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.V3A4

VANCOUVER PARK : AIA REGIONAL/URBAN DESIGN ASSISTANCE TEAM STUDY

1 BACKGROUND

The settlement of Vancouver began in 1824 when the Hudson's Bay Company founded Fort Vancouver on the north bank of the Columbia River. This was only 32 years after the discovery of the Columbia River in 1792, and 20 years after Lewis and Clark made the first expedition down the Columbia to the Pacific Ocean in 1804.

Fort Vancouver was the original major center of commerce and government in the Northwest. The site of the original Fort Vancouver is adjacent to what is now downtown Vancouver.

Four square miles of land surrounding Fort Vancouver became a U.S. Military reservation and the City of Vancouver began to grow adjacent to it. In later years the four square miles was reduced to the present one square mile which is now surrounded by the City on three sides, the Columbia River on the fourth.

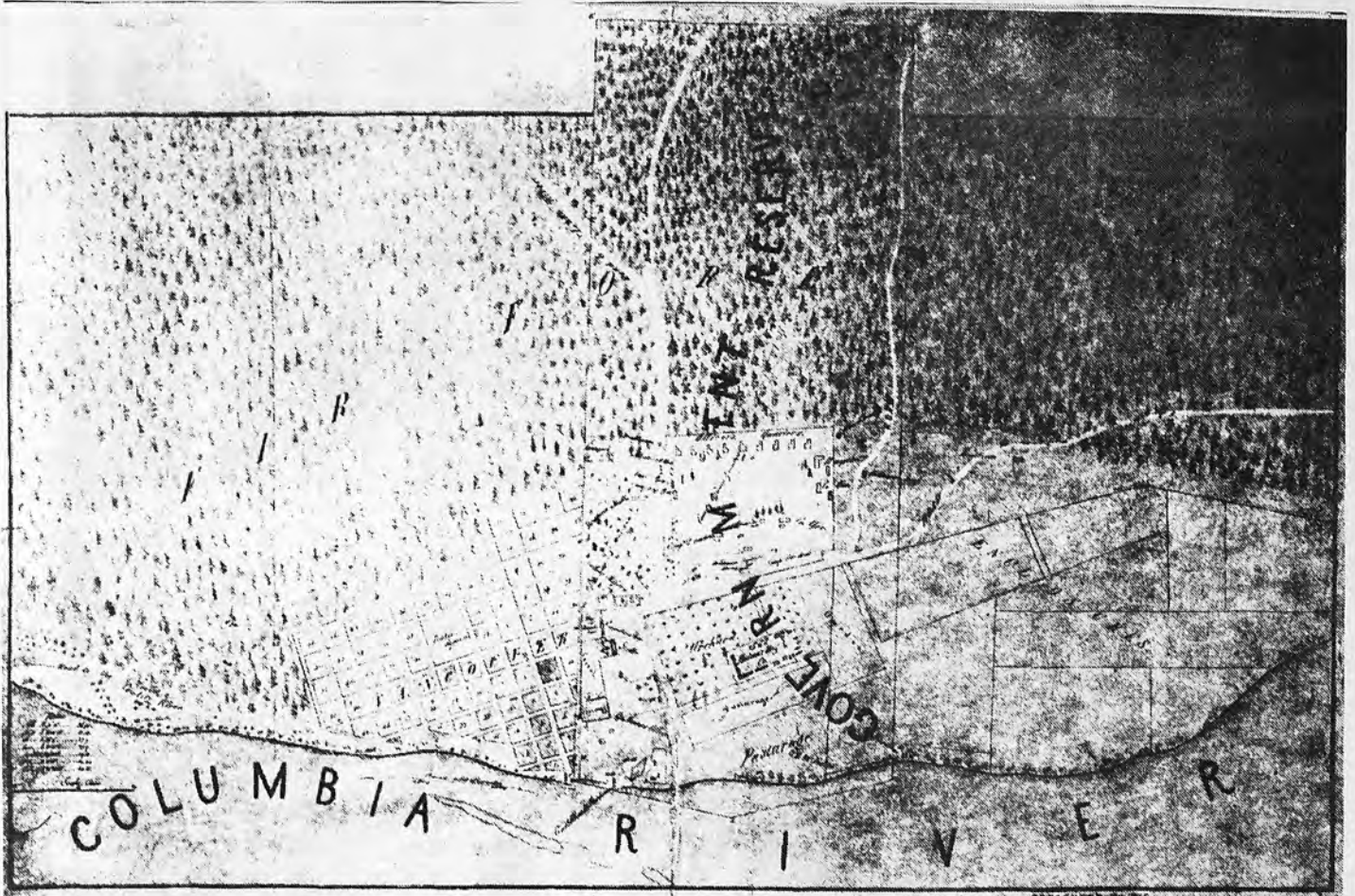
The Army usage of the land has diminished considerably since World War II. Parcels surplus to the needs of the Army have been given over to other public governmental uses, including a Veteran's Administration Hospital; a County Health Center; a Community College; a High School; a Community Recreation Center; a Library; a Public Utility District Office; Historic Houses; a National Park and Historic Site; a Bureau of Public Roads Office; streets; a highway; and a railroad.

Geographically it is surrounded by an urban environment in the heart of the City. It is on the major highway on the West Coast and fronts on the Columbia River. It is a clearly defined square mile of area devoted to public uses. The major uses might be referred to as culturally or socially enriching in nature.

Despite these many facilities, much open space still remains. Clearly, the time has come for a comprehensive look at options for the site's future. We were invited to be part of that process, to offer our perspective to the community's deliberations.

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Geographical Sheet
FORT VANCOUVER and ENVIRONS. 1855

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BY CHAS. J. MASSON



THE LOCATION







Vancouver today is a growing city of 46,000, the seat of Clark County. It faces many of the same problems confronting cities throughout the nation, but is doing so with optimism and enthusiasm.

This report summarizes our findings and recommendations for the area which we've called Vancouver Park. Our suggested name reflects our belief that the area can be an important symbol of Vancouver civic accomplishment, and the identifying feature of the city in its region.

OUR APPROACH

This is not a final plan, but the beginning of a planning process.

Four days of intensive study by the team, assisted by students from Washington State University, several Federal, state and local officials and countless Vancouver citizens underlie our proposals. Despite the brief study period, we feel the ideas here are sound and, as further refined and debated, can assist the community in realizing the full potential of this unique opportunity.

We hope you find our proposals stimulating. We appreciate the chance to be of service.



2 PROBLEMS

Through public meetings, interviews, special site analyses, and reviews of available data, we identified a number of needs, opportunities and constraints. Taken together, these constitute the problem, which involves issues affecting the community as a whole, as well as on-site conditions.

THE SITE ENVIRONMENT

1. THE PLACE KNOWN AS "CENTRAL PARK" IS REALLY MANY PLACES.

Despite its seemingly open and quiet character, the site supports a surprisingly wide range of activities beneficial to the community. For example:

It is an educational campus for Hudson's Bay High School, Clark Community College, and the principal public library for the city.

It is an employment center which supports more than 2000 jobs, nearly 4% of the total employment of Clark County. In addition, Pearson Air Park is a valuable economic resource to the area.

It is the city's principal recreation center, offering indoor and outdoor, active and passive, and group and solitary recreational opportunities.

It is a resource of major historic significance and affords a rich experience in Northwest history. It was the location of a series of important historical events over the last three centuries: The establishment of Fort Vancouver in the 1820's; the Vancouver Barracks in the 1840's; and the pioneering aviation events in this century. In its current state of development the Fort Vancouver National Historical Site attracted 180,000 visitors in 1974; 250,000 are expected this year.

Its historical legacy includes several architecturally valuable structures on the site including Officer's Row and the Army Barracks.

2. DESPITE ITS MANY ACTIVITIES, THE SITE IS UNDERUTILIZED.

A large proportion of the site is undeveloped or inefficiently-used open space. Current road patterns and fragmented ownership hinder a comprehensive approach to development and limit opportunities to coordinate the site's development with that of the surrounding areas.

3. ALTHOUGH OWNERSHIP OF THE SITE IS SHARED BY THREE FEDERAL AND SIX LOCAL GOVERNMENTAL UNITS, THE LEVEL OF COOPERATION AMONG THEM ON MATTERS OF COMMON CONCERN IS VERY HIGH.

There is considerable sharing of facilities, cooperation on operational matters, and good relations between the agencies and Vancouver residents. However, the absence of an overall plan, the limited missions of the individual agencies, and the absence of a continuing coordination mechanism hinder concerted, imaginative long-term approaches to development.

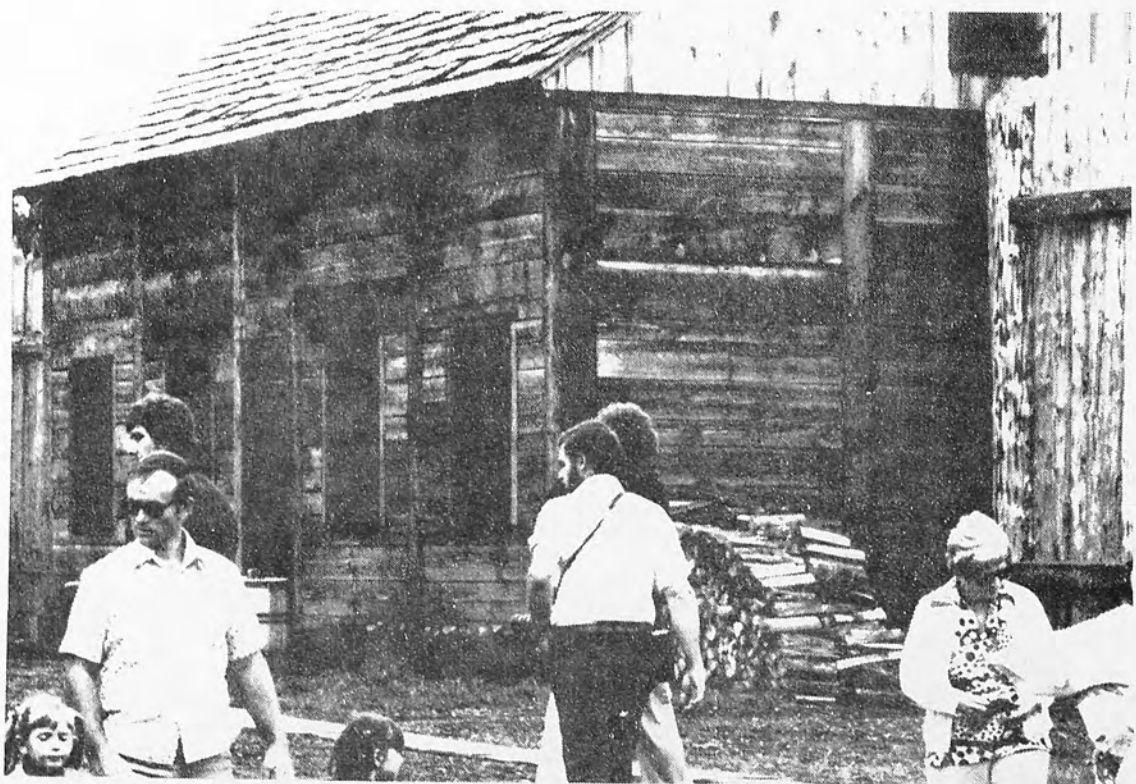
4. THE "GIVENS" OF THE SITE, INCLUDING FIXED FACILITIES AND ACTIVITIES ON ADJACENT LAND, MUST BE CLEARLY UNDERSTOOD AND ACCOMODATED.

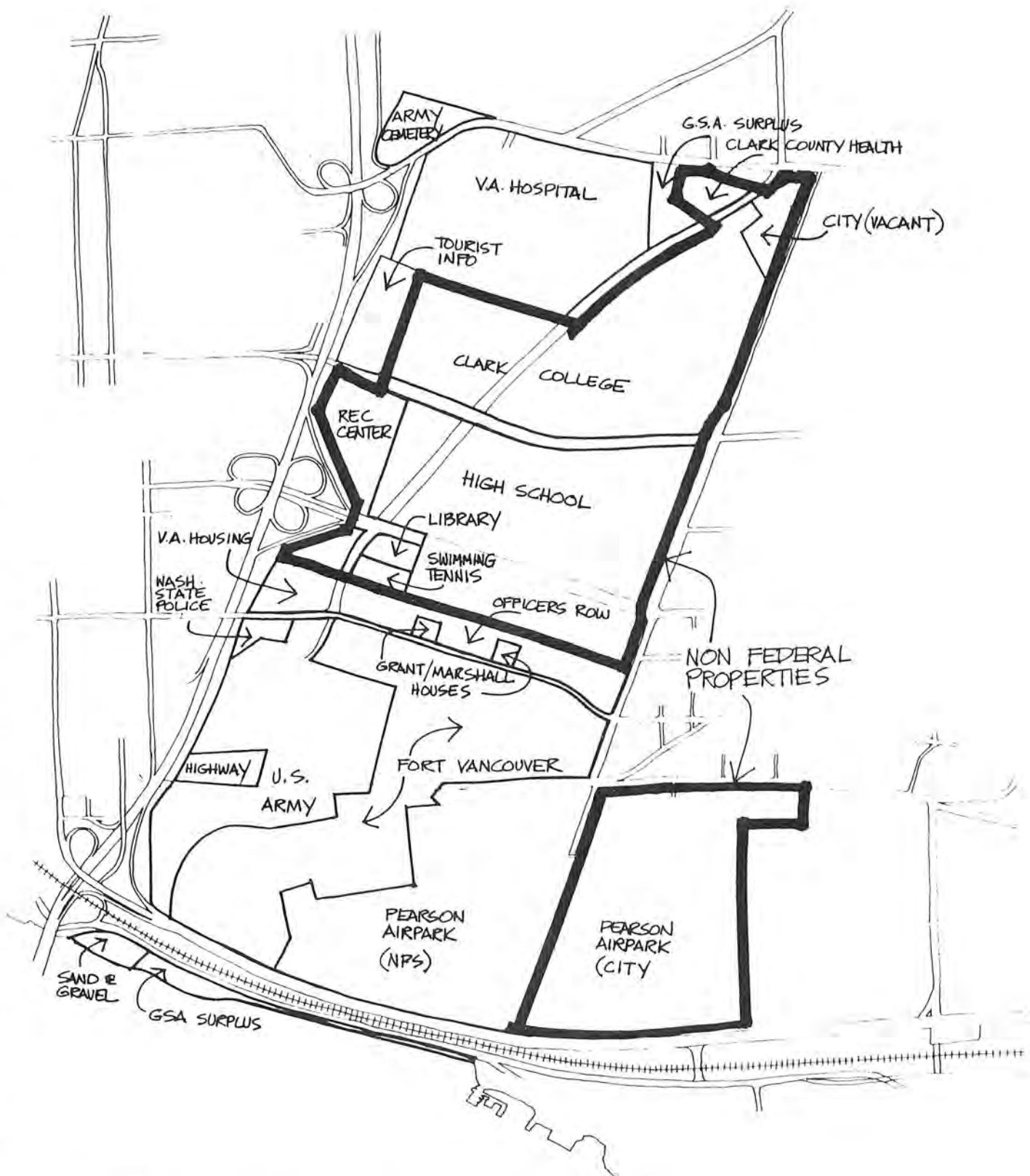
We concluded that the following conditions were fixed and desireable and should be accomodated:

- Fort Vancouver National Historical Site
- Vancouver Army Barracks
- Pearson Airpark Runway
- Public Utilities District Headquarters
- Fort Vancouver Regional Library
- Hudson's Bay High School
- Clark Community College
- County Health Center
- Military Cemetary
- Officer's Row Structures
- The Burlington Northern Railroad right-of-way and configuration
- State Route 14 (the Lewis and Clark Highway)
- I-5 (as modified by current state plans)

5. THE SITE PRESENTS AN OPPORTUNITY NEARLY UNIQUE IN AMERICAN CITIES: A LARGE PUBLICLY OWNED AREA OF LAND DEDICATED TO PUBLIC USE AND ENJOYMENT IN THE HEART OF THE CITY.

Despite its extent and openness, Vancouver Park is a resource to be carefully husbanded.





THE HOLDINGS

6. THE EXISTING ROADWAY SYSTEM TIES THE SITE IN WELL WITH THE COMMUNITY, BUT FRAGMENT THE OPEN SPACE, PREVENTING ITS OPTIMAL USE.

It is important that the site be accessible from many directions and by a variety of transportation modes. Recommendations have been made for maintaining the site's accessibility, while enhancing the value of the open spaces.

THE COMMUNITY ENVIRONMENT

1. CURRENT TRENDS TOWARD OUTWARD EXPANSION ARE DAMAGING THE VIABILITY OF CENTRAL VANCOUVER.

This trend will be exacerbated by the construction of Interstate 205 east and north of the City. To counteract these trends, steps must be taken to increase the magnetism of the City's core.

2. VANCOUVER NEEDS A PHYSICAL SYMBOL REPRESENTING CIVIC ACCOMPLISHMENT TO FOSTER GREATER COMMUNITY IDENTITY FOR ITS RESIDENTS AND FOR POTENTIAL VISITORS.

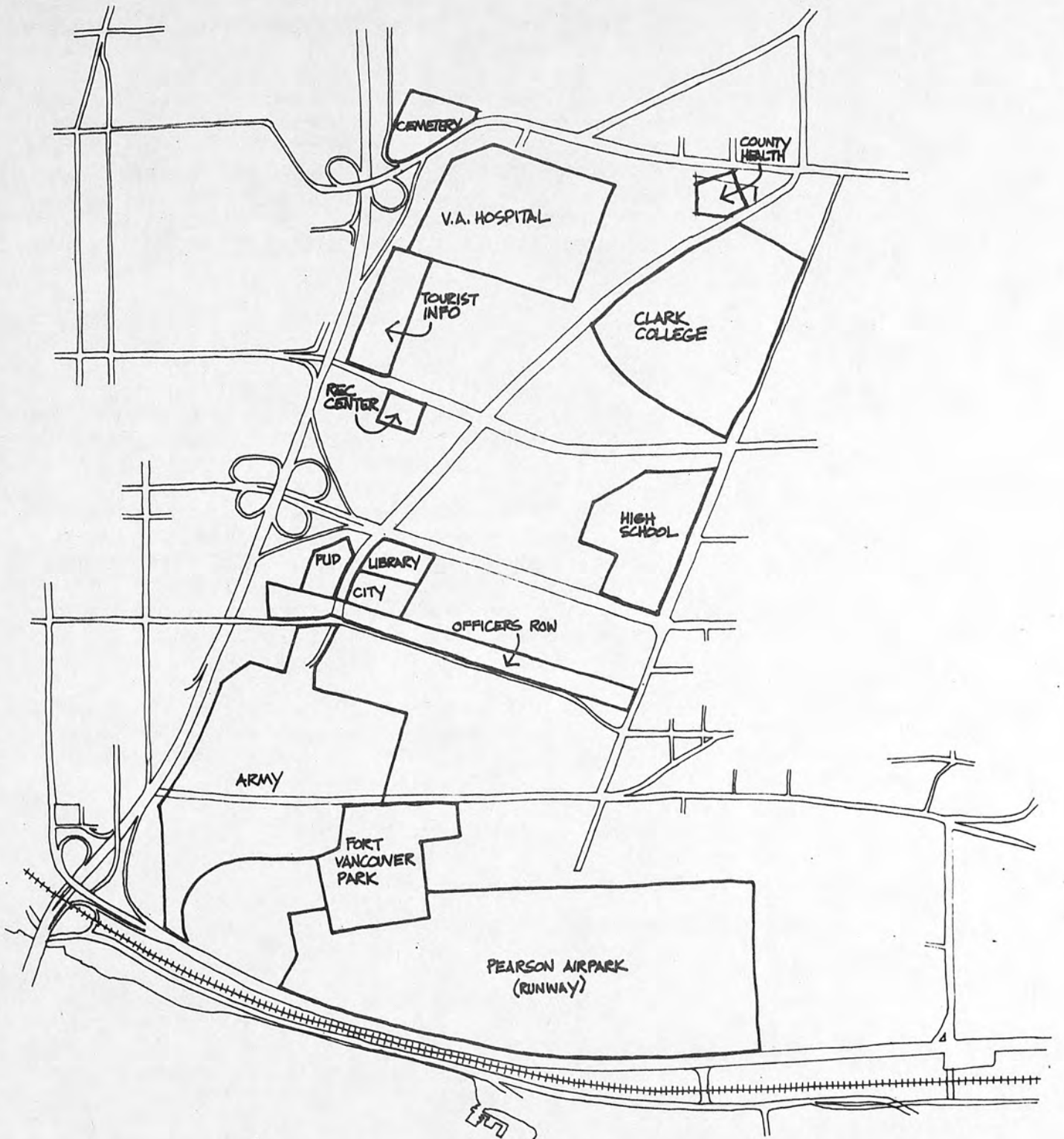
The City is a pleasant, unique place to live and work; but like many metropolitan communities, its identity suffers from its proximity to a much larger metropolis. This can hamper the sense of community so vital for effectively coping with local problems. The central area revitalization effort, if broadly based and successful, can do much to clarify Vancouver's identity.

3. LOCAL GOVERNMENTAL UNITS SERVING VANCOUVER ARE WELL MANAGED AND IN GOOD FISCAL HEALTH BUT CANNOT AFFORD HEAVY CAPITAL OUTLAYS FOR MAJOR IMPROVEMENTS SUCH AS CENTRAL PARK.

The city, county, school and college districts enjoy good financial ratings, have a low bonded indebtedness and provide high levels of service to the community. However, the tax base of these agencies is such that it cannot support heavy capital improvement programs in a single area.

4. VANCOUVER CITIZENS HAVE VOICED A NEED FOR MORE FACILITIES FOR PERFORMING ARTS EVENTS AND FOR GENERAL MEETING PLACES FOR NON-PROFIT ORGANIZATIONS; HOWEVER, OUR STUDIES SHOW NEITHER A CITY-WIDE SHORTAGE NOR AN ECONOMIC BASE TO SUPPORT A MAJOR NEW FACILITIES.

There appears to be a large number of auditoriums, meeting rooms and potential studio and gallery spaces within the city, but absence of any central clearing house limits their availability to the public. We recommend



THE GIVENS

that such a mechanism be established and that the community consider improving some existing facilities in lieu of undertaking major new construction.

5. THE FUTURE OF THE VA HOSPITAL CANNOT BE PREDICTED AT THIS TIME.

The facility is an important factor in the Vancouver Economy and provides vital service to the community. The current studies underway may conclude or not that the hospital should remain at its present site. Our plans provide for either outcome.

6. THERE IS A DEMAND FOR INCREASED HOUSING IN CENTRAL VANCOUVER.

Residential areas now abut the study area on two sides and on part of the third. For the most part, these neighborhoods are in sound condition. Wherever possible, supply of close-in housing should be protected and new housing sites found. New housing in central Vancouver would assist the central area economy.

7. FUTURE USE OF THE SITE WILL GREATLY AFFECT THE CONDITION OF SURROUNDING AREAS.

Sensitive development of the site can stimulate the downtown revitalization, assist in improved traffic circulation and maintain the attractiveness of nearby residential areas.

3 GOALS

We identified five broad goals to guide our planning. The goals reflect concern for the future of Vancouver as well as the potential development of the site.

1. STRENGTHEN VANCOUVER'S ECONOMIC BASE BY INCREASING ITS ATTRACTION FOR VISITORS.

Vancouver has a rich and varied history and a beautiful natural setting on the Columbia River. Much can be done to develop these attractions for the benefit of the local economy, as well as the enjoyment of local residents.

2. IMPROVE THE ATTRACTIVENESS OF DOWNTOWN VANCOUVER AS A PLACE TO LIVE, WORK, SHOP, AND PLAY.

Downtown Vancouver can be revitalized; the city is committed to the task. Planning for Vancouver Park should support this effort.

3. ASSIST THE PRINCIPAL PUBLIC AGENCIES NOW OCCUPYING THE SITE TO MEET THEIR SPECIFIC OBJECTIVES.

The Federal and local agencies now using the study area provide important services to the community. Their problems and needs should be reflected in guidelines for future development.

4. IMPROVE THE SITE'S VALUE AND ATTRACTION TO THE PEOPLE OF VANCOUVER.

Despite its many contributions, the site can provide more service to, and become an important community symbol for, local residents.

5. REINFORCE THE HISTORIC AND ENVIRONMENTAL SIGNIFICANCE OF THE SITE.

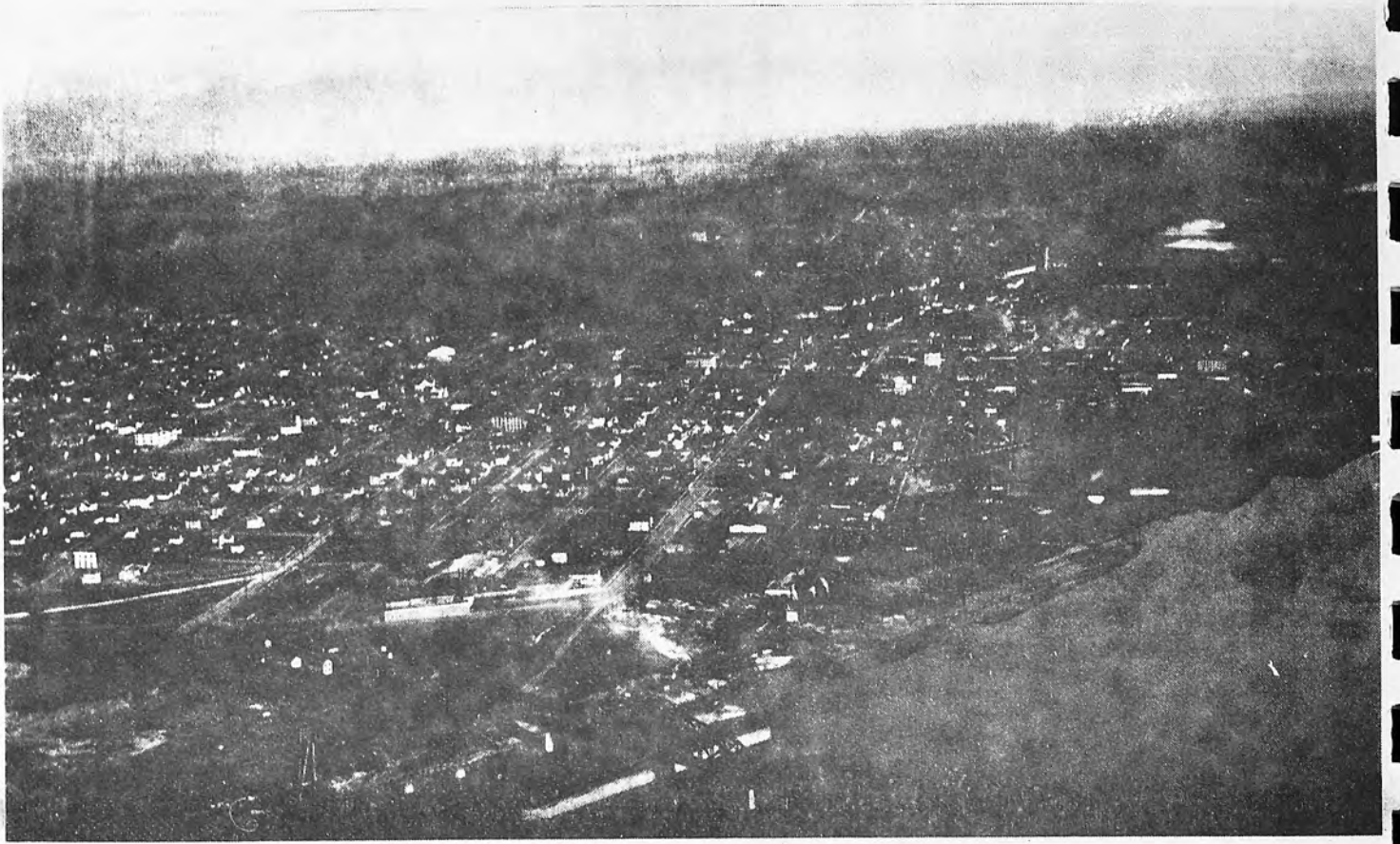
The site has striking natural features and a special significance in the region's history. These opportunities provide ample stimulation for planning and community action.





TAKEN TOGETHER, these goals suggest a clear and compelling theme:

Vancouver Park is a unique and valuable community asset capable of satisfying a wide range of local and national needs. These should be fully developed for the benefit of the people of this community.



4 PROPOSALS

We make five major proposals for Vancouver Park:

1. CONSIDER VANCOUVER PARK AS TWO PARKS FOR PLANNING, DESIGN AND MANAGEMENT PURPOSES:

The National Park, south of Officer's Row, should be developed as a visitor attraction featuring the heritage of Vancouver in general and the site in particular. This would be accomplished by a major expansion of the existing National Park to include the Fort Vancouver complex, a living aviation museum and events in the region's Indian history. Also, the Vancouver Barracks area would be improved for visitor accessibility.

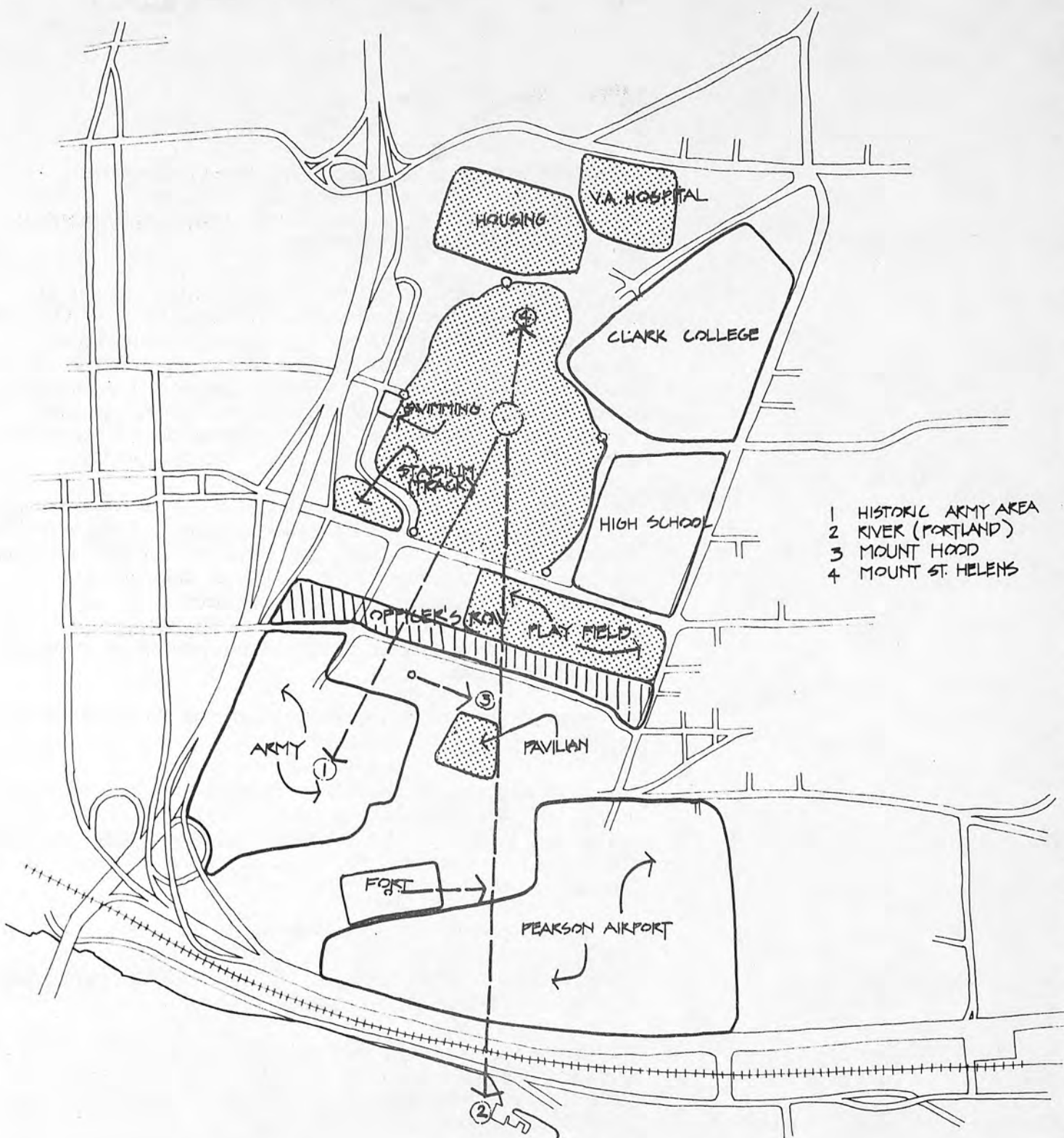
The Community Park would serve the needs of Vancouver area residents in their daily activities. This would be accomplished by increasing the range of recreational and educational facilities on the site by increasing the capacity of the principal existing uses. In the event of removal or reconstruction of the VA Hospital, we suggest the development of a limited amount of housing at that location.

2. THE ENTIRE AREA, BUT ESPECIALLY THE COMMUNITY PARK SECTION, SHOULD BE REFORESTED.

The site is part of the southern gateway to Washington State, and was heavily forested in the past. Reforestation would improve the gateway, but would also increase the attractiveness and recreational value of the Community Park.

3. THE NATIONAL PARK AREA SHOULD BE DEVELOPED FOR LONGER-TERM VISITORS, AND ITS SCOPE OF HISTORIC AND CULTURAL CONCERN EXPANDED TO INCLUDE AVIATION, MILITARY HISTORY AND THE PERFORMING ARTS.

The historic, cultural and architectural significance of the site has only begun to be developed. We recommend further reconstruction of Fort Vancouver; establishment of a living aviation history museum at Pearson Air Park, and protection and public access to Vancouver Barracks and Officer's Row. Also we propose an open-air pavilion on a site immediately northeast of Fort Vancouver.



- 1 HISTORIC ARMY AREA
- 2 RIVER (PORTLAND)
- 3 MOUNT HOOD
- 4 MOUNT ST. HELENS

PROPOSED AREAS



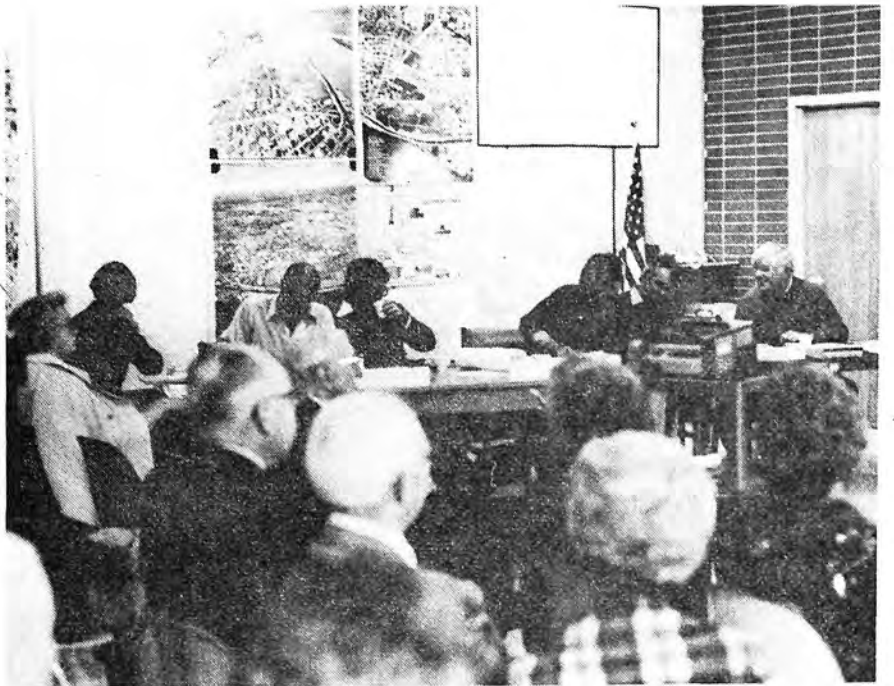
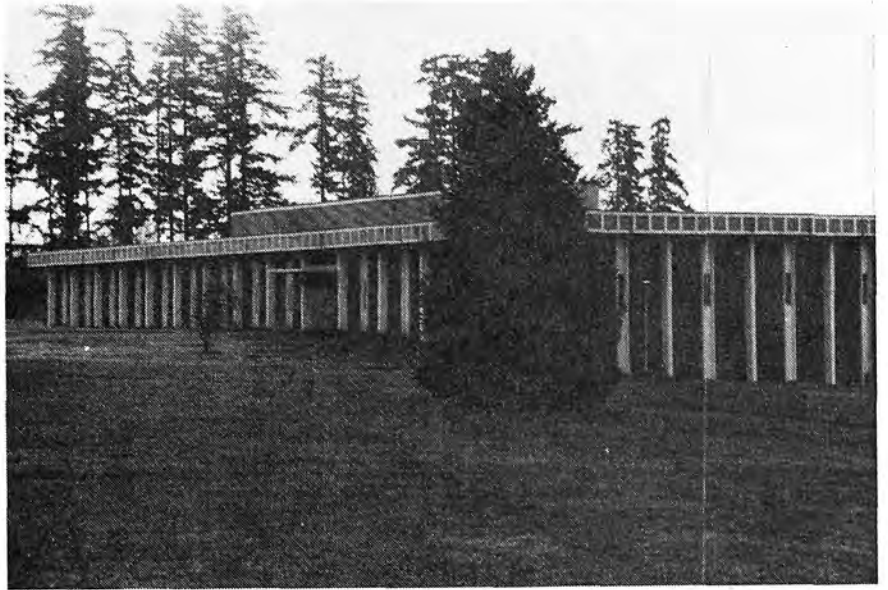
4. EXCEPT FOR MILL PLAIN BLVD., THROUGH TRAFFIC ACROSS THE SITE SHOULD BE ELIMINATED.

Ft. Vancouver Way, McLoughlin Boulevard, and Fifth Street would be discontinued except to provide access to parking areas and facilities in the Park. In their place, a network of pedestrian and bicycle paths, and shuttle bus access to the National Park are proposed.

5. A CENTRAL GREEN SPACE, INCLUDING FORESTED AND OPEN AREAS, SHOULD BE ESTABLISHED IN THE COMMUNITY PARK AREA.

This "Central Park" will be the centerpiece of the community area, providing opportunities for passive and active recreation, and an impressive front yard for the other facilities there.

The physical design recommendations in the next chapter are intended to illustrate how these major proposals can take form.



5 PHYSICAL DESIGN

These design recommendations deal with what we believe to be the principal opportunities for new development in Vancouver Park.

While each item is discussed separately, they are inter-related and should be considered as a whole.

DESIGN CONCEPTS

All of our physical design proposals reflect three basic concepts:

1. Introducing compatible opportunities for movement within the site by pedestrians, cyclists and motorists, and removing unneeded through traffic routes.

Sections of Fort Vancouver Way and McLoughlin Blvd. are removed to provide a large pedestrian-oriented open space and safe, attractive access to the institutional facilities located at its perimeter. The easternmost stub of McLoughlin past the high school is connected to Mill Plain to form a loop service road for the high school.

A continuous pedestrian and bicycle loop will connect the facilities in the Community Park and the major entrances to National Park activities.

The parking concept calls for parking areas between the pedestrian circuit and the major traffic distributors.

The relationship of Downtown and Vancouver Park is very important. The proposal would strengthen the connection through circulation and land use concepts. We endorse the Okamoto proposal for a 7th Street pedestrian bridge into the site across I-5 from downtown, extending to it the National Park Visitors Center and Officer's Row. This loop is augmented by a proposed transit shuttle from downtown.



VANCOUVER PARK

2. Establishing a sense of place through indigenous plant materials.

The middle of the Community Park open space contains a 10-acre public green for picnics and other passive activities. The Park also contains several smaller open spaces.

The remainder of the Community Park open space is forested. Stands of Douglas fir are in the central section, reflecting the site's previous historical condition. The edges are planted with trees such as the broad leaf maple, to delineate the area, screen out negative views and, with the conifers, to define or punctuate the places of entry and the sequence of spaces. We feel that this understated approach to design is appropriate to the environmental and historic character of the area.

3. Preservation of views.

Three view corridors are established. The primary one connects the central part of Community Park with the river. Another extends southwest from the same area to the bridge. The third runs east through the parade grounds parallel to Officer's Row toward Mount Hood.

CIRCULATION

The circulation system is perhaps the most important link between the site and the surrounding community. The study area has excellent access by road, air, public transit, bicycle and on foot.

The primary regional access to the site is Interstate 5, a major north-south route which carries approximately 100,000 vehicles per day along the site's westerly boundaries. A five year improvement program planned to begin next year will greatly improve on-and-off movement from this artery.

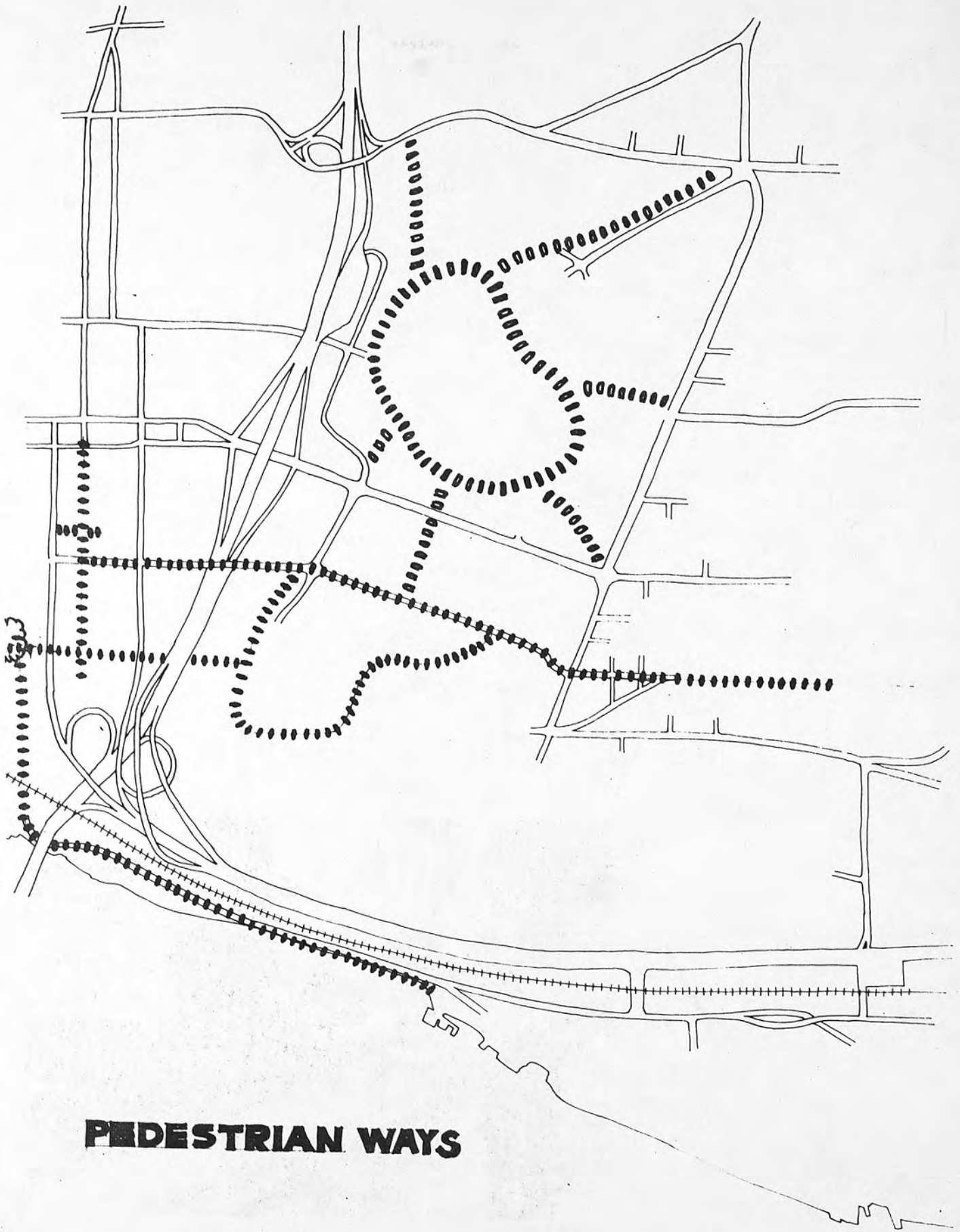
The Interstate 5 bridge is the only major link across the Columbia River between Vancouver and Portland. This bridge will be relieved by a new bridge planned 6.8 miles upstream as part of State Highway 205 by 1981.

The site is also served by two major east-west routes: State Route 500 (Fourth Plain Blvd.) and State Route 14 to the south, more commonly referred to as Lewis & Clark Highway.



THE PLAN





PEDESTRIAN WAYS

Air access to the site is available through the Portland International Airport which is approximately 25 minutes drive away, and Pearson Air Park on the site. Pearson is a general aviation facility serving business and recreational users. It handles approximately 180,000 landings per year.

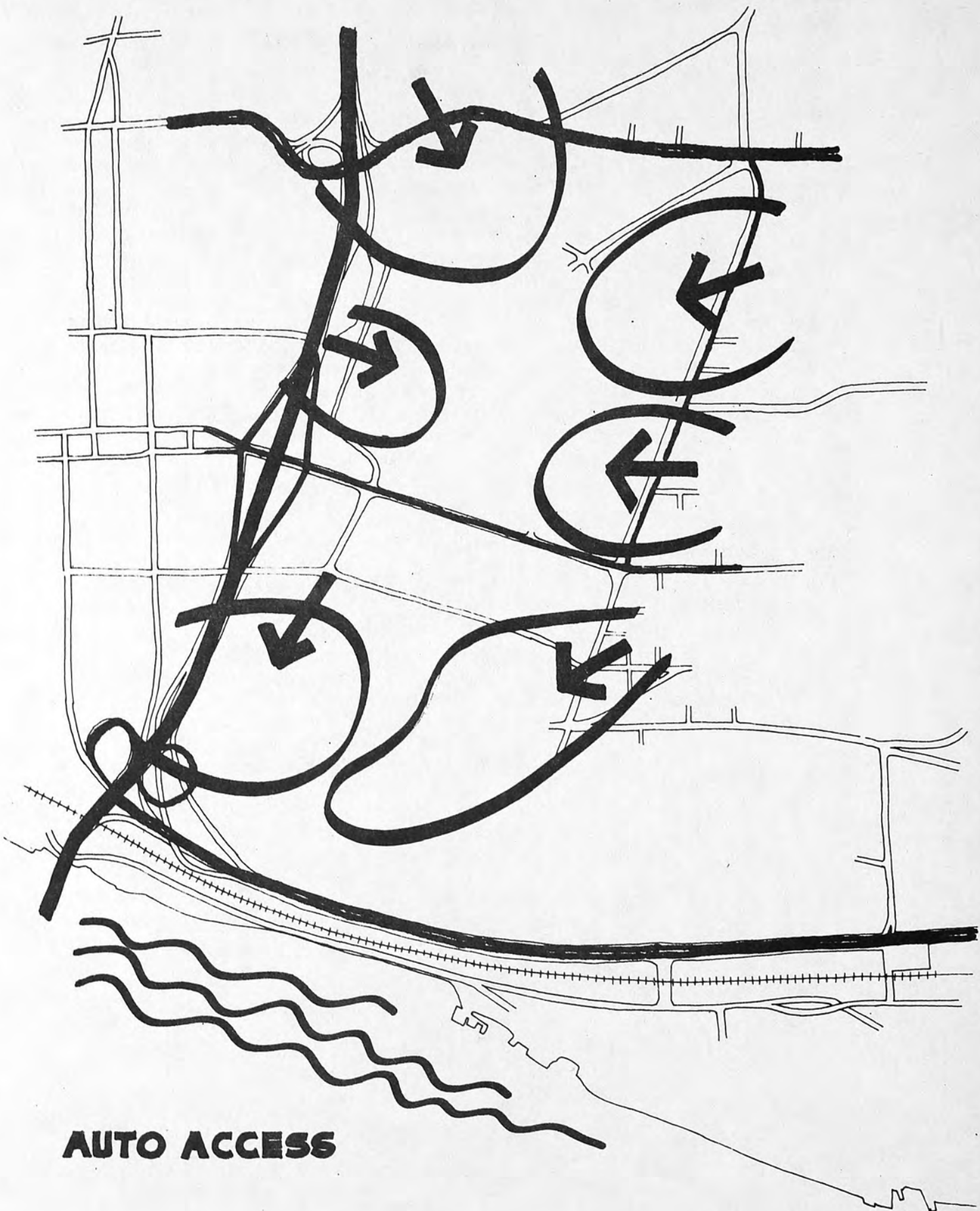
Local access to the site by road is very good. The prime link to the north is Fort Vancouver Way, which bisects the site from a northeasterly to southwesterly direction. New freeway interchanges on I-5 and a new SR 500 will render this road unnecessary. Access to Clark College and the high school will be available through the northerly portion of this road and along an improved East Reserve Street.

Primary links from the east and west are McLoughlin, Mill Plain and Evergreen Boulevards, and Fifth Street. Mill Plain Boulevard is a major vehicular link to the proposed downtown transportation center at Broadway and Main Street. This route carries up to 20,000 vehicles per day between Fort Vancouver Way and downtown. Evergreen Boulevard connects the site with the downtown between Ninth and Eleventh Streets, which is perhaps the busiest spot in downtown.

Consultation with the City's traffic planners indicates that McLoughlin Boulevard is not a vital east-west route. We recommend that it be eliminated within the study area. Fifth Street used to be a major link between downtown Vancouver and the area to the east, the construction of I-5 removed its significance. The study area is served by Vancouver's bus system. Four bus routes currently provide access: the Rosemere, Heights North, Heights South, and East Vancouver Lines.

While the transit system runs with infrequent headways, it represents a very important service to residents of Vancouver, particularly the handicapped and the elderly. Two elderly housing projects (Vanvista Plaza and Smith Tower) are now served by the system; a third one is under construction.

We recommend that the Heights North Line be rerouted and the East Vancouver Line be improved to provide 15-minute shuttle service between Main Street and the National Park



AUTO ACCESS

The City of Vancouver adopted a Bike Trail Plan in 1973. The study area ties into the system at seven points. All trails related to the site are classified "priority one" trails to be funded first as monies become available. All are planned as exclusive rights-of-way. We recommend that this trail system be expanded by the City as shown in this report.

We were concerned with two types of pedestrian movement: access to the surrounding area (especially through downtown Vancouver) and access to adjacent neighborhoods.

Our proposal builds on elements of the 27-mile Discovery Trail system adopted earlier this year.

Interstate 5 is a formidable barrier to pedestrian access between the site and downtown. We endorse the Okamoto proposals for pedestrian access to the site.

Improved pedestrian access from the north is most needed near "S" and "T" Streets where the student housing is located.

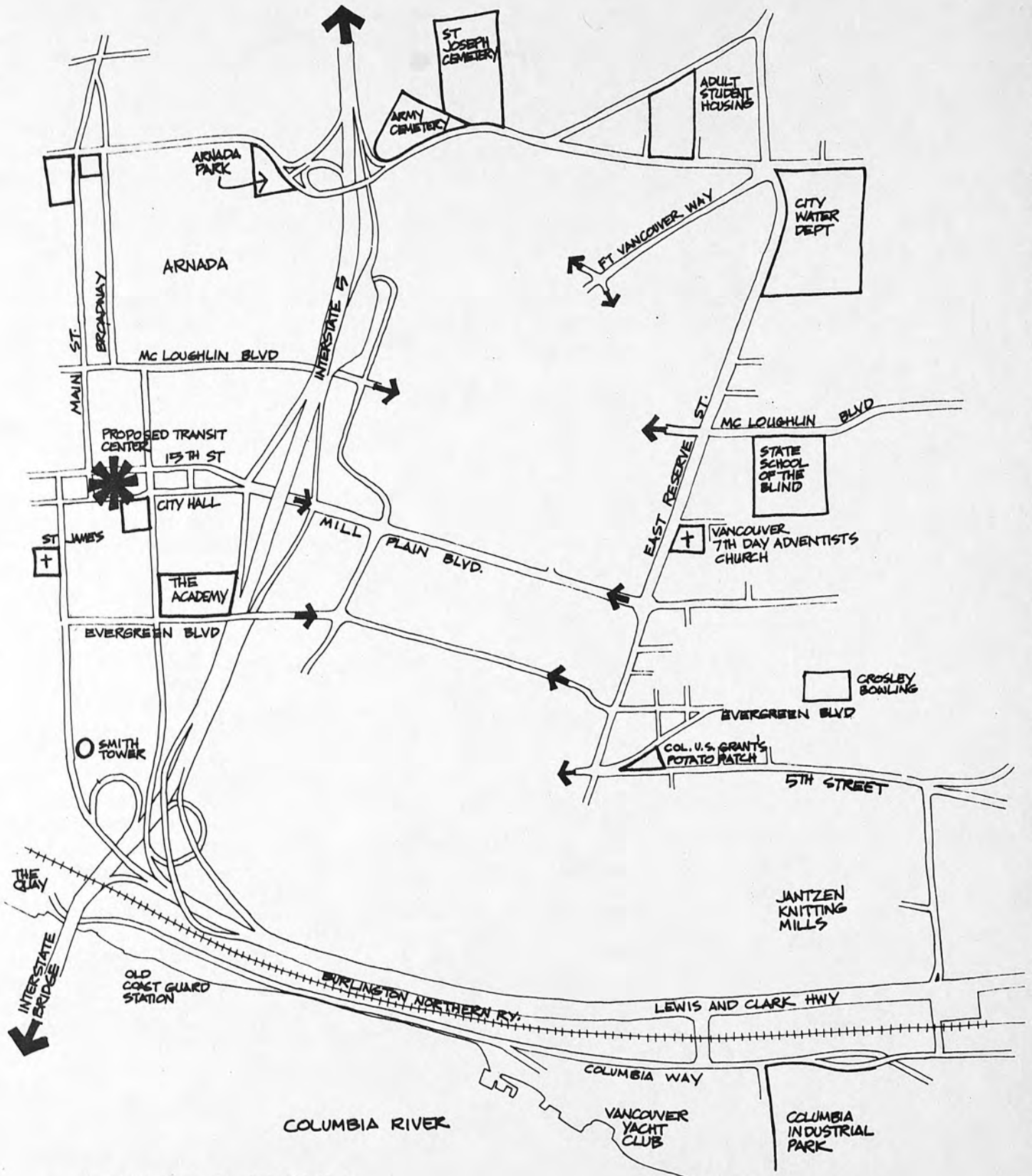
Pedestrian circulation within the site is very poor, it is discouraged by the current landscaping and road network. The pedestrian is made to feel that he is "trespassing" on someone's front yard. This must change. If the park is to be attractive for walking, a trail system must be established.

According to a recent survey, the site contains nearly 2,000 parking spaces. This parking supply is tight, but adequate. We propose a pooling of parking resources, and a vehicular link between the major parking lots along the easterly and westerly boundaries of the site.

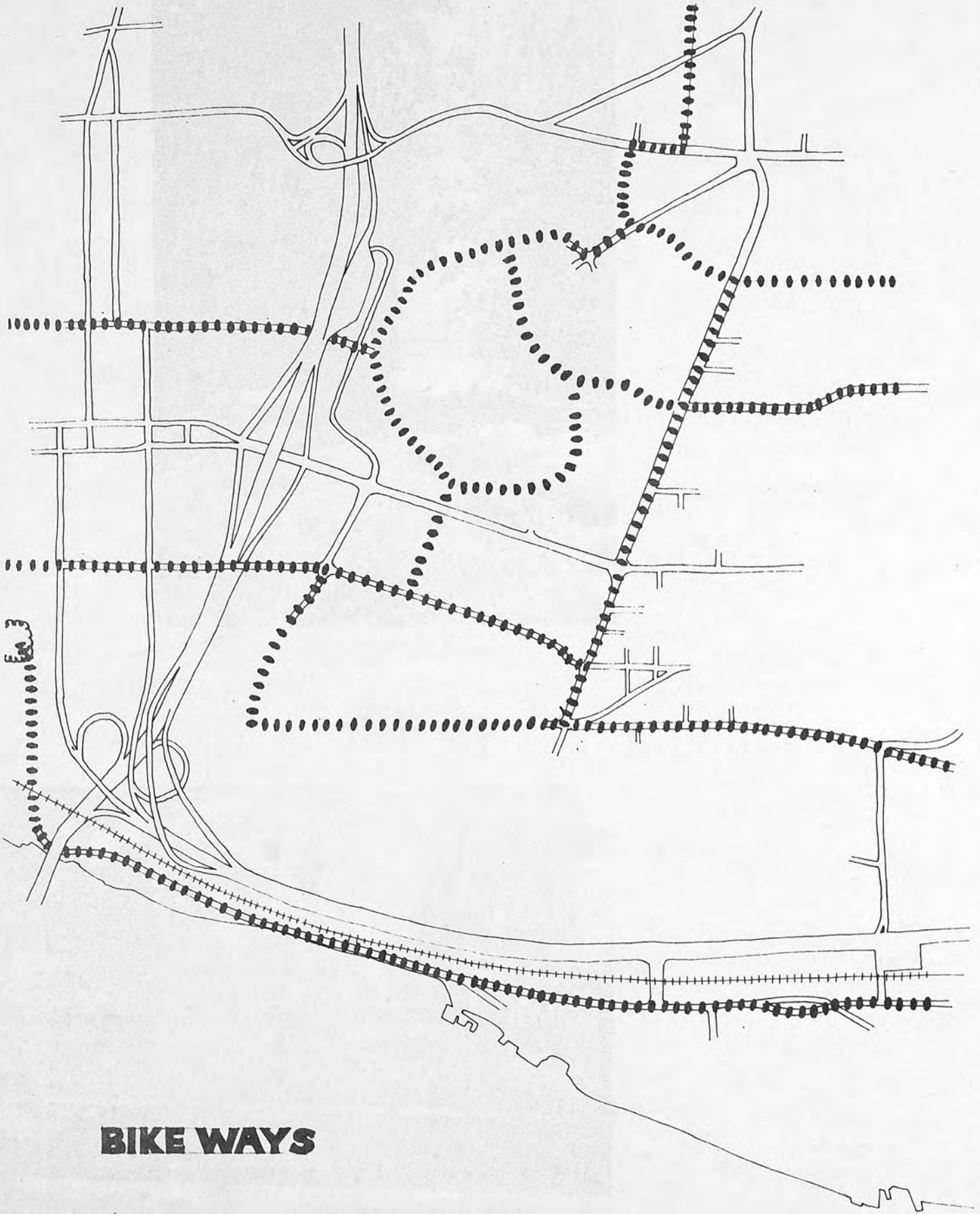
Parking for the proposed new athletic facility should be built between McLoughlin and Mill Plain Boulevards. During major events, parking facilities in the shady area will be supplemented by parking available Downtown.

THE NATIONAL PARK AREA

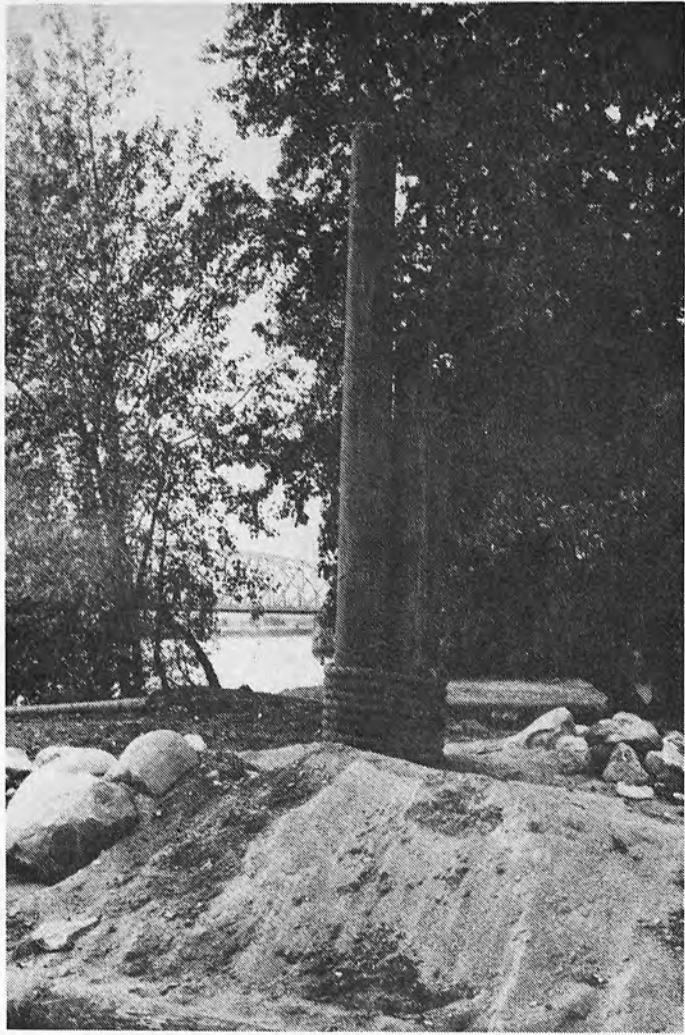
We recommend that the National Park Service activities within the site be expanded by constructing an outdoor pavilion and by creating an aviation museum. These facilities would encourage extended stays by visitors.



THE SETTING



BIKE WAYS



The present Visitors Center should become a concession restaurant. The Visitors Center operation would be moved to the Grant House on Officer's Row.

The Polar Flight monument should be moved to the proposed aviation museum area. Entry to this area is pedestrian only, along a path from the parade ground to a point between the existing Fort entrance and the airport. To provide space for the museum and for compatibility with the Fort Vancouver site, the hangers on the eastern side of the present airport facility should be relocated further east.

Landscaping for the airport area will reestablish the orchard and vegetable garden around the perimeter of the stockade. Corn and winter wheat fields will lend texture to the area and camouflage runway extensions and helicopter paths. The area between the Lewis and Clark Highway and the airport should remain in grass.

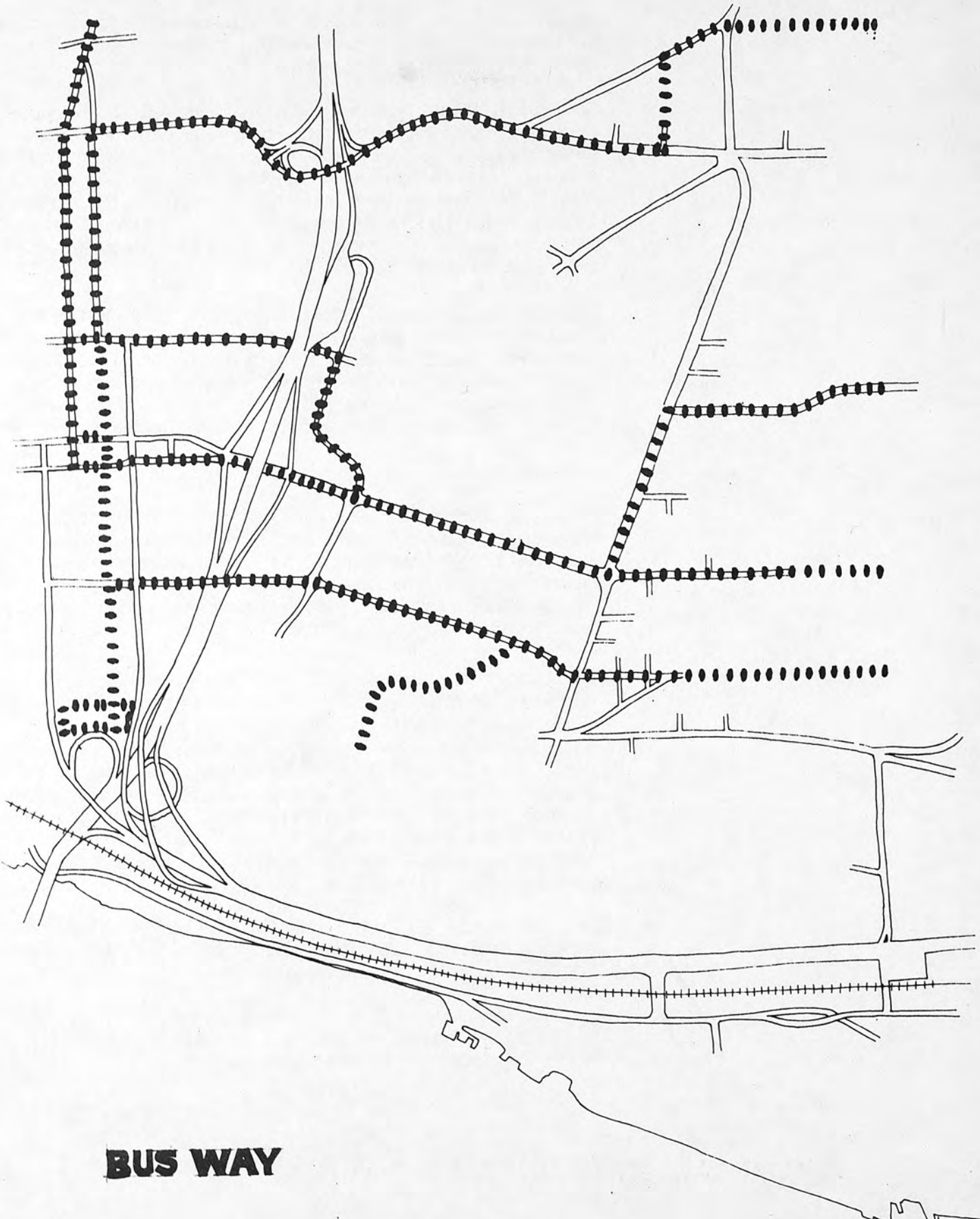
OUTDOOR PAVILION

There is strong public support for and interest in a community performing arts facility. Such a facility would be compatible with other uses recommended for Vancouver Park. Although this is a specific use which requires detailed analysis, we conducted a preliminary investigation of the concept.

We found that Vancouver is very active in the arts. A cooperative arts council of Clark County which contains a membership of 26 organizations was recently formed. We talked with representatives of some member organizations regarding their needs and preferences for performing arts facilities, and evaluated some of the performing arts facilities in the area. Generally speaking, all of these facilities have some disadvantages in terms of staging capabilities or availability, but they have potential for greater use.

Because of the limited funds for the proposed Vancouver Park in general, and a performing arts facility in particular, we make two recommendations:

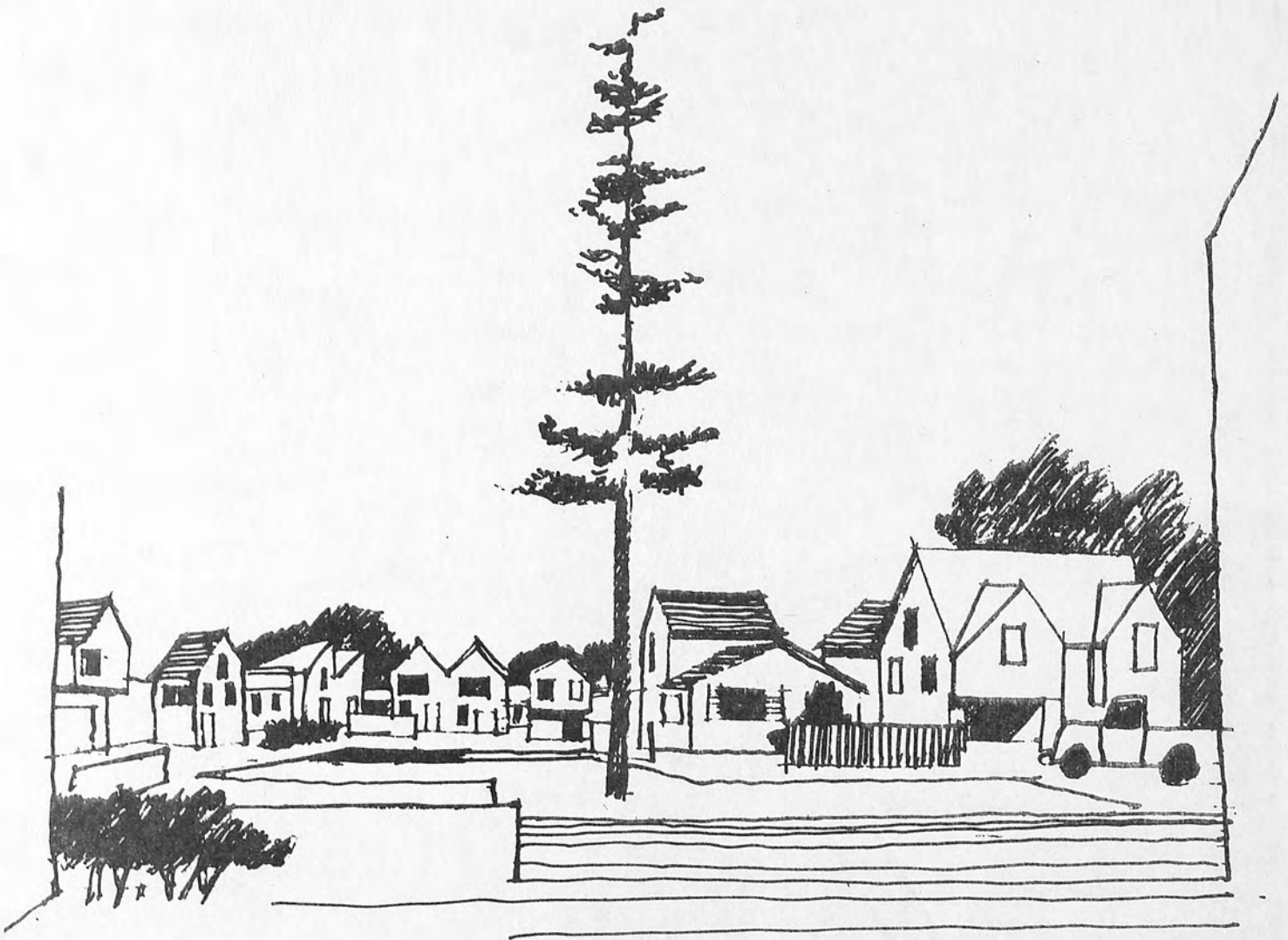
1. Provide a year-round performing arts facility by remodeling one or more existing structures elsewhere in the City.



BUS WAY



OPTIONAL RESIDENTIAL AREA



HOUSING CLUSTER

2. Improve scheduling of existing facilities through a clearinghouse operation.

At the same time, Vancouver Park should provide an outdoor pavilion for major events in the Park. We suggest construction of a pavilion with a removable nylon or canvas roof on the site. The pavilion should have a seating capacity of 500, with an additional 2,000 spaces available on an adjacent lawn area. To preserve a pastoral setting, access to the pavilion is by pedestrian path from remote parking areas.

The National Park Service would be the primary user of the facility for such purposes as interpretative lectures, sound and light show, and other events. However, the facility would be available to the local community for use for summer fairs, festivals, special performances, public meetings and assemblies.

The pavilion would be to create a focus of interest, generate additional activity on the site and meet an important community need at minimum cost.

OFFICER'S ROW

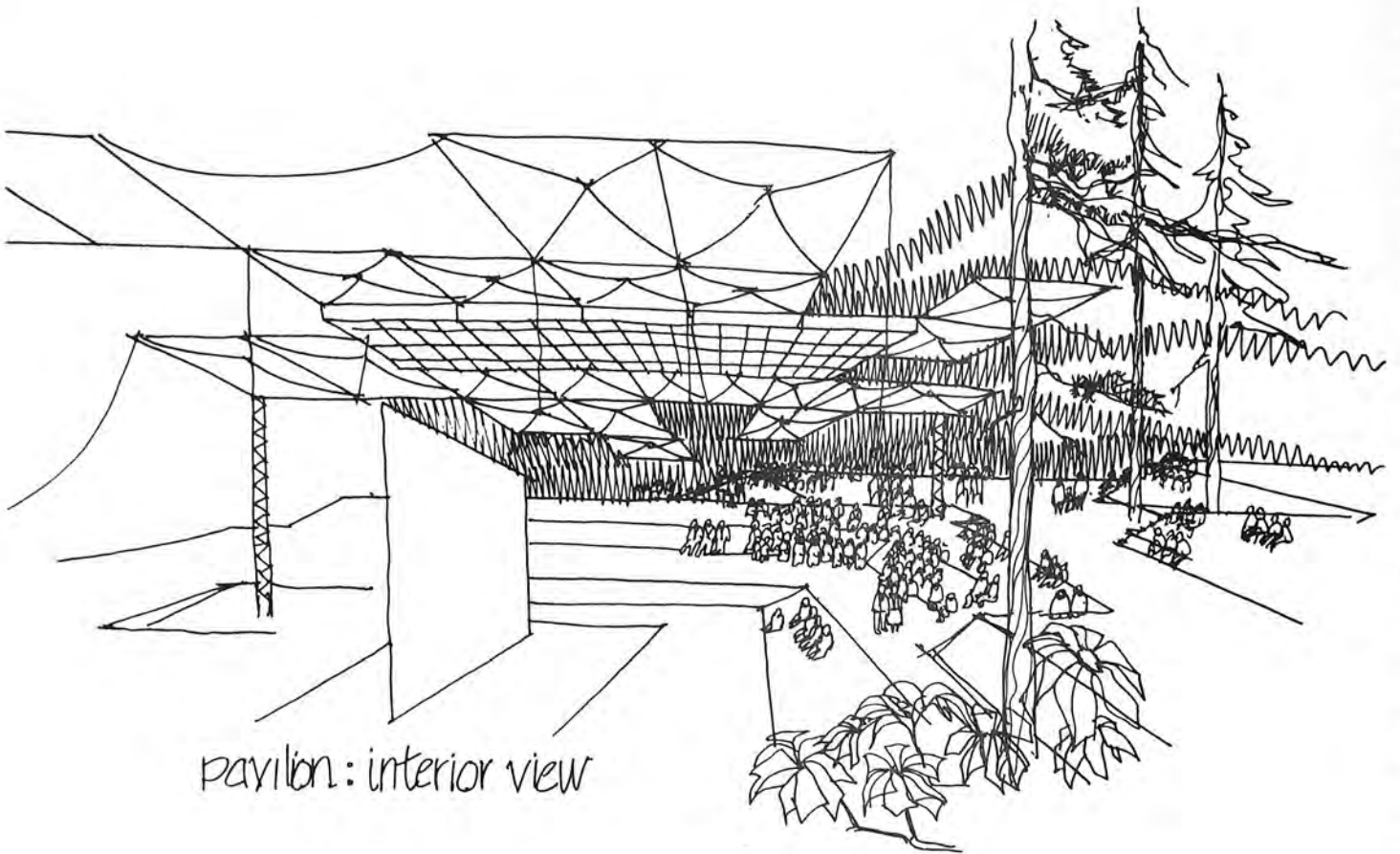
We recommend that the architectural and landscape character of Officer's Row be preserved and that its promenade potential be reinforced with landscaping.

The structures should be put to better public use, including meeting and conference rooms and exhibit space for community use; small restaurants and, perhaps overnight lodging facilities; and office space for community organizations and public agencies.

ATHLETIC FIELDS

Additional athletic facilities, including a football/soccer field surrounded by a AAU-standard quarter-mile track, one baseball and four softball fields, are proposed in the Community Park. The athletic field complex should be low profile to minimize the visual impact upon entering the site. The primary users of this facility will be Clark College and the Hudson's Bay High School. An additional 300 parking spaces should be provided.

The area between Mill Plain Blvd. and Officer's Row should be a grassy playfield free of permanent structures.



pavilion: interior view

THE WATER FRONT

Greater pedestrian and bicycle opportunities have been proposed by several groups for Columbian Way east of the Inn at the Quay. While we support this idea in principle, we recommend against any special improvements for this area. This is due to the expense involved for new tunnels or pedestrian bridges, and the attractions of a "natural" waterfront.

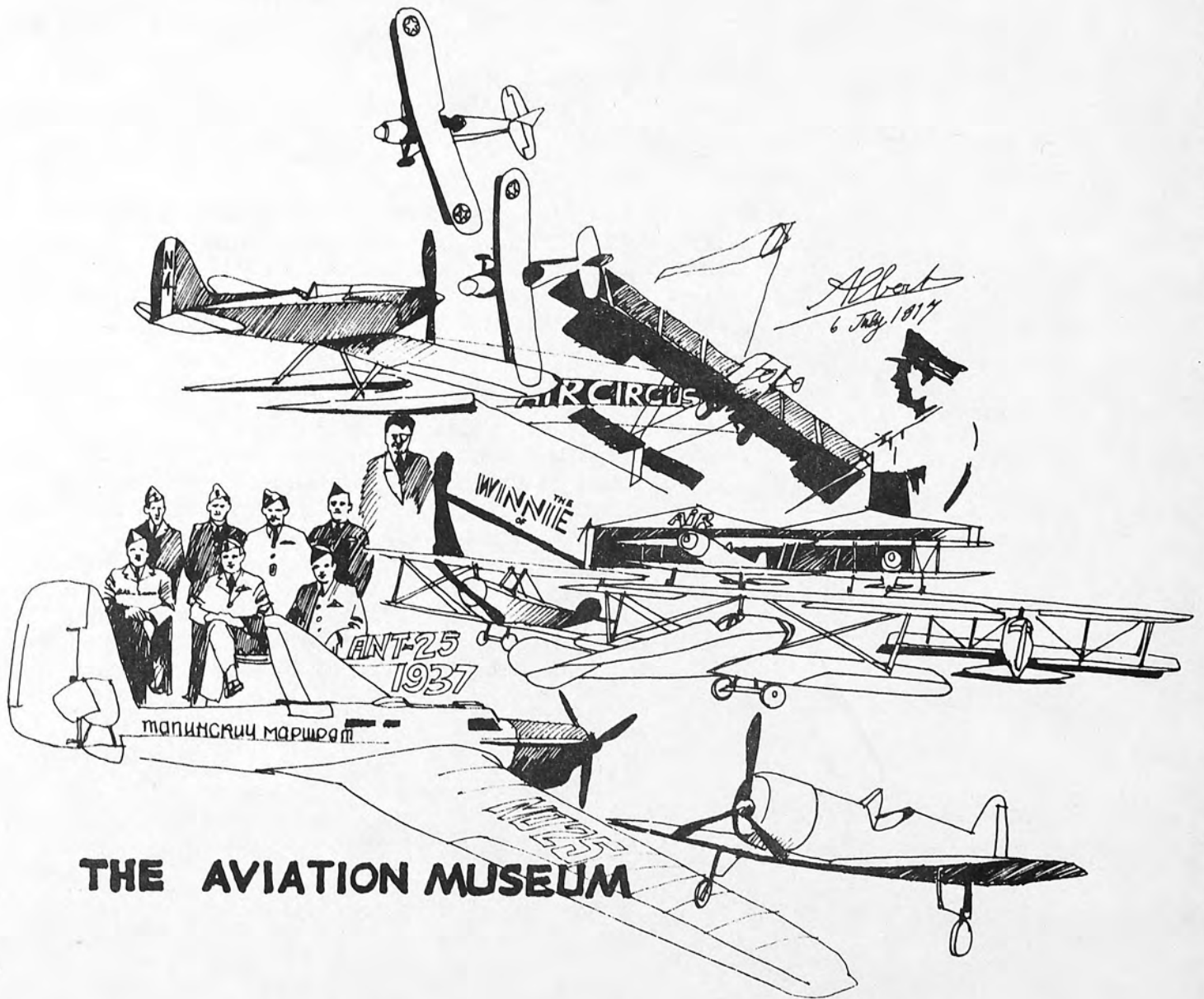
A restaurant is proposed near the southwest corner of the waterfront. East of this we suggest a continuous unobstructed walkway below Columbian Way. The shoreline should be restored and maintained in a natural condition. This will enhance the attractiveness of this area and provide an important physical link with existing and proposed tourist facilities.

RESIDENTIAL DEVELOPMENT

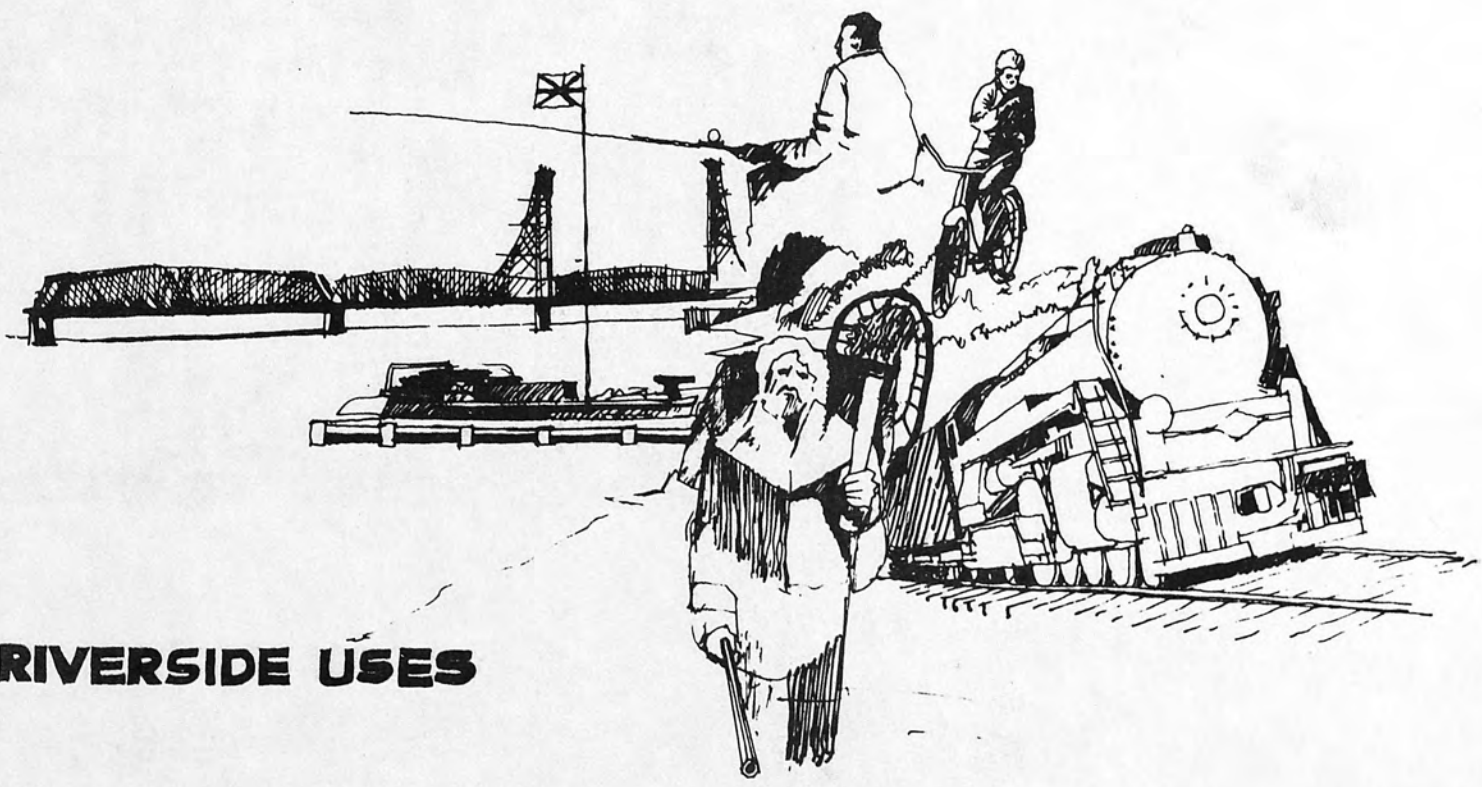
We studied the potential for developing residential units in Vancouver Park plan for a variety of reasons. First, such a use can strengthen the link between the park and nearby residential areas. Also, we recognize that a well-designed residential area can be compatible with other uses in the Park, and that if the Veterans Administration Hospital stays on the site, a residential development would have a built-in market.

Our review of available data indicated a strong housing demand for the urban service area around Vancouver. Traditionally, only a small share of this market has been captured by the City because of financial market conditions, existing oversupply, and historical market trends.

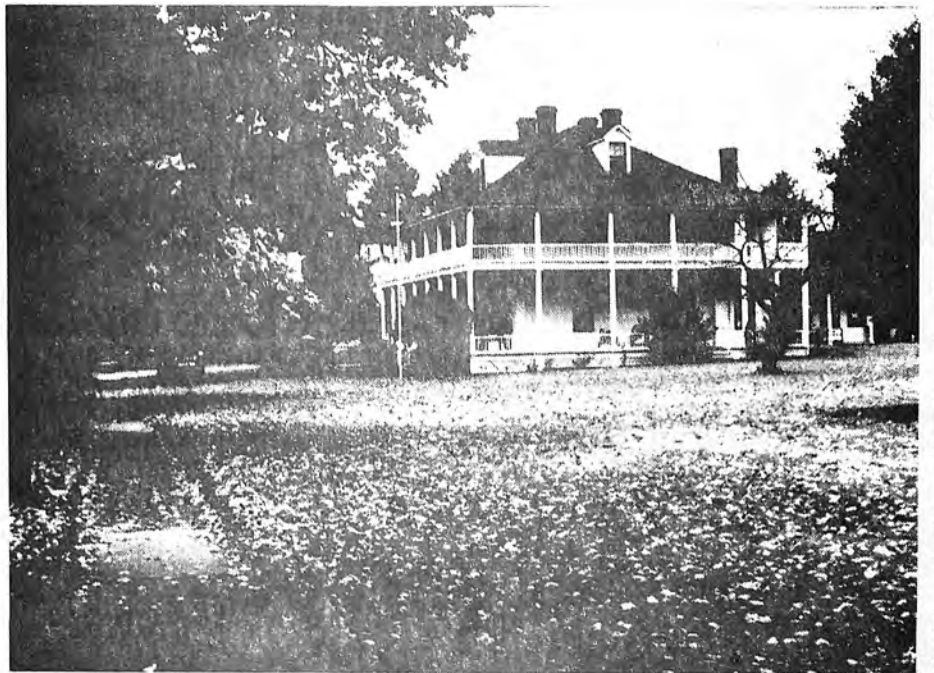
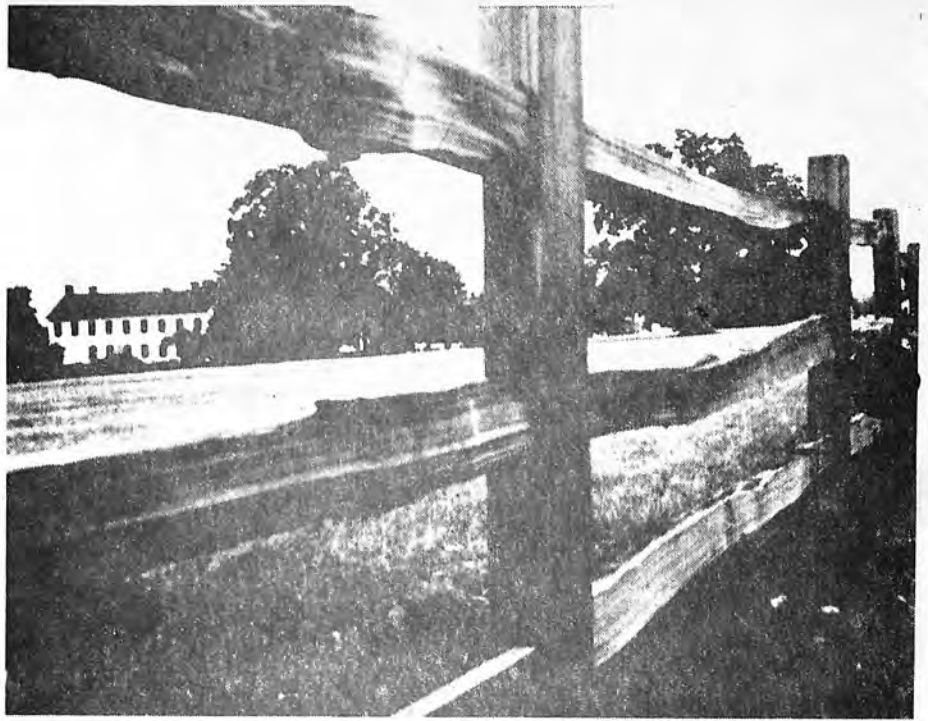
We believe that these obstacles can be overcome. If mortgage rates stabilize and the existing inventory of close-in homes continues to be absorbed, conditions would be right for a high-quality residential development in central Vancouver. The concept of new in-town homes in a parklike setting appeals to a new and, to a large extent, younger market. The cluster design concept, the convenience of an in-town location, the availability of extensive amenities within the park, and the sense of community which would develop, all contribute substantially to the appeal of such a project.



THE AVIATION MUSEUM

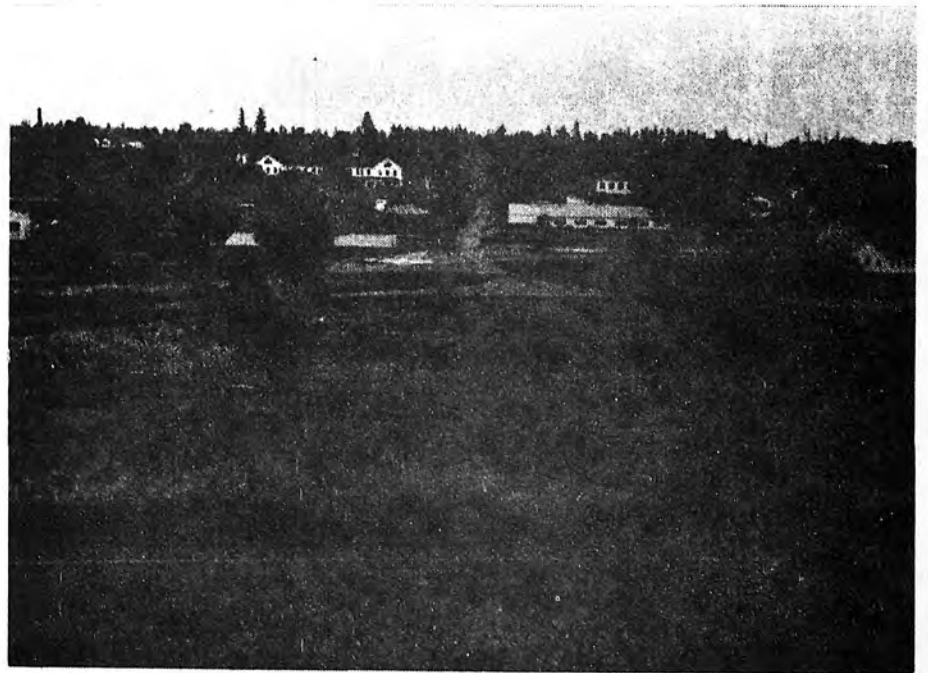
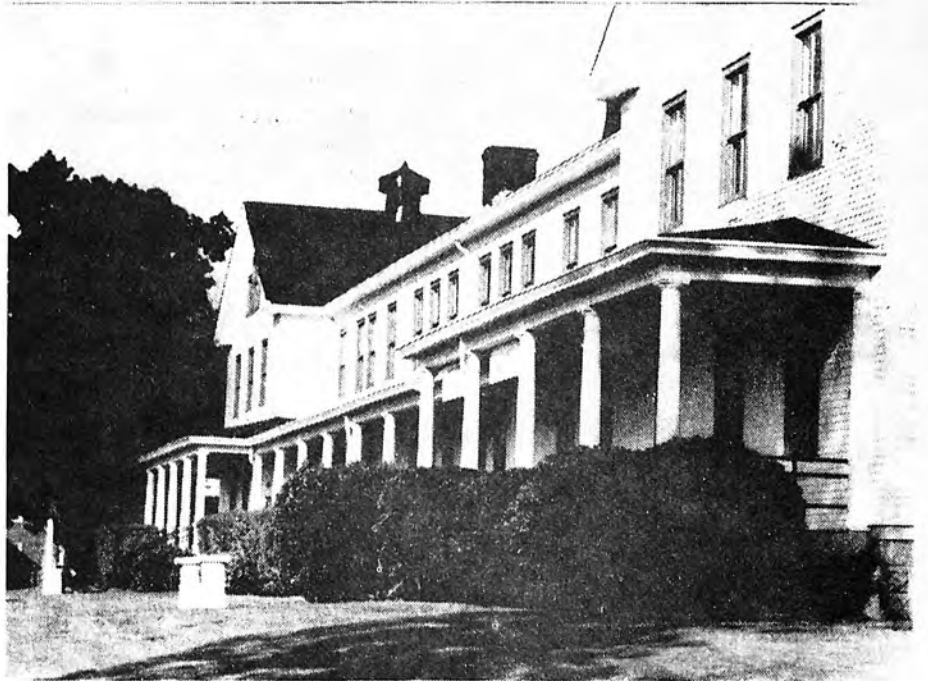


RIVERSIDE USES



Based on these guidelines, the study team estimated potential absorption rates at the proposed residential development utilizing general, but conservative assumptions.

We propose that 200 to 300 housing units be located on the northwest corner of the site, at a density of 15 units to the acre. Whether or not the VA Hospital is moved, approximately 17 to 19 acres of land suitable for development will be available. The units should be priced between \$35,000 and \$50,000. Rentals should range between \$150 to \$200 per month for a two bedroom unit.





6 IMPLEMENTATION

In developing our plan and design proposals, we kept the issue of feasibility clearly in mind. The scope of our study did not permit detailed analyses. Based on our experience and understanding of local conditions, we propose an implementation program with two major elements: management and finance.

MANAGEMENT

The Officer's Row houses should be transferred to the City of Vancouver, except for two units which should be transferred to the National Park Service.

Comprehensive management will be difficult because of the site's fragmented ownership pattern. However, the problem is not as serious as it may seem at first. Vancouver Park can be considered as two distinct zones: the National Park which is owned by the Federal government and primarily oriented to visitors from outside the area; and the Community Park operated by and for the benefit of local residents. Each presents a special management problem.

The National Park

The National Park area south of Officer's Row is controlled by the Department of the Army and the National Park Service. While some changes are proposed for land owned by both agencies, the principal proposals pertain to NPS activities. These require no special interagency action.

The principal problem for both Federal agencies will be to adopt and adhere to the plan recommendations. Both agencies should be invited to participate in the further refinement of the Vancouver Park plan, and encouraged to include implementing actions in their programs. Their cooperation to date with the community bodes well for such an effort.

The Community Park

The situation north of Officer's Row is much different. Major design and facility proposals are suggested, which cut across land owned by four local governmental units: the City of Vancouver, Clark County, the Vancouver School District, and the Clark Community College District. (The PUD site is not affected.) The issues of common interest are important, but few in number. We identified four:

- Planning, programming and design review of major park improvements;
- Maintenance of open spaces;
- Coordination of common outdoor facility use; and
- Development of open space improvements.

All other activities, such as land exchange, sharing of indoor facilities, special festivals, and internal program changes, should be left to the individual agencies and ad hoc arrangement.

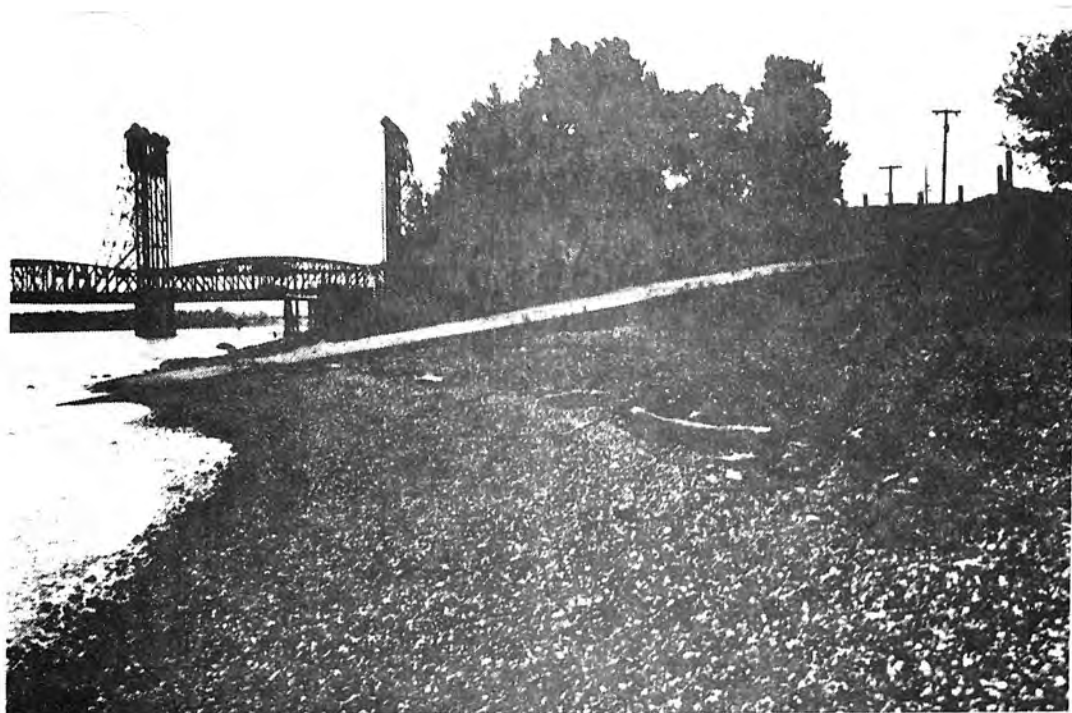
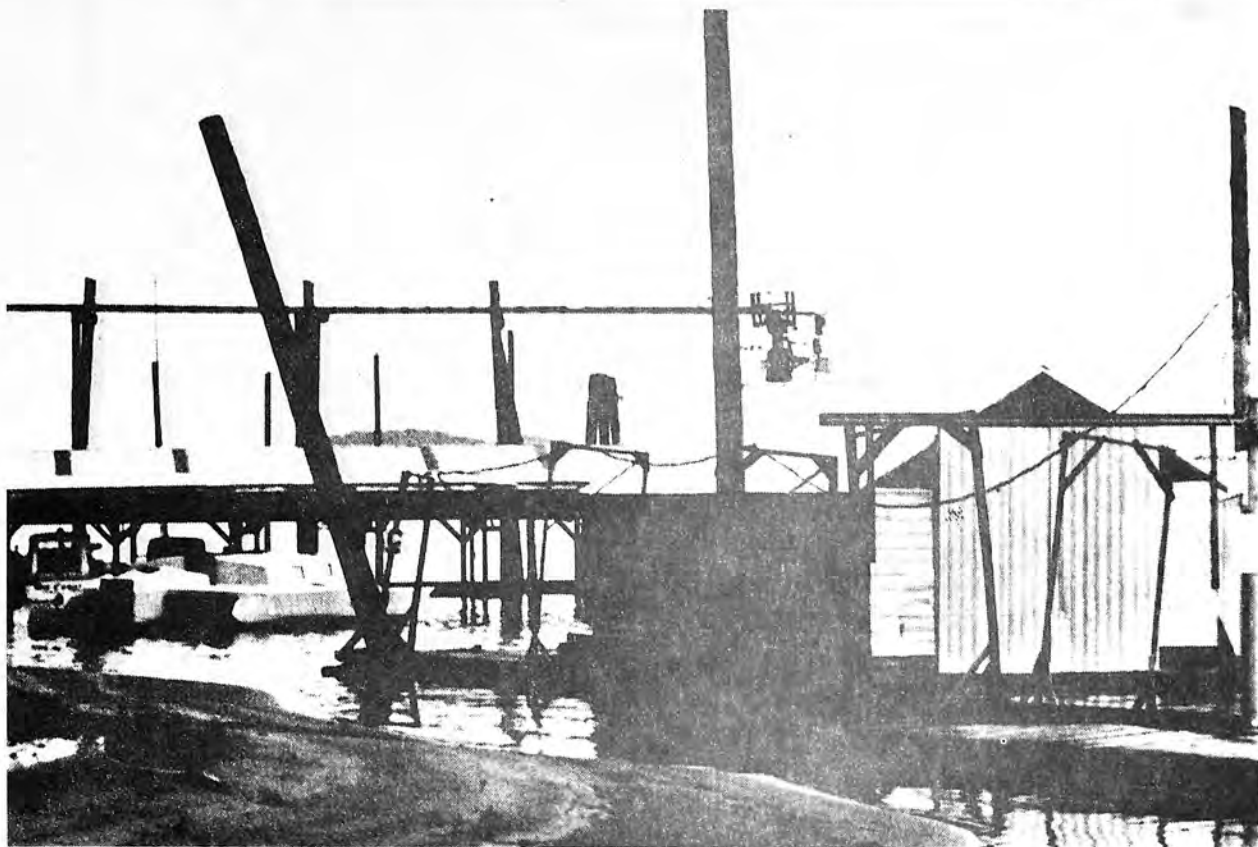
Proposal: A Vancouver Park Commission

We propose the establishment of a Commission for Vancouver Park as a permanent, legally-constituted entity. The Commission, consisting of one representative each appointed by the four governing bodies, plus a fifth member popularly elected who would be its chairman. The Commission would be empowered to perform the four functions in the areas of Vancouver Park.

The establishment of the Commission should be preceded by substantial debate, legal analysis and more specific proposals for the Park. During this debate, a number of key questions should be considered, including:

- Specific land areas under Commission jurisdiction.
- Relative voting power of each represented jurisdiction.
- Allocation of financial contribution among the member agencies.

We make no recommendations here, but recognize the importance of these issues.



FUNDING

Although many of our proposals will produce economic benefits for Vancouver residents, all of them are directed primarily to enhance recreational, cultural and educational opportunities. Each proposal has a cost, and public funds are always limited. More bluntly, "There ain't no free lunch."

Therefore, we reviewed potential funding sources to highlight the areas worthy of further study. The major potential sources of funding are described below.

Federal Aid

Several Federal programs may be of help for specific elements of the plan, but no single program should be considered as a major contributor. Federal funding for a City of Vancouver's size and condition is limited and sporadic.

The National Park Service can underwrite construction of the proposed outdoor pavilion. The pavilion will serve a useful function for the National Historic Site, and also could be used for community activities. The Park Service has an active interest in development of cultural activities.

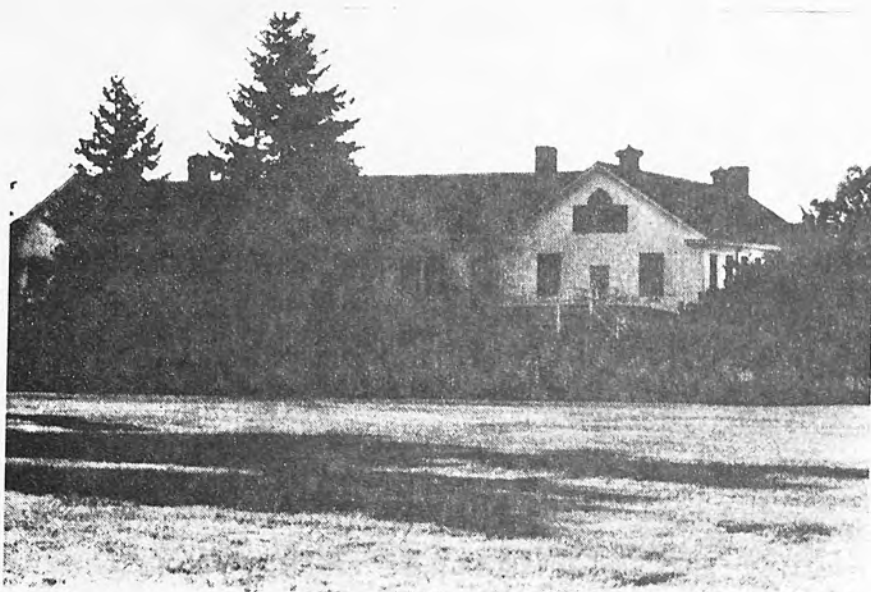
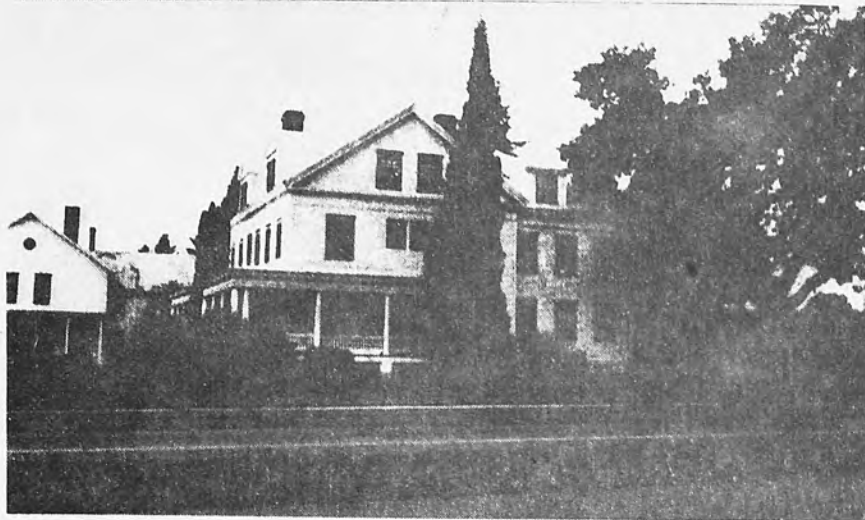
Community Development Funds, administered by the Department of Housing and Urban Development, can be used for any of the improvements proposed for the area. The City and Clark County received about \$280,000 this year, but they must weigh park priorities against the community's housing renewal, street improvements and other needs.

Transit and related improvements can be financed by Urban Mass Transportation Administration, either through its capital or demonstration grant programs.

Highway beautification funds may be available for site improvements around major Federally assisted highway projects.

The Bureau of Outdoor Recreation programs assist in the acquisition and development of recreation areas.

Aggressive local initiative can secure Federal assistance for Vancouver Park, but Federal funds will not be sufficient to underwrite more than a few selected projects.



City Funding

The City of Vancouver can provide some funds to implement the proposed program. While the city has a considerable unused bonding capacity, its ability to issue bonds ultimately depends upon its ability to repay.

Special assessments provide a means to defray a portion of the costs of capital improvements based upon a "value of service" theory. That is, a special tax can be levied upon property for a public improvement if it adds to the value of the property.

- In addition to the one-half percent of retail sales tax which the city levies, it receives 2/5 of the 5% state sales tax on hotel/motel receipts, which are earmarked for development of conference and convention facilities. Some of the facilities proposed for the park would fit this category.
- Many jurisdictions utilize a technique called tax increment financing for certain capital improvements. Essentially, the jurisdiction pledges to repay bonds out of tax revenues resulting from the additional assessed value of properties affected by the public investment.

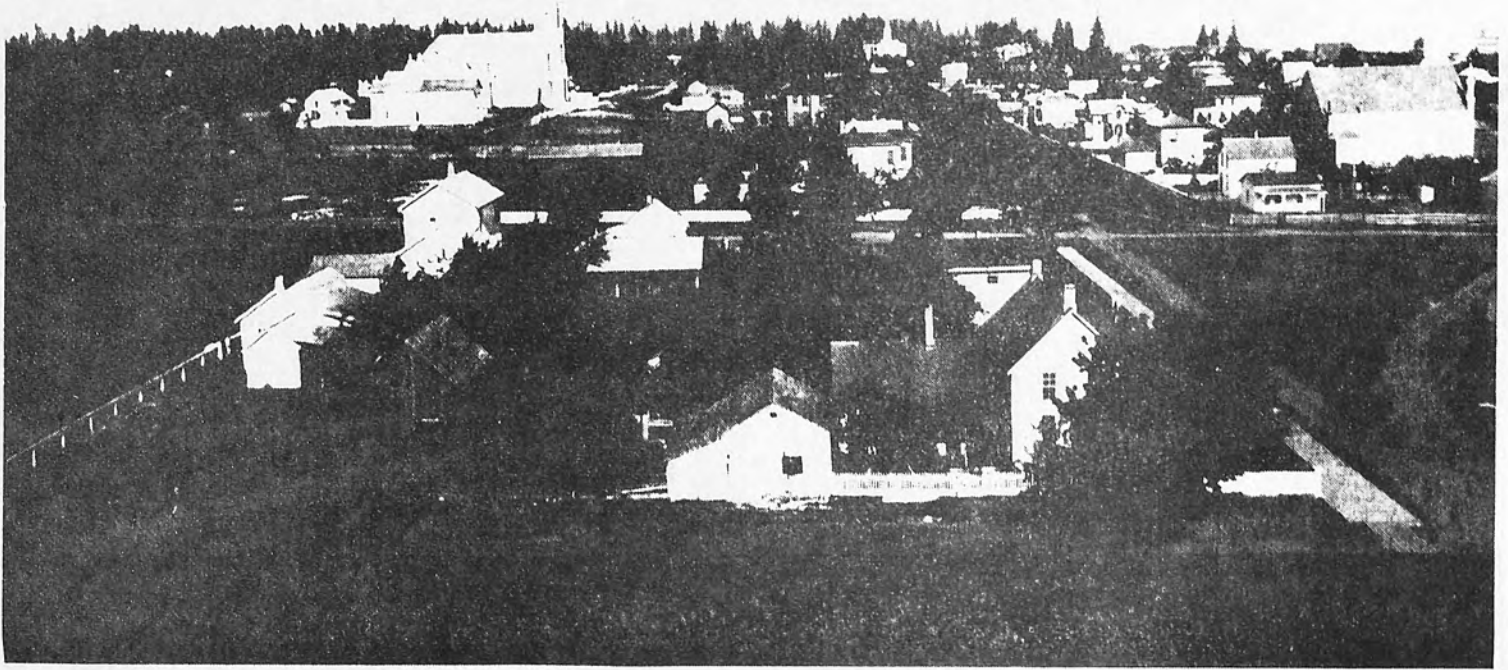
State Support

- A bill to authorize a special bicentennial bond issue to raise money to assist local communities to develop facilities related to the bicentennial is now pending in the State Legislature. Because of the special nature of Vancouver Park, these funds would be appropriate for use there if they become available.

The Private Sector

Although Vancouver Park is primarily a governmental undertaking, the private sector can be involved in a variety of ways. For example:

- Private sector investment can support the residential element of the program. Special tax incentives may be necessary in this case.



- In addition, a variety of private sector developments may occur on the periphery of the site, such as hotels or restaurants, which would complement and relate to the facilities planned for Vancouver Park.
- Direct private involvement may be possible through contributions from private corporations. For example, the reforestation of the site may be assisted by one of the major paper or lumber corporations in Washington.
- Private contributions also offer a potential source of funding, particularly for those elements which are directly related to educational or cultural activities. Local organizations can mount campaigns to attract private contributions from individuals and foundations.

In summary, funding for development of Vancouver Park is available, but not in any one place. An aggressive, side-ranging "treasure hunt" is required, but it can be done.



APPENDIX

The R/UDAT Program

In response to requests for assistance from local communities the Urban Planning and Design Committee of the American Institute of Architects has been sending teams of design professionals to various American communities since 1967. Each team includes people from a variety of disciplines. The number of team members and their areas of specialization vary as each team is carefully assembled to address those issues facing the community to be visited. Fundamental to the program is the concept of public service. Team members are selected for their particular expertise in specific problem areas and serve without remuneration and agree not to accept commissions for work resulting from their recommendations. Their general charge is to acquaint themselves with the community and its people, to analyze the existing conditions from a fresh perspective and to offer recommendations for urban design frameworks and concepts.

The objectives of the R/UDAT program are as follows: to improve the regional/urban condition in the nation; to support local AIA chapters in their efforts to improve the physical design of their communities; to illustrate the importance of the urban design framework for community development and regional planning; and to stimulate public awareness and action and focus efforts toward improving communities through citizen involvement in urban design and planning issues.

The Visit

The request for a R/UDAT team was approved last January and in April Ronald A. Straka, representing the AIA Urban Planning and Design Committee, made a reconnaissance visit to Vancouver to observe and discuss the details of the team's visit. The team was organized and was sent extensive background material in advance on the study area, and on October 17-20 the team made its visit. After meetings with city, county and state officials and planners, civic leaders and organizations, and other interested citizens' groups, the team surveyed the city by bus, air and on foot

With this information, the team engaged in intensive work sessions which culminated in a press conference and a public presentation on October 20, when this report was presented.

The expenses for the R/UDAT visit were underwritten by the agencies in the Military Reservation, the Chamber of Commerce, the Vancouver Chapter AIA and many local service clubs, organizations, businesses and individuals. There was no majority contributor. The project was under the auspices and direction of the Chamber of Commerce, the Central Park Steering Committee, and the Vancouver Chapter of the AIA.

The Team

This study was prepared by the following members of the Vancouver R/UDAT team:

Thomas A. Aidala, architect and urban designer, from San Francisco, and a member of the faculty of Antioch College.

Michael C. Cunningham, urban designer, a partner in the firm of M. Paul Friedburg and partners, landscape architects of New York.

Thomas A. Feeney, MBA in economics and business administration, a senior associate in Economics Research Associates, economic planners in San Francisco.

Clifford W. Graves, AIP, Deputy Associate Director of the U.S. Office of Management and Budget in Washington and Professor of Urban Studies at the University of Maryland.

Jules Gregory, FAIA, team chairman, a member of Uniplan, a partnership of architects, engineers and planners in Princeton.

Adam Krivatsy, AIA, AIP, a partner in HKS, planners and architects in San Francisco.

Fifth-year students in one Department of Architecture under the direction of Robert F. Kovalenko, faculty advisor, played a significant part in this effort. They are William Page, Kirk Wise, Del Sonneson, Kevin Peterson, John Van Doren and Karl Mayer.

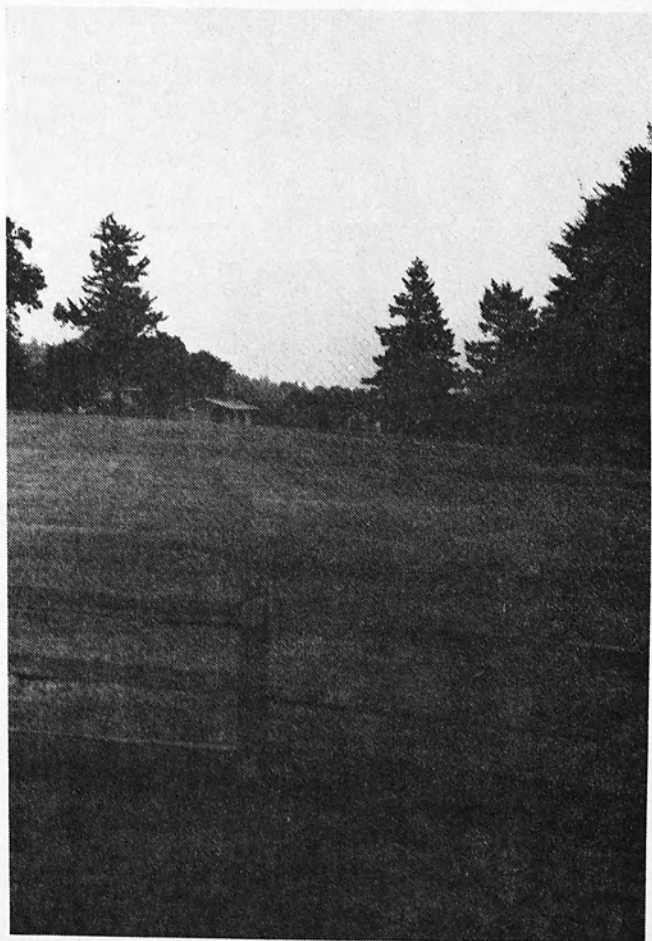


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Steering Committee

We commend and gratefully acknowledge the vision, public spirited devotion and support of the Project Central Park Steering Committee.

Ethel Lehman, Chairman - City of Vancouver
Matthew R. Thompson, Vice Chairman - Architect
Dr. Charles Reinmuth - Clark College
MAJ Ronald E. Thomas - US Army, Vancouver Barracks
Tom Murawski - Washington State Highway Dept.
James Marsh - Vancouver School District #37
Dr. J. Andrew Hall - Veterans Administration Hospital
Bruce Berwick - Fort Vancouver Regional Library
John E. Mors - Federal Highway Administration
Don Gillespie - National Park Service
Harold Kern - Clark County PUD
Carolyn Virgil - Clark County
James Guenther - Clark County
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Laura Short - Citizen
Kent Anderson - Citizen
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Ted Baisden - Chamber of Commerce
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Dennis Heck - Office of Congressman McCormack
Stan Nelson - Architect, Cassady & Associates Arch
William N. Keefer, Architect/Consultant/Planner



Citizens

It is with special appreciation that we acknowledge the contribution and concern for the quality of the community of the following citizens:

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Clark County
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Clark County Planning Commission
City of Vancouver Planning Commission
Bicycle Advisory Committee
Washington State Highway Commission
Clark County Parks and Recreation
National Park Service
Clark College Board of Trustees
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Washington State Highway Dept.
Clark County PUD
Fort Vancouver Regional Library
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Clark College Association of Higher Education
American Association of University Women
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Discovery Trail Committee
P.O.E. Sisterhood
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Fort Vancouver Historical Society
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Bicycle Advisory Committee
Vancouver Seventh-Day Adventist Church
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Toastmasters Club
Kiwanis Club of Vancouver
Vancouver Womens Club
Aircraft Specialties
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Greater Vancouver Chamber of Commerce Civic Betterment
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