes (e.g., trees, shrubs, and lawns) should be rehabilitated with durable, drought tolerant species. Also, investigate establishing gardens in selected park areas that would be consistent with rehabilitation of the historic designed landscape.
Area Specific Site and Facilities Considerations and Recommendations

MAIN CAMPUS

Entrances & Roadways

The City of Port Townsend has suggested that the existing west entrance into Fort Worden be improved to serve as the main park entrance and accommodate the majority of the vehicles entering the site. This project would include an improved west gate entrance for use by RVs and provide stacking lanes along the west entrance roadway. The guard house, and park administration relocated to the USO and Bakery buildings would provide first points of visitor contact and check-in with parking provided in the existing Guard House lot. ADA parking would be provided in the Guard House lot next to the USO and Bakery buildings.

Decisions regarding relocation of the west entrance will be conducted as a separate process in the future. The City of Port Townsend and Fort Worden will work together to complete a full evaluation of the advantages, disadvantages, and environmental impacts associated with changing the main entrance to the west gate (Admiralty Ave). This will include an evaluation of physical constraints, safety, cost, and effects on neighboring communities. Proposed actions resulting from this evaluation will undergo additional environmental review and the public will have opportunities at that time to provide input.

Fort Worden Way between No. 10 road and 6th Avenue is envisioned as closeable by bollards on a short or long-term basis, or temporarily for events, to create a more accessible, pedestrian-friendly route between the Commons and what will become a new program core west of Fort Worden Way (in what is now the existing maintenance area comprised of buildings 304, 305, 306, 308, 310, 324, 325 and 326).

Vehicular transportation should be focused mainly on Fort Worden Way, Eisenhower Street, Pershing Street, Road No. 2, Admiralty Drive, and Road No. 9. Fort Worden Way should be closed between 6th Avenue and No. 10 by bollards as needed.

As discussed in the infrastructure assessment, most of the roads have well aligned intersections with good visibility. However one intersection in particular that should be improved is the intersection of Fort Worden Way and Road No. 10. This should be reconfigured to provide a more defined intersection with better maneuverability for Park visitors.
All existing and proposed roadways should be kept in good working order and repairs to the road surfaces should be ongoing and made in a timely fashion.

Current vehicle access throughout the Park is relatively unrestricted. There are opportunities to limit vehicular access on specific roads to service vehicles and for visitors requiring ADA access. Vehicle access to parking for overnight accommodations could also be restricted through signage, striping, or other indicators. Restricting visitors from driving in areas where they do not need to drive, would protect the existing roads from unnecessary wear and help create a more pedestrian- and bicycle-friendly campus.

Not all of the historic roadways are needed for park purposes and could be converted to trail or abandoned in a manner that retains an indication of the original alignment. Potential roadways include one of the two roads providing access to the gate to Artillery Hill (either from building No. 305 to this gate or from building No. 336) and redundant roads serving the residential buildings north of Alexander’s Castle.

Parking, Sidewalks & Circulation

The Park should continue to utilize opportunities for off-site parking (e.g., fairgrounds) and shuttle/transit service for large special events. The Park should continue to work in cooperation with the City of Port Townsend to develop new transit solutions to help reduce the impact of traffic in general on the environment and specifically on the local streets and neighborhoods.

Parking areas should be generally located around the periphery of the main campus with new lots located and sized to address new programs and buildings as needed. Selected lawn areas should be improved with Grasscrete or similar materials to accommodate special event parking rather than designing parking for peak uses.

Short-term vehicular and RV parking will be provided in the Guard House lot near buildings 300, 304, and 326. Buildings 304 and 326 are envisioned as the new Fort Worden administrative offices where guests will check-in and get park information on the campus itself, purchase event tickets or buy souvenirs and limited toiletry items.

An ADA compliant ramp will be required to provide an accessible route between the parking lot at the northeast corner of Road No. 9 and Eisenhower Street and buildings 326 and 304. The existing ADA drop-off at The Pavilion should be better defined and expanded to provide more accessible parking.

Bike racks should be incorporated campus-wide. Planning for a “flex-bike” program should also be initiated. With the increasing impact of automobiles on the environment and the rising costs of fossil fuels, more people are using alternate methods of transportation. The City of Port Townsend has been developing bike lanes throughout the city streets that will make it possible to safely ride between the City to Fort Worden and other outlying areas.

Consistent with the Fort Worden Guidelines for Rehabilitation, sidewalks along Fort Worden Way (east side) and Eisenhower Street (south side) should be considered to provide a safe
pedestrian route along currently undefined street edges and parking spaces. Other sidewalks along No. 10 Road could unify the perimeters of the campus and link new parking areas to the rest of the campus. Bollards, changes in pavement types, and signage should all be used in crosswalks to designate crossing.

**Signage and Interpretation**

An overall uniform way-finding plan for vehicles, bicycles, and pedestrians should be developed. As part of this plan, accessible circulation routes should be clearly marked and signed. Orientation and interpretive kiosks should be located at strategic points throughout the campus.

Consistent with the Fort Worden Business and Operations Plan, a park-wide, theme-based interpretive master plan should be developed. This plan should establish a network of interpretive opportunities throughout the park and incorporate major hubs (Coast Artillery Museum, Guard House, Commanding Officer’s Residence Museum, Marine Science Center, and Natural History Museum) with kiosks, signs, and other small-scale displays located at natural and cultural points of interest. These facilities should complement robust interpretive programming, literature, and web-based information.

**Buildings**

ADA access should be developed to buildings 200-203 from parking areas along Road #6. While technically the rear entrance, these are the most used by visitors and are closest to accessible parking.

Internet/communication capabilities should be provided throughout the campus for state park staff, partners, and visitors). Wireless systems (Wi-Fi or similar) should be considered to minimize disturbance to historic structures.

New housing should be constructed for full-time staff in the least historically significant areas of the park, if possible. Housing for temporary and seasonal employees should be provided through dormitory housing in existing or in new facilities constructed for this purpose. This would create more privacy while allowing use of historic structures by park visitors.

Changing the use of some existing dormitories to single-room lodging, program, and administrative spaces, as discussed in the Business and Operations Plan would result in a reduction of bunkhouse accommodations. Buildings 277, 275, and 272 should be reviewed towards rehabilitation to provide at least 100 beds in a low-cost bunkhouse configuration.

Consistent with the Guidelines for Rehabilitation, installation of electronic door locks with key cards should be explored to improve security and simplify assignment of keys to park visitors. Installation of electronic locks on interior and secondary doors should also be considered as an alternative where this causes fewer disturbances to the historic fabric.
Utility Infrastructure recommendations for the main campus are included later in this document.

UPPER CAMPGROUND

The upper campground currently provides thirty hookup sites for recreational vehicle (RV) camping. Expansion of this facility would allow existing park host RV sites to be relocated out of the main campus’ historically significant landscape. Aside from improving the aesthetic appearance of the main campus, relocating host sites to the upper campground puts them in closer proximity to restrooms, showers, trash receptacles, and other RV-related support facilities and amenities. A children’s playground should be constructed within or immediately adjacent to the upper campground.

The forested and wooded areas surrounding the upper campground and the Peace Mile Trail provide a significant natural experience in an otherwise largely developed campus. Consequently, any expansion in the number of sites in the upper campground should be limited to the existing developed footprint and previously disturbed areas. Expansion should target ten to twelve additional sites to replace removed host sites. Existing restroom facilities should be upgraded and remodeled in a manner consistent with the Guidelines for Rehabilitation.

Addition of host campsites to the upper campground may require significant removal of vegetation. A number of public planning participants have expressed specific concern over this possibility. Consequently, agency staff will work with interested members of the public during the design of campground improvements to minimize removal of trees and vegetation and to limit cut and fill of slopes.

If site constraints preclude adding ten to twelve additional campsites to the upper campground, a small number of additional sites may be constructed in conjunction with the development of staff housing on the south slope of Artillery Hill. This would require retention of some host sites in their present sub-optimal location until the new staff housing that incorporates necessary support facilities (e.g., restrooms and showers) is constructed.

One of the storage structures nearby to the upper campground should be considered for rehabilitation as a camper meeting hall and multi-use classroom. This would provide indoor opportunities and programs available to campground visitors and facilitate extended use into the shoulder and off-season months.
ARTILLERY HILL

Of primary importance on Artillery Hill is maintaining examples and a sense of the historic viewsheds and continuing care of the batteries. View corridors between selected batteries and the water should be cleared. Clearing has been successfully completed at Battery Tolles and work has begun on clearing at Batteries Ash and Quarles. Additional viewshed clearing should be considered at Battery Randol. SEPA review has been completed for this work and the project has been cleared with the City of Port Townsend and with State Parks Stewardship Program staff.

Work on viewsheds should be done in cooperation with historic preservation and natural resource specialists and should seek to avoid erosion of high-bank shoreline and minimize potential impacts to wildlife habitat and other natural systems. Strategic trimming and limbing of trees as opposed to removing vegetation should be favored with removal of vegetation only where necessary to create a visual connection from batteries to the water and allow for appropriate interpretation of the site. Revegetation of denuded areas should use low-growing plants and shrubs.

The following buildings will require specific improvements: Access to the cistern should be improved for use in acoustics-related arts and educational programming.

Building 409 should either be rehabilitated in place, which will require power and water/sewage, or moved to the main campus and connected to the existing infrastructure. Rehabilitation of the Radio building (413) may include the potential to add a launch area for interpretive programs.

As part of overall wayfinding, trail signing and interpretation should be developed and improved throughout the Artillery Hill area.

Eagle management plans should be prepared for the two existing nesting sites in accordance with Washington State Department of Fish and Wildlife regulations.

LOWER CAMPUS (MARINE SCIENCE CENTER)

As necessary to accommodate expansion of the marine sciences programs, this area should allow for construction of two new structures near the existing canteen and natural history
structures south of the roadway in a manner that retains the site’s historical integrity. Expansion of the existing structure on the pier should also be considered for this purpose.

The bank above the shoreline near the East Gate should be stabilized to stop erosion.

**BOAT LAUNCH/MOORING AREA**

The Boat Launch and Mooring area should generally remain in its present configuration. Potential development of an artificial reef and an underwater park with supporting onshore facilities (e.g., outdoor showers, orientation area) should be explored as part of new recreational program development.

**LOWER CAMPGROUND**

The lower campground should remain in its present configuration. The existing modern restroom structures should be renovated so that form and materials better harmonize with the character of nearby historic structures and as recommended in the Guidelines for Rehabilitation.

**BEACH DAY-USE AREA**

On-going restoration of the beach dune system in cooperation with the Native Plant Society should continue to be supported. The parking lot in Knapp’s loop will require eventual removal due to anticipated erosion. Improvements to the lift stations are in progress and other amenities including restroom facilities and showers also need renovation. Design of these structures should also be improved as per the Guidelines for Rehabilitation.

Armoring and gabions associated with the Pt. Wilson shoreline stabilization should be removed. The batteries will continue to need maintenance and may include the possible replacement of the gun at Battery Vicars which is currently located in Chewsville, Maryland. The searchlight tower also needs to be returned to its original location and interpretive signage should be located throughout these areas to provide the passive history element.
CHINESE GARDENS

This area is to remain as a passive, natural area with a connection to the Quimper Wildlife Corridor. Retain existing parking and restroom amenities and replace vault toilets. Trail access into the park needs better signage which should be coordinated with the overall Wayfinding signage plan. Trails should also be improved with ADA accessibility to the wetland lookout area from parking lot.

PT WILSON LIGHTHOUSE RESERVATION

This area is not yet in State Parks’ ownership and is not covered in this plan. A supplement to this plan should be developed and adopted for the Point Wilson Lighthouse following its acquisition.
Fort Worden State Park Master Plan Conceptual Layout

The *Master Plan Maps*, Figures 5 & 5a, are based on the park wide and area specific site and facility considerations and recommendations described above. All of the recommended changes and updates suggested above should be consistent with the historical context of Fort Worden and the Guidelines for Rehabilitation.

**BUILDING USE CATEGORIES**

The Building Use Categories as identified on the map are as follows:

- **Program – Auditorium**: large spaces to accommodate over 50 people (7 SF/person or by fixed number of seats)
- **Program – Classroom**: spaces to accommodate 20 to 50 people (20 SF/person)
- **Program – Dedicated**: specialized spaces for specific instruction types (20-50 SF/person)
- **Administration – Office**: including offices and reception (100 SF/person); conference rooms (15 SF/person), library (50 SF/person); display and retail (30 SF/person)
- **Administrative – Shop/Storage**: for Park facilities care only (100 SF/person)
- **Accommodations – Family**: for Park staff and over-night guests (200 SF/person)
- **Accommodations – Multifamily**: for Partner staff and over-night guests (200 SF/person)
Fort Worden facilities usage should be divided into distinct areas with over-night accommodations around the perimeter; administrative offices including reception and retail located with prime visibility at the first junction as a visitor enters the park; the “Multi-Purpose Development Zone” dedicated for Multi-purpose auditorium and classroom spaces including the Commons in the center east portion; the “Special Program Development Zone” dedicated for specific programs in the area known historically as the “industrial area” in the center west portion; and the administrative shop/storage area at the northwest perimeter away from the campus.

1. **Accommodations** include Family-type single and duplex type residences and Multi-Family-type dormitories, hostel style rooms and single guest rooms with bathrooms. These accommodations include both long-term housing for staff and short-term accommodations for guests to the Park.

2. **Administrative Office** functions are consolidated in a common area that includes offices and conference rooms in an area that is visible and accessible to all who enter and use the Park. Hospitality or reception type functions are located in this area to provide check-in, information, and ticket sales for special events, as well as shuttle service to park destinations. A souvenir shop, museum spaces, art galleries and similar shops are also located in this area as well.

3. **Program Areas** for teaching and instruction are divided into two zones as mentioned above. The **Multi-Purpose Development Zone** includes **Program Auditoriums** and **Program Classrooms** for lectures, presentations and instructions where no specialized permanent demonstration tables, instruments or props are required other than normal audio-visual equipment, good room acoustics and writing boards. The size of these rooms ranges to accommodate up to two hundred people to smaller venues that accommodate only 20 people and are meant to accommodate a variety of instruction/presentation needs. The **Special Program Development Zone** is an area for activities or uses that have more specialized requirements and equipment that is not easily moved or stored. Some of the classroom spaces in this zone may become dedicated buildings as described below.

4. Several buildings around the campus are designated **Program – Dedicated** because the buildings will be (or are) dedicated to specialized programs such as the kitchen/dining space, marine sciences display, a photography studio, wood shop, pottery studio, art studio or gymnasium.

5. Buildings designated **Administrative Shop/Storage** are intended to support care of other facilities and storage for historical and repair materials, equipment, fixtures and artifacts, and seasonal items.
See Figure 5 – Master Plan
See Figure 5 – Master Plan – Main Campus
Utility Infrastructure – Existing Conditions and Recommendations

The following summary of existing conditions and recommendations is based on the research performed for the on-site utility assessment that was finalized in May of 2008. This included the review of maps codes and reports, as well as discussions with maintenance staff at the park and staff with the Port Townsend Public Works Department.

WATER SYSTEM EXISTING CONDITIONS AND RECOMMENDATION

Fort Worden has a large water distribution system of varying materials, size and age, which appears to be in good operating condition. The original water pipe is cast iron and based on a description provided by park maintenance staff, the estimated life expectancy is 120 years. The new 8-inch ductile iron water main installed with the utility upgrades in 2001 provides a large water main loop through the main campus area. It parallels and effectively replaces a large portion of the original cast iron pipe. Existing buildings that connect to the aging cast iron pipe that is parallel to the new ductile iron pipe will need to connect to this ductile iron pipe eventually. Based on the expected lifespan, State Parks should plan on replacing all of the original cast iron water pipe in the next 10 to 15 years.

Adequate fire flow appears to be available to most of the buildings in the main campus area. An additional 8-inch water main loop may be necessary to provide adequate fire flow for the planned hotel off of Road No. 10 and/or redeveloped buildings at the north end of the planned life-long learning campus. The City of Port Townsend has adopted the International Fire Code (IFC) and International Building Code (IBC). During the design process, these codes should be used to determine the fire protection requirements for new and renovated structures within Fort Worden State Park. Specific requirements are based on building square footage, construction type, and use. Most buildings in the Park are balloon-framed, wood structures, which corresponds to Type VB construction. However, the building construction type does vary throughout the Park with some structures that are masonry and steel construction.

The water main that is located north of the boat haven is primarily asbestos concrete (AC) pipe. It is a 6-inch line that supplies the campground and lighthouse area with water. Exposure to asbestos can result in severe health impacts. Therefore any construction that requires disturbing the AC water main here or in other parts of the Park must be done in accordance with the established environmental and health guidelines.

Refer to the Water System Map – Main Campus, Figure 6, for existing water main locations, size and materials, and new water main recommendations.
SANITARY SEWER SYSTEM EXISTING CONDITIONS AND RECOMMENDATIONS

Sanitary sewer from the Park is conveyed by a network of pipes off-site to the City’s sanitary sewer system. The majority of the on-site system is 6-inch vitrified clay (VC) pipe that was installed at the turn of the 20th century with the exception of the pipe that was installed to reroute sewage to the City of Port Townsend wastewater treatment plant, relatively minor maintenance driven improvements, and the 8-inch and 6-inch Polyvinyl Chloride (PVC) main lines that were installed in 2001. At that time new 6-inch PVC side sewers were installed to serve buildings 15, 16, 25, 229, 235, 300 and 304 as well as two 6-inch stubs for The Commons. Other existing buildings appear to connect to the on-site sewer mains with 4” VC pipe.

Clay pipe has an estimated lifespan of 75-100 years. The original vitrified clay pipe has exceeded its lifespan and the park should develop a plan to replace this pipe, including main lines and building side sewers, over the next 5 to 15 years. This should be done in sections, with priority given to highest usage and known problems. All new main lines and all new building side sewers should be minimum 8-inch diameter and 6-inch diameter, respectively.

Refer to the Existing Sanitary Sewer System Map – Main Campus, Figure 7, for existing sewer location, size and pipe material.
See Figure 6 – Water System Map – Main Campus
See Figure 7 – Existing Sanitary Sewer Map – Main Campus
STORMWATER SYSTEM EXISTING CONDITIONS AND RECOMMENDATIONS

Stormwater runoff at Fort Worden State Park is handled on-site with separate infiltration systems throughout the park. Stormwater treatment is limited, since the park was developed before the advent of stormwater requirements. Presently, only the recently constructed parking lots serving the Commons and runoff conveyed to the oil water separator south of Eisenhower Street are treated. Treatment should be provided to new pollution generating (and existing pollution generating impervious surfaces where feasible) to protect the underlying soils and to lengthen the lifetime of infiltration systems. Stormwater improvements will be required to handle new and replaced impervious surfaces for the planned parking lot improvements and any new buildings. The park should utilize low impact development practices for all new development and redevelopment. This should continue to include on-site infiltration, since the underlying on-site soils are highly infiltrating. New parking lots should employ the appropriate use of bioswales, rain gardens, or patented products, such as Contech StormFilter™ cartridges to treat stormwater runoff. Overflow parking should be surfaced with permeable pavement, or other alternative surfacing, such as grass-pave or Grasscrete to reduce impact on natural hydrologic processes and help preserve the park’s aesthetic appearance.

POWER DISTRIBUTION SYSTEM EXISTING CONDITIONS AND RECOMMENDATIONS

The Fort Worden power distribution infrastructure appears to be in good condition and most of the installation is between 10 and 20 years old. No recommendations for immediate repairs or upgrades are offered at this time.

Recommended Power Distribution upgrades for the next 5 to 10 years include the following:

Underground primary cable life expectancy is about 25 years. Consideration should be given to program future replacement of medium voltage cable installed in 1989 and for the underground single phase medium voltage cable to the Point Wilson Lighthouse.

It may be desirable to complete the relocation of overhead distribution to underground. This involves about 2500 LF of 3-phase feeder and about 2000 LF of 1-phase feeder, including conduit, vaults, pad mount transformers and secondary service entrances to each building now served overhead.
TELECOMMUNICATIONS SYSTEM EXISTING CONDITIONS AND RECOMMENDATIONS

The telecommunications infrastructure from Building 200 (Head End) to the Ft Worden campus is less than 8 years old and in good condition. Copper connectivity from Building 200 and between buildings is adequate for any voice needs and no upgrades are recommended except some of the copper to the NE area is still overhead and could be relocated underground. There are multichannel fiber connections to 14 buildings on campus. Adding fiber to the guest cottages, hostel, and dormitories to support available technologies in guest services could be provided as a system infrastructure upgrade. The Fort Worden IT manager has a desire to expand the Fort’s technology as it relates to guest services, revenue management, and marketing. These include electronic key card access and charging permissions, radio frequency identification (RFID) for check in/check out, food and beverage purchases, luggage tracking, and housekeeping records, expansion of web based interactive look up and reservation services, point of sale (POS) , and guest room technology.

The undergrounding (Phase 3) of the 2001 IT infrastructure upgrade should be funded and project completed.

Using existing conduit pathways, expand LAN connectivity to the guest cottages, hostel, and dormitories to support available technologies in guest services, management, and marketing.
SEPA Process

SUPPLEMENTAL PROGRAMMATIC EIS

Environmental review for the adoption of the proposed Fort Worden Site Use and Development Plan will continue phased SEPA review, building upon previous review for adoption of land classifications, long-term boundary, and site use and development principles during the previous stage of planning. Review for this phase will include preparation of a SEPA checklist and threshold determination for adoption of the proposed Site and Facilities Use and Development Plan and Guidelines for Rehabilitation as a further non-project action.

Future phases of environmental review will include preparation of a Supplemental Environmental Impact Statement (SEIS). The SEIS will be prepared as a supplement to the 1996 City of Port Townsend EIS completed for the adoption of the City’s Comprehensive Land Use Plan. The City of Port Townsend will assume Lead Agency Status and issue an SEIS. The SEIS will be narrowly scoped and focus only on the potential significant adverse impacts to the environment as a result of the adoption of the proposed Fort Worden Site and Facilities Use and Development Plan.

FUTURE PLANNED ACTION

In 1995, the Washington State Legislature authorized a new category of project action in SEPA called a “planned action.” Designating specific types of projects as planned action projects shifts environmental review of a project from the time a permit application is made to an earlier phase in the planning process. The intent is to provide a more streamlined environmental review process at the project stage by conducting more detailed environmental analysis during planning. Early environmental review provides more certainty to permit applicants with respect to what will be required and to the public with respect to how the environmental impacts will be addressed.
Designating planned action projects reduces permit processing time. There are no SEPA public notice requirements or procedural administrative appeals at the project level because a threshold determination or new EIS is not required. The only notice requirements are those required for the underlying permit.

When a future permit application and environmental checklist are submitted for a project located at Fort Worden that is being proposed as a planned action project, the City of Port Townsend will have to verify:

- The project meets the description of any project(s) designated as a planned action by ordinance or resolution;
- The probable significant adverse environmental impacts were adequately addressed in the SEIS; and
- That the project includes any conditions or mitigation measures outlined in the ordinance or resolution.

If the project meets the above requirements, the project qualifies as a planned action project. Neither a threshold determination nor a subsequent EIS will be required. Consequently, there will be no administrative SEPA procedural appeal (an appeal of whether the proper steps in the SEPA process were followed). The planned action project will continue through the permit process pursuant to any notice and other requirements contained in the development regulations. If the project does not meet the requirements of the planned action ordinance or resolution, or if the SEIS did not adequately address all probable significant adverse environmental impacts, the project is not a planned action project. In this instance, the City of Port Townsend must then make a threshold determination on the project. The project would go through normal environmental review as part of project review. The City of Port Townsend may still rely on the environmental information contained in the SEIS and supporting documents in analyzing the project’s environmental impacts and making the threshold determination. If an EIS or SEIS is found to be necessary for the project, it would only need to address those environmental impacts not adequately addressed in the previous EIS.