

Chapter 2 Alternatives



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National Park Service*

CHAPTER 2

Alternatives

OVERVIEW

This chapter presents the range of alternatives for management and site planning for the East and South Vancouver Barracks. Information is organized by alternatives, which are explained through a combination of text and graphics. Descriptive materials for each alternative include:

- **Overview** – A brief narrative overview summarizes the alternative concept and highlights a few key actions.
- **Alternatives Matrix**—A matrix explains each alternative in greater detail.
- **Conceptual Site Plan** – A conceptual site plan graphically depicts the general character and locations of site improvements and adaptive reuse.
- **Conceptual Circulation Plan** – Conceptual drawings for each alternative illustrate potential changes to vehicular and pedestrian circulation and parking.

The chapter also:

- describes the process used to develop alternatives and select the agency’s preferred alternative,
- lists elements of draft alternatives that were eventually eliminated from consideration and summarizes the rationale for dismissal,
- identifies the environmentally preferable alternative as defined by Section 101 of the NEPA, and
- includes preliminary cost estimates for capital development and ongoing maintenance.

BACKGROUND

The National Park Service began this planning effort by reviewing the park’s establishing legislation, the park’s purpose and significance, and National Park Service servicewide policies and mandates. The planning team also solicited input from the public; NPS staff from the park, the Pacific West Region and Denver Service Center; other government agencies; and affiliated tribes regarding issues and desired conditions for the barracks. The next step in the planning process was to develop alternatives that reflect the range of ideas presented during internal and public scoping and that are consistent with relevant legislation, policies, and planning documents.

Four alternatives are described in this chapter, along with summary tables that demonstrate key differences among them. A no action alternative describes the baseline that is used for comparison with the three action alternatives, including the preferred alternative. The preferred alternative represents the mix of uses, management actions, and site planning concepts that the National Park Service believes best supports the NPS mission, the legislated purpose of Fort Vancouver NHS, and the vision and goals for the *Environmental Assessment*.

Full execution of this plan could take many years. Interim solutions may be needed to account for changes in economic conditions and market readiness. In addition, all proposals have been made using the best information and data available at the time of plan writing; however in some cases, further study will be necessary during design and construction in the future.

DEVELOPMENT OF THE ALTERNATIVES

Definition of Alternatives

Alternatives are a collection of possible management actions and strategies for a park to consider. According to NPS Director's Order 12, alternatives "propose different means of accomplishing your park's goals, while at the same time protecting or minimizing impacts to some or all resources." Alternatives are consistent with a park's purpose and significance. They also reflect the range of stakeholders' interests in the park and the desirability of providing for a variety of visitor experiences. Alternatives help NPS staff explore different ways of satisfying the vision and goals for the project area, which were developed earlier in the planning process (included in Chapter 1). Alternatives also allow NPS staff to assess the potential for impacts to resources of certain proposals, in order to decide which course of action is most prudent and beneficial.

The development of draft alternatives is a two-way exchange of ideas with the public, cooperating agencies, and others; it ultimately leads to the development of the agency's preferred alternative. For this *Environmental Assessment*, the National Park Service developed draft alternatives with input from several sources, including public comments, internal scoping, agency workshops, and cultural resource consultations in accordance with the NHPA and the NEPA. Public and agency participation comments were solicited through public scoping. The process of selecting a preferred alternative from these draft alternatives is discussed below.

RANGE OF ALTERNATIVES CONSIDERED IN THIS DOCUMENT

The NEPA and NPS policies require that park managers consider a full range of reasonable alternatives before choosing a preferred alternative, which is the agency's preferred course of action. The four alternatives that are being considered for the protection, use, and management of the East and South Vancouver Barracks are described in the following order:

- Alternative A: The Extension of Current Management Practices in the East and South Barracks (no action alternative)
- Alternative B: A Vibrant, Urban District in a Historic Setting
- Alternative C: A Sustainable, Historic Campus for Public Service (preferred alternative)
- Alternative D: A Historical, Educational Campus for All

Alternatives are described in further detail in subsequent parts of this chapter.

FINANCIAL FEASIBILITY

One of the primary goals of this plan is to outline ways the National Park Service can manage the site that achieves the stated vision while at the same time defrays the total costs of ownership (TCFO) borne by the government as much as possible. Developing leasing arrangements for the majority of the buildings, while recognizing the likely prospect of generating income from them, is one potentially effective way to achieve this goal.

To help evaluate alternatives, the National Park Service contracted with Booz Allen Hamilton to conduct an economic feasibility study for commercial leasing in the East and South Barracks. The results of this study informed decisions made as part of the Choosing by Advantages workshop, held the week of January 24, 2011, which resulted in the development of a draft preferred alternative. The financial study will also help inform future planning efforts and implementation of the *Environmental Assessment*.

The key elements of the study included: (1) a limited market analysis to assess the competitive landscape and future demand for commercial and residential leasing in select East and South Barracks buildings; (2) the determination of the true net assignable space for select buildings; and (3) an in-depth financial analysis, including a *pro forma* statement, investment analysis, and scenario analysis, in order to determine the future financial performance of select buildings as their uses vary across alternatives.

Results of the limited market analysis suggest that a healthy mix of building use types would best diversify the building portfolio, reduce risk and help create demand in order to make all building uses financially successful. The report determined that the most profitable building use is office, followed by residential, in part because office and residential tenants generate income while also creating demand for additional property types such as restaurant and retail. The report also recommends a phased approach that brings additional property types to market over time so that the available space does not exceed market demand and occupancy level goals can be achieved.

The report further recommends that the National Park Service could choose to market the East and South Barracks as a “one-of-a-kind” attraction with a mix of tenants in a unique historic setting. This strategy most closely resembles alternative B, which proposes special event nights featuring art galleries and music from local musicians. The report also suggests that promoting the barracks as a campus dedicated to a specific use could help sustain demand for an appropriate mix of supporting building uses. This approach resembles the focus of the preferred alternative, which aims to encourage a cluster of offices occupied by public agencies with missions compatible with the NPS mission.

USING “CHOOSING BY ADVANTAGES” TO DEVELOP A PREFERRED ALTERNATIVE

In January 2011, the National Park Service held a workshop to evaluate the draft alternatives and develop an agency-preferred alternative. The preferred alternative represents the mix of uses, management actions, and site planning concepts that the National Park Service believes best supports the mission of the National Park Service, the legislated purpose of Fort Vancouver NHS, and the vision and goals for the *Environmental Assessment*. NPS personnel from Fort Vancouver NHS, the Pacific West Regional Office, the Denver Service Center, and Golden Gate National Recreation Area took part in the workshop, along with representatives from the City of Vancouver and the Fort Vancouver National Trust.

Workshop participants used the “Choosing by Advantages” system of decision making to evaluate the success of the draft alternatives. This evaluation considered a range of information including anticipated environmental impacts, a preliminary assessment of financial viability, and preliminary cost estimates for capital development and ongoing operations. Attendees compared and rated the advantages of each alternative. The following six evaluation factors were used to address key aims of management, which had been set forth earlier in planning for the *Environmental Assessment*’s vision and goals:

- 1) Retention and adaptive reuse of historic structures
- 2) Protection of archeological resources and museum collections
- 3) Preservation of cultural landscape features and patterns
- 4) Promotion of public use, enjoyment, and appreciation
- 5) Efficient operations for the National Park Service and partners
- 6) Environmental sustainability

Participants agreed that draft alternative C ranked the most advantages in the workshop and offered the greatest advantage overall. Therefore, it was used as a basis for developing the preferred alternative. Certain actions from other draft alternatives were also incorporated into the draft alternative C to create the preferred alternative described in this *Environmental Assessment*.

UNDERSTANDING THE ALTERNATIVES

Each alternative is a collection of management strategies, specific actions, and site plan concepts to consider for the East and South Barracks. Each alternative includes approaches to specific topics such as the desired mix of uses for adaptive reuse, potential removal of buildings, treatment of the cultural landscape, interpretation, and visitor experience. Each alternative also specifies which buildings would likely be retained for NPS functions and which would be made available to other parties for adaptive reuse.

Adaptive Reuse of Buildings

In all alternatives and in accordance with approved plans such as the *Fort Vancouver National Historic Site General Management Plan (2003)*, the National Park Service would put historic and nonhistoric barracks buildings in the East and South Barracks to new uses. However, the mix of desired functions and uses for each building or cluster of buildings varies by alternative. These different arrangements of possible land uses helped the planning team anticipate possible effects on visitor experience, resource protection, access and circulation, and other conditions. The results of this process will help guide park managers as they consider future proposals from potential tenants.

In proposing certain mixes of desired uses, the planning team considered the following:

- *Historic and present uses of barracks buildings.* For many years the buildings along the Parade Ground have been used for recruiting and office functions for the U.S. Army, and their interiors have been modified to accommodate these uses. Therefore, locating new offices in place of U.S. Army offices allows a logical, efficient transition that preserves the architectural integrity and character of these grand, historic buildings.
- *Functional suitability.* According to general assumptions about programming and space requirements of particular uses, locations for specific functions are proposed under each alternative based on building sizes, adjacent uses, and conditions. For example, according to a general understanding about the size, nature, and location of facilities that a restaurant may require in order to succeed, the planning team recommended buildings that may adequately accommodate this kind of commercial use.
- *Complementary uses.* The planning team also explored how the location of certain uses and functions can influence the activities that may occur in adjacent areas (specifically Officers' Row and the West Barracks). For example, encouraging the establishment of a daycare operation close to office buildings would enhance the attractiveness of offices, while providing a regular customer base for the daycare operation.

Adaptive Reuse Categories

Proposed uses are represented on the conceptual site plan for each alternative. In order to propose and evaluate locations for land uses, the planning team adapted conventional land use categories into categories of reuse that are applicable to the site. Reuse categories are intended to be general, in order to preserve flexibility in plan implementation. By assigning potential uses to particular buildings, the National Park Service is not officially zoning buildings for particular

uses. **Potential land uses identified under each alternative, including the preferred, are advisory in nature only and should not be construed as limitations on the specific uses that each building may accommodate.** Rather than limiting reuse to uses identified in this *Environmental Assessment*, NPS staff will entertain a variety of requests for the responsible and sensitive reuse of these treasured historic structures. It is also important to note that building occupancy of any Barracks building cannot occur until after the property is officially relinquished to the Secretary of the Interior by the Secretary of the Army.

The following examples of potential uses help illustrate these general categories:

- *Office*: Every alternative proposes that a substantial percentage of space would be used for offices. Office space may be occupied by government agencies, nonprofit organizations, for-profit companies, educational organizations, or other groups.
- *Retail*: This category includes retail shops that are compatible with the historic setting such as bike rentals and bookstores, as well as restaurants such as brew pubs, cafés, or delicatessens. Daycare was also identified as an appropriate activity and would be considered a retail function.
- *Interpretation/Visitor Services*: This category indicates possible uses such as museum spaces, educational exhibit spaces, visitor information, or visitor services.
- *Arts/Events/Community*: Art studios, galleries, musical and theatrical performance space, rental space for events and community purposes, or space for educational activities may occur under this reuse category. Certain buildings, such as 721 and 991, contain spaces that are well suited to hosting public events. Therefore, every action alternative proposes some sort of events function for these buildings.
- *Maintenance/Storage*: This reuse category could refer to uses such as curatorial storage of museum collections, as well as conventional maintenance functions and equipment storage.
- *Residential*: This category denotes general use by the public. It implies the conversion of structures into residential units such as apartments, condominiums, or townhomes.
- *Lodging*: The lodging category encompasses uses such as short-term, overnight accommodations for conferences, training activities, staff, or educational camps.

Buildings may also be reused for a combination of the above general uses. This mixed-use approach is indicated on conceptual site plans and in Table 9. The discussion of reuse also identifies which buildings the National Park Service would designate for NPS functions, which buildings partners would be encouraged to use, and which buildings would be made available for leasing.

The planning process also generated more specific ideas for the adaptive reuse of particular buildings. The alternative matrix records these specific ideas. For example, if retail has been identified as an appropriate use for a certain building, more specific uses such as daycare, cafés, or restaurants may also be described. These suggestions are not meant to place limitations on future reuse but to inform future decision-making by better explaining the overall concept.

This *Environmental Assessment* uses “partner” in the broadest sense of the word. For the purposes of this document, an NPS partner may include legislated VNHR partners, as well as other public agencies, nonprofits, and other organizations with which the National Park Service may work cooperatively to achieve the spirit of this *Environmental Assessment*.

Potential Building Demolition

As the nation's premier historic preservation agency, the National Park Service would approach the potential demolition of structures following prescriptive procedures set out by the *Secretary of the Interior's Standards for the Treatment of Historic Properties*; especially those considered to be contributing to the NRHP significance of the historic district. Both maintaining and demolishing structures incur financial costs and have varying effects on visitor experience. Therefore, before taking any action, NPS staff would carefully consider the architectural integrity of structures, as well as the significance of individual structures on the overall significance to the historic district and the integrity, restoration, and interpretation of the cultural landscape. The physical condition of buildings, the amount of deferred maintenance, and the cost to maintain facilities in a reasonable condition, as well as market conditions in the regional economy that affect the potential for occupancy would also be considered. In all cases, NPS staff would work closely with the Washington DAHP, federally recognized tribes, and other consulting parties regarding demolition. If the demolition of a structure is considered an adverse effect to the historic property associated with the VNHR National Historic District, the National Park Service will consult with the ACHP, and will draft a Programmatic Agreement listing mitigations for this adverse effect with the Washington DAHP and any necessary consulting parties. If any buildings will be demolished, reuse of materials, particularly large dimension timbers, will be given strong consideration. Under each alternative, the rationale for potential demolition of select buildings is briefly summarized.

Access, Circulation, and Parking

Each alternative examines options for access and parking in order to explore various options for circulation. Concept sketches for each alternative illustrate these options. The goal of this effort was to provide overall direction for site planning that can inform, and be further refined, through subsequent design. Major issues considered include:

- location of fort visitor parking;
- how to connect the East Barracks to the rest of park; for example, by extending McClellan Road or other roads along historic alignment;
- whether to retain or remove parking within HBC Cemetery grounds; and
- how to integrate and interpret the HBC cultural landscape into the South Barracks.

Using parking requirements under the City of Vancouver Municipal Code as a guide, the planning team also developed estimates for parking requirements under each alternative, based on differences in building uses. The proposed general locations for parking also vary with each alternative, according to the physical location of certain building uses, as well as proposed cultural landscape restoration and other site improvements.

In order to propose changes to multimodal circulation and parking throughout the East and South Barracks, the National Park Service used the best data and information available at the time of plan writing. However, as funding and building occupancy becomes secured over time, understanding of specific access and parking needs will become clearer, allowing the National Park Service to develop these recommendations in further detail. Outside variables such as the potential construction of the multimodal community connector bridge over Interstate 5 and potential redevelopment of buildings in close proximity to the project area may also affect the viability of specific recommendations contained within this plan. Lastly, archeological discoveries may also require revising certain proposals. Therefore, it is important to understand that

proposed transportation actions are subject to change as further study, design, and construction are pursued.

ALTERNATIVES CONSIDERED

ACTIONS COMMON TO ALL ALTERNATIVES

Adaptive Reuse

Previously approved plans such as the *Cooperative Management Plan for the Historic Reserve (2000)* and the *Fort Vancouver National Historic Site General Management Plan (2003)* established adaptive reuse as the overarching preservation strategy for historic structures. The National Park Service will adhere to these previous plans and pursue reuse as part of a long-term strategy for the preservation and interpretation of resources.

Ownership and Resource Protection

Under all alternatives and consistent with legislation, the National Park Service will assume and retain ownership of all structures and properties within the East and South Barracks. The National Park Service will also maintain the buildings it occupies, as well as the HBC Cemetery grounds. Approaches to managing the rest of the property continue to be explored and are dependent on the nature of tenants (public or private), leasing arrangements, and other factors. However, under no circumstances will ownership be transferred to another entity.

Under all alternatives, the National Park Service will also retain final approving authority for proposed reuse and tenant improvements for all barracks buildings and grounds. In coordination with the Washington DAHP, the Advisory Council on Historic Preservation, and, as appropriate, the City of Vancouver and other partners, the National Park Service will assess the suitability of each proposed reuse for each historic structure. In all cases, preserving the historic integrity of historic structures, archeological sites and resources, and cultural landscapes will serve as the primary criteria for review and consideration.

Accommodating National Park Service Operations

The relinquishment of the East and South Vancouver Barracks presents the National Park Service with an opportunity to accommodate operations that have previously been underserved by space limitations and budget constraints. Therefore, consistent with section 110 of the National Historic Preservation Act of 1966, as amended (16 U.S.C. 470h-2), which requires Executive federal agencies to give preference to historic properties already under agency control rather than acquiring leased space, the National Park Service will relocate certain functions to the East or South Barracks under all alternatives. Those functions would include administration, maintenance, and storage under all alternatives. Park administrative headquarters would likely be relocated to one of the four Parade Ground buildings, and NPS storage and maintenance functions would be relocated to suitable locations in the East or South Barracks. Specific locations of these functions vary by alternative. These proposed actions will increase operational efficiency by increasing the available space for these functions. Upon moving to these new spaces, it is proposed to convert the current administrative headquarters building located at 612 East Reserve Street back into a park housing unit for use of staff and/or visiting researchers, and the current maintenance structure will be used as an interim period clothing storage area. These two buildings are outside of the project area, and the effects of these moves are not analyzed in this document. As with all elements of this *Environmental Assessment*, the National Park Service maintains flexibility with respect to implementation of these proposals.

Visitor Information, Education, and Enjoyment

Currently, the U.S. Army restricts the use of Barracks buildings and grounds; therefore, comparatively few visitors can access this part of the VNHR (Figure 4). All alternatives assume an increased level of access and use. Some degree of interpretation will also be provided under all of the alternatives, consistent with established goals and themes in the *Long-Range Interpretive Plan* (2004) and other guidance on interpretation. According to previous guidance, established interpretive themes will be employed, covering such topics as the HBC, the settlement of the Oregon Country, and the establishment of the U.S. Army Vancouver Barracks.

Sustainable Design and Development

Under all alternatives, and as guided by national laws and policies, as well as by regional NPS directives, the National Park Service will actively pursue opportunities to reduce resource consumption and improve the efficiency of building and landscape systems within the East and South Barracks. The National Park Service will consider techniques such as rainwater collection, renewable energy generation, water and energy conservation, and incentives to encourage healthy activity, public transportation, and waste reduction. All rehabilitation efforts will pursue at least a Silver LEED (Leadership in Energy and Environmental Design) rating, where appropriate. In accordance with Executive Order 13423, new construction and major renovations will also comply with the *Guiding Principles for Federal Leadership in High Performance and Sustainable Buildings* (2006).

Development Character

The alternatives differ in their levels of site improvements; however, as appropriate, site improvements would be consistent with the City of Vancouver's Historic Reserve Conservation



Figure 4. An example of existing boundary fencing in the South Barracks, which limits public access into the property. (National Park Service)

District ordinance. National Park Service staff worked cooperatively with the City of Vancouver in developing this ordinance. Adopted into Vancouver's Municipal Code (VMC 20.640.040), this ordinance established standards to protect the resources and historic character of the VNHR. The ordinance includes recommendations on the character of site furnishings, lighting, plantings and other general improvements. The Historic Reserve Conservation District is intended to establish a seamless environment that provides overall design and development standards while reflecting area and period specific standards within the Conservation District. Some improvements may need to diverge from the ordinance to accommodate delineation and interpretation of the HBC Cemetery and the Fort Vancouver Village, or to avoid adverse effects to landscape features.

Universal Accessibility

To the greatest extent possible, site improvements and building rehabilitation would accommodate all people and abilities without the need for individual adaptation. Once building occupancy is secured, the National Park Service would ensure that requirements for public health, safety, and accessibility are incorporated into subsequent design. For example, improvements such as accessible parking, loading zones, fire access, elevators, ramps, and other modifications would be made in accordance with the *Architectural Barriers Act Accessibility Standards* and the *Accessibility Guidelines for Outdoor Developed Areas of 1966* (42 USC 4151). All character-defining features of historic buildings and landscapes would be preserved to the maximum extent possible.

Hudson's Bay Company Cemetery

Under all alternatives, the National Park Service would assume principal responsibility for maintenance and interpretation of the HBC Cemetery grounds. In doing so, the National Park Service would in all cases adhere to the Native American Graves Protection and Repatriation Act (NAGPRA) and its enabling legislation and all other applicable laws and best practices with respect to historic preservation and government-to-government consultations on American Indian and Native Hawaiian burials and human remains. As the nation's premier preservation agency, the National Park Service is committed to the protection of the HBC Cemetery. To that end, new buildings would not be considered within the boundaries of the HBC Cemetery grounds.

Fort Visitor Parking

In keeping with the *Fort Vancouver National Historic Site General Management Plan (2003)*, all alternatives recommend reducing current visitor parking at HBC Fort Vancouver to only a few accessible spaces and drop-off. As funding allows, primary parking for Fort visitors would be relocated either to the East or South Barracks. The general location of new parking varies by alternative. In place of existing parking, the cultural landscape would be restored, potentially incorporating an expanded HBC Garden and Orchard.

Partnerships

The National Park Service regularly engages VNHR partners and others in one-time and ongoing efforts. Although the East and South Barracks lay entirely within the boundary of Fort Vancouver NHS, National Park Service staff would continue to foster these public and private partnerships, which are critical in the management and improvement of the park. NPS staff would also encourage new partnerships as opportunities arise. For example, under all alternatives the

National Park Service would work with the Clark County Transit Benefit Area Authority (C-TRAN) and the City of Vancouver to explore possibilities for a fuel-efficient shuttle system for transporting visitors to, from, and around the VNHR. Opportunities for shared parking and cooperative property management would also be explored.

ALTERNATIVE A: NO ACTION OR THE EXTENSION OF CURRENT MANAGEMENT PRACTICES INTO THE EAST AND SOUTH BARRACKS

The following actions would be in addition to those described as common to all alternatives. For additional information on all alternatives see Table 8.

Alternative Emphasis

The no action alternative describes the baseline for comparison with other alternatives. The no action alternative assumes the National Park Service would only take those actions to preserve and rehabilitate historic structures and the cultural landscape that have already been identified in approved plans, policies, and legislation. Without the more focused guidance of this *Environmental Assessment*, the National Park Service would take ownership of the East and South Barracks, and manage them according to the *Fort Vancouver National Historic Site General Management Plan (2003)* and relevant policies.

Adaptive Reuse

Previous planning documents do not explicitly lay out a strategy for attracting outside tenants to occupy barracks buildings. Therefore, under alternative A, adaptive reuse would only be addressed initially by relocating certain NPS operations to the East and South Barracks, and by allowing legislated and other partners to do the same (Figure 5). According to the current general management plan, administrative headquarters for Fort Vancouver NHS would likely be relocated to one of the four buildings along the Parade Ground, potentially co-located in building 991 along with offices for the Fort Vancouver National Trust. National Park Service maintenance and storage functions would likely be relocated to one or more buildings in the South Barracks; however, the general management plan does not specify which buildings. Reconstruction of the historic HBC Sale Shop would also be pursued inside the Fort Vancouver stockade in order to house museum collections.

National Park Service staff would entertain requests from outside organizations, agencies, or businesses to adaptively reuse buildings on a case by case basis; however, the National Park Service would not actively seek new tenants. Therefore, the majority of buildings in the East and South Barracks would remain largely unoccupied for some length of time. Regardless of occupancy, the National Park Service would carry out the minimum repairs necessary to preserve the Fort Vancouver NHS and meet Congressional intent.

Cultural Landscape Treatment

Overall

Park staff would pursue limited restoration of the HBC cultural landscape according to the *Fort Vancouver National Historic Site General Management Plan (2003)*.

East Barracks

The military landscape north of East 5th Street would be preserved and interpreted in order to meet Congressional intent; however, no major rehabilitation efforts would be undertaken.

South Barracks

Pending further research, treatment of this area would include reconstructing the historic Summer House and surrounding Gardens north of the HBC fort, which would likely require the demolition of building 409 because it is believed to stand in place of the HBC Summer House. The National Park Service would continue efforts to restore the HBC Orchard. National Park Service staff would also seek to reinstate the historic Maple Allée to screen maintenance functions in the South Barracks.

Development Character

No substantial changes would be made to improve the aesthetic appearance of the streetscape, building exteriors and grounds, overhead wires, signage, plantings, irrigation, or stormwater management. For example, aside from reconstruction of the HBC Summer House, no new building construction is proposed. Overhead wires would not be buried underground, and no new landscaping would be installed.

Construction Activity

Subject to additional decision making and compliance, building 409 would be removed to accommodate reconstruction of the historic HBC Summer House and surrounding Garden. This building would be removed because it is a noncontributing, modern, intrusive structure. As such, it interferes with cultural landscape restoration of the HBC period landscape in this area and would detract from visitor experience.

Construction of new buildings in the East Barracks would not be permitted. Construction of new buildings in the South Barracks would be limited to historic reconstructions such as the historic HBC Summer House.

No other major construction activity or major utility work would occur within project boundaries. Minimal repairs and maintenance for buildings, grounds, and utilities would be performed as needed to meet applicable standards and policies. Rehabilitation will be reviewed and approved on a case by case basis. Current plans include the rehabilitation of the interiors of buildings 404 and 987.

Visitor Use and Experience

Visitor use and experience would be limited under this alternative because very few buildings would be restored and rehabilitated for visitor use. Visitors would only be allowed inside those buildings that have been brought up to applicable building and accessibility codes and standards. Access to the site's grounds would be mostly unrestricted, with the exception of select NPS maintenance and storage areas. Grounds may be used occasionally for walking tours or programs primarily focused on other areas of the park.

Interpretation would be limited to established interpretive themes and established methods such as the park website. No interpretive signs, programming, or visitor facilities would be added.

Access, Circulation, and Parking

No substantial changes would be made to the road network, sidewalks, trails, access to public transit, or wayfinding (Figure 6). In accordance with the *General Management Plan (2003)*, parking for visitors to Fort Vancouver would be relocated to the southeast corner of the East Barracks, near the intersection of East 5th Street and the Park Road. Parking for relocated NPS administrative functions would be provided in the East Barracks, south of the Parade Ground, near the existing lot at the intersection of McClellan and Alvord roads.

Park Operations

This alternative would require increased workloads for buildings and grounds maintenance, over and above what current staffing levels could accommodate. Therefore, the National Park Service seeks additional maintenance staff, as well as a site manager to oversee grounds and building maintenance in the East and South Barracks and respond to inquiries from outside parties interested in leasing building spaces. Maintenance and cultural resource employees would check on all buildings and utilities periodically and make necessary repairs, as well as keep the site clean, safe, and accessible, as required. The National Park Service would thoughtfully consider the various options available to accomplish this work. See Table 7 for a summary of staffing estimates by alternative.

This alternative would seek to defray costs to the government for these services with income generated from tenants who find benefit in locating to this site. The National Park Service would thoughtfully consider the various options available to accomplish this work such as through partnering, contracting out or managing the work in-house based on policy, efficiencies gained and cost. In any case, it is recognized that there are certain functions that are inherently governmental and those positions would have to be filled by NPS employees. At a minimum, NPS personnel would assume day-to-day maintenance responsibilities for those buildings occupied by the agency and also for the area surrounding and including the HBC Cemetery.

ALTERNATIVE B: A VIBRANT, URBAN DISTRICT IN AN HISTORIC SETTING

The following actions would be in addition to those described as common to all alternatives. For additional information on all alternatives see Table 8.

Alternative Emphasis

Similar to Officers' Row and West Barracks, alternative B would focus on creating a lively urban district that complements downtown Vancouver and the surrounding community with a variety of land uses. The National Park Service would promote a mix of offices, businesses, shops, restaurants, art galleries, and residences for the general public, with a heavy emphasis on commercial uses.

Alternative A – No-Action

In Alternative A, the National Park Service would manage the barracks according to previous plans and policies only. Buildings would be minimally maintained to standards and reuse would be accommodated on a case-by-case basis; however, buildings would mostly remain unoccupied and unchanged.

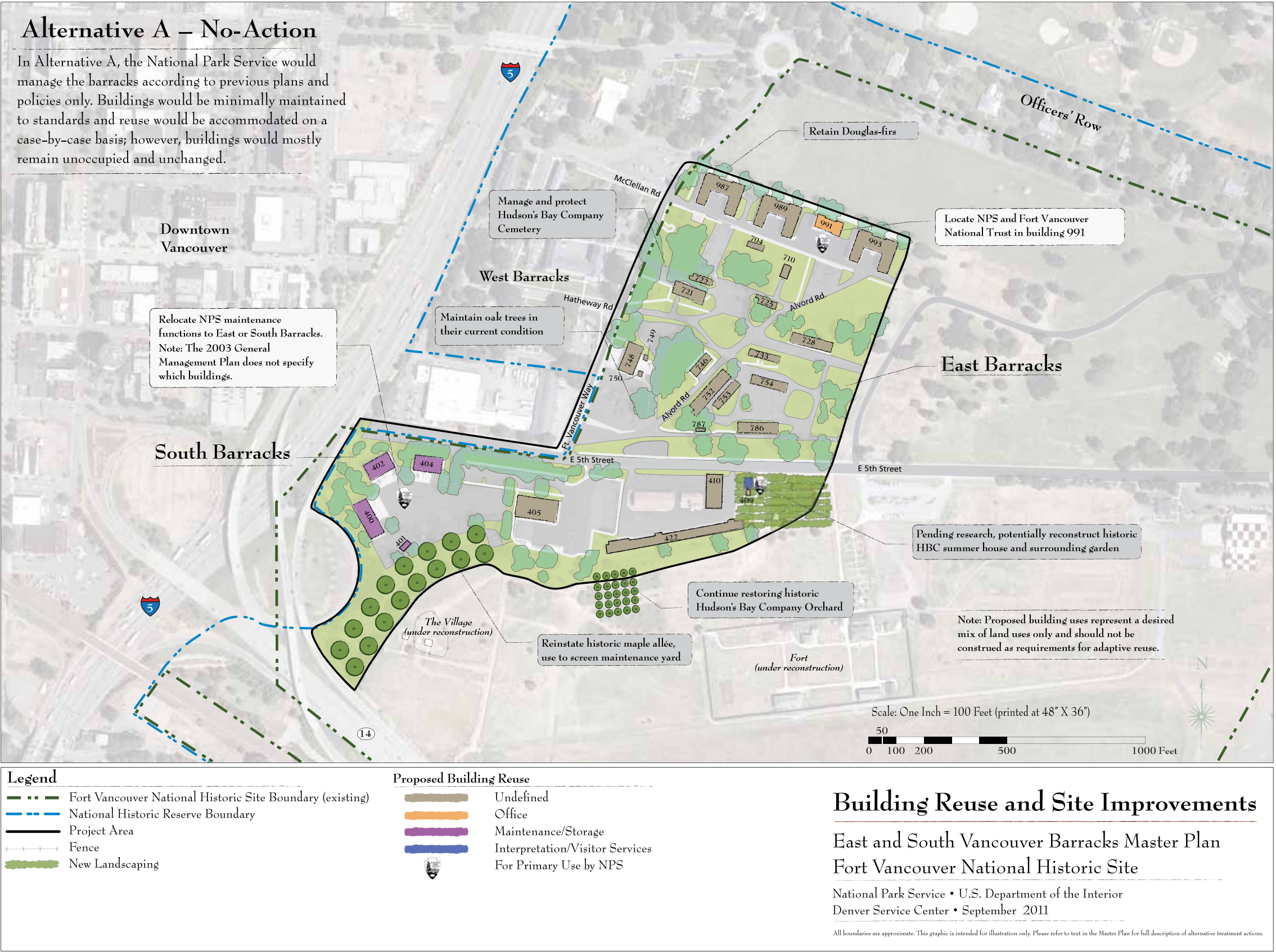
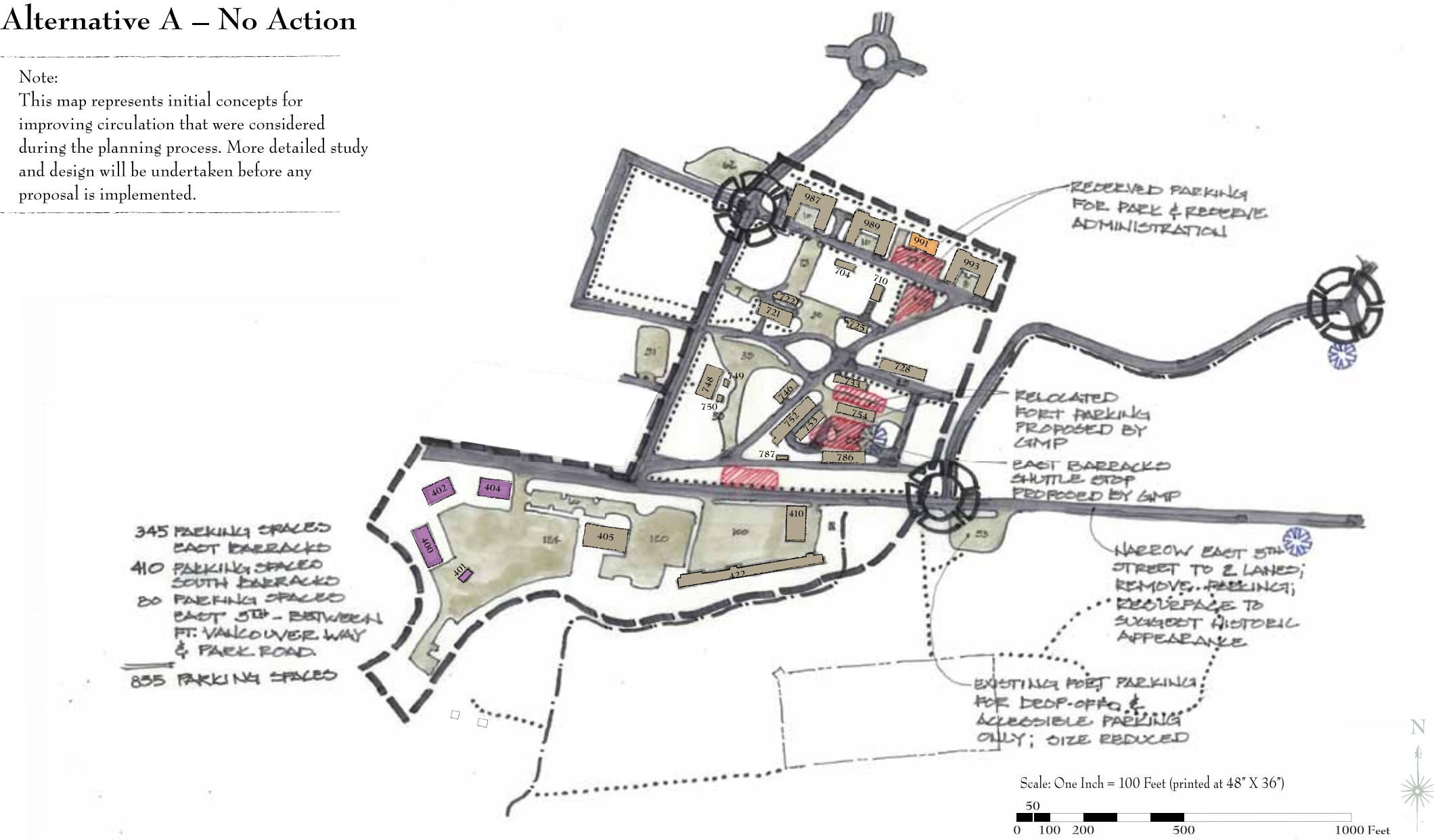


Figure 5. Building reuse and site improvements for alternative A.

Alternative A – No Action

Note:
This map represents initial concepts for improving circulation that were considered during the planning process. More detailed study and design will be undertaken before any proposal is implemented.



Legend

- Fort Vancouver National Historic Site Boundary (existing)
- Existing Sidewalk or Trail for Pedestrians
- Existing Recreational Trail
- Existing Gravel or Paved Surface for Vehicles
- Proposed Shuttle Stop
- Gateway
- Proposed Parking per GMP

Proposed Building Reuse

- Undefined
- Office
- Maintenance/Storage

Transportation, Access and Circulation

East and South Vancouver Barracks Master Plan
Fort Vancouver National Historic Site

National Park Service • U.S. Department of the Interior
Denver Service Center • September 2011

All boundaries are approximate. This graphic is intended for illustration only. Please refer to text in the Master Plan for full description of alternative treatment actions.

Figure 6. Transportation, access and parking recommendations for alternative A.

Adaptive Reuse

For Use by National Park Service and Partners

Along with NPS costume storage and other administrative NPS uses, the headquarters for Fort Vancouver NHS would be relocated to building 993 along the Parade Ground (Figure 7). The National Park Service has a volunteer program with over 600 volunteers and staff, many of whom periodically wear over 4,000 costume items portraying fur traders, U.S. soldiers, and other historical characters. This building would provide a central place for these and other critical NPS functions in a location that overlooks the Parade Ground and the Fort in the distance. It has adequate space to accommodate administrative functions for Fort Vancouver NHS and other NPS offices. Building 993 also demonstrates the highest degree of historic integrity, which presents an opportunity to interpret military history.

Building 402 in the South Barracks would become the primary NPS maintenance facility, and building 401 would be retained for associated NPS maintenance use and storage.

Building 405 would be rehabilitated as a regional museum management facility, in which collections from the National Park Service and other partners throughout the Pacific Northwest would be appropriately housed and exhibited for the public. This public museum would become a visitor venue, with indoor and outdoor spaces for education programming and attractive exhibition spaces for important archeological and museum resources. It is expected that exhibits would minimally interpret the Fort Vancouver Village, and the U.S. Quartermaster's Depot, displaying artifacts and information gleaned from current and past Washington State Department of Transportation (WSDOT) highway projects. Other exhibits pertinent to the American Indian, fur trade, and U.S. Army use of the region would also be developed.

Building 991 may be used by the Fort Vancouver National Trust, other partners, or other organizations for special events.

Building 404 could be used for maintenance or storage by the Fort Vancouver National Trust or other partners.

For Use by Other Tenants

All buildings not reserved for National Park Service or partner use would be made available to other parties for adaptive reuse. Under this alternative, the National Park Service would encourage the adaptive reuse of additional buildings for new commercial purposes such as offices, businesses, shops, restaurants, and art galleries. Unlike all other alternatives, alternative B also includes residential uses for the general public, such as multifamily residences similar to those available on Officers' Row and the West Barracks. Buildings 746 and 786 were identified as potentially suitable for this purpose under this alternative. Residential use would help generate demand to sustain the heavy retail activity reflected in this alternative.

Cultural Landscape Treatment

Overall

While preserving contributing landscape resources, the overall cultural landscape would be rehabilitated to support new and expanded uses. Major objectives of landscape rehabilitation would include enhancing access, improving vehicular and pedestrian circulation, and maximizing aesthetic appeal (Figure 8). Similar to the landscaping of Officers' Row and the West Barracks, the National Park Service would install lush ornamental landscaping and a variety of inviting outdoor

gathering areas. The historic scene would be interpreted through new or updated interpretive signs, as needed.

East Barracks

The military landscape north of East 5th Street would be preserved, rehabilitated and interpreted as appropriate. These improvements would be undertaken to only minimally restore or interpret the military cultural landscape.

In response to recent documentary and archeological discoveries, the National Park Service would seek to adjust park boundaries to include the western side of Fort Vancouver Way so that the National Park Service would own and be responsible for all HBC Cemetery grounds.

Where feasible, restoration of the Oregon white oak Woodland Priority Habitat would be in accordance with recommendations from Washington Department of Fish and Wildlife. Under this alternative, the row of Douglas-firs along the southern edge of the Parade Ground, which are noncontributing landscape features, would be maintained and replaced as necessary.

Throughout the East and South Barracks, the plant palette would emphasize water-wise, historic species dating to late military historic periods, as well as some compatible native plant species where appropriate.

South Barracks

Similar to alternative A, park staff would pursue limited restoration of the HBC cultural landscape according to the *Fort Vancouver National Historic Site General Management Plan 2003*. However, the historic HBC Summer House, surrounding Gardens and Sale Shop would not be reconstructed under this alternative. Instead, cultural landscape treatments would involve continued efforts to restore the HBC Orchard, as well as new actions to restore the historic Maple Allée and to screen maintenance functions in the South Barracks from the reconstructed HBC Village. Under alternative B, an interpretive trail would be added through the historic Maple Allée in order to improve visitor experience, linking together visitors from the Discovery Trail, the historic Fort, and the rehabilitated building 405.

Development Character

A greater number of newly designed site features would be installed under this alternative, such as shuttle stops, crosswalks, plazas, lighting, benches, street trees, picnic facilities, bike racks, and other site furnishings. These improvements would be installed in accordance with handicap accessibility standards and designed to be compatible with the cultural landscape. East Barracks buildings would be repainted, employing the same paint scheme used at Officers' Row and the West Barracks. Lush ornamental plantings would also be most abundant under alternative B in order to enhance the visual appearance of the site. Temporary and non-historic changes to buildings made by the U.S. Army would likely be reversed under this alternative in order to improve visual appeal.

The National Park Service would implement the preferred alternative in the *Schematic Design Report for Fort Vancouver National Historic Site East and South Barracks Utility Upgrades*. This upgrade would involve replacing existing utility lines with an underground system.

Construction Activity

Subject to additional compliance, two contributing historic structures (buildings 749 and 750) and three noncontributing structures (buildings 409, 710, and 787) would be removed. All structures subject to removal under this alternative are in poor condition according to

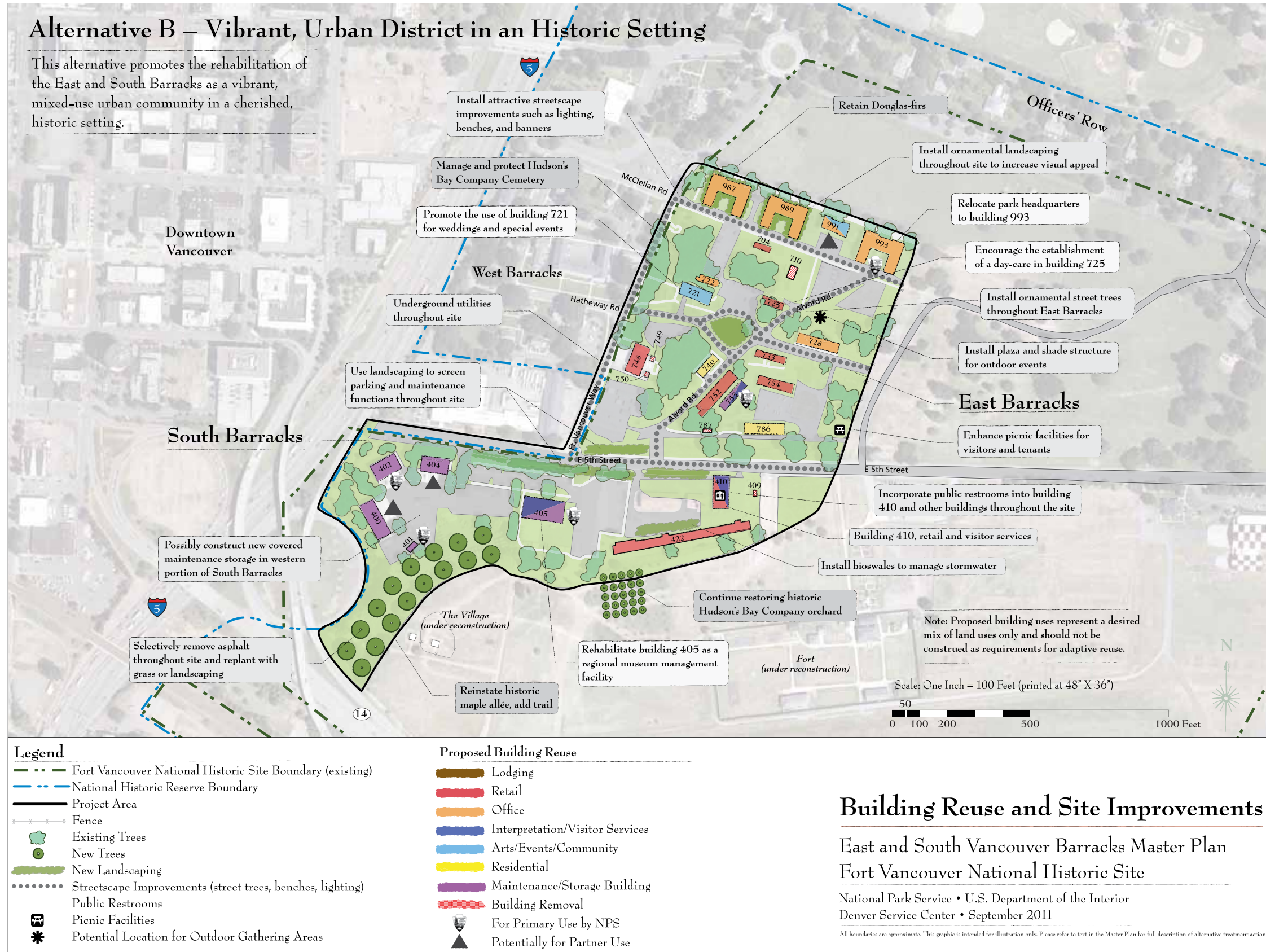


Figure 7. Building reuse and site improvements for alternative B.

Alternative B – A Vibrant, Urban District in an Historic Setting

Note:
This map represents initial concepts for improving circulation that were considered during the planning process. More detailed study and design will be undertaken before any proposal is implemented.

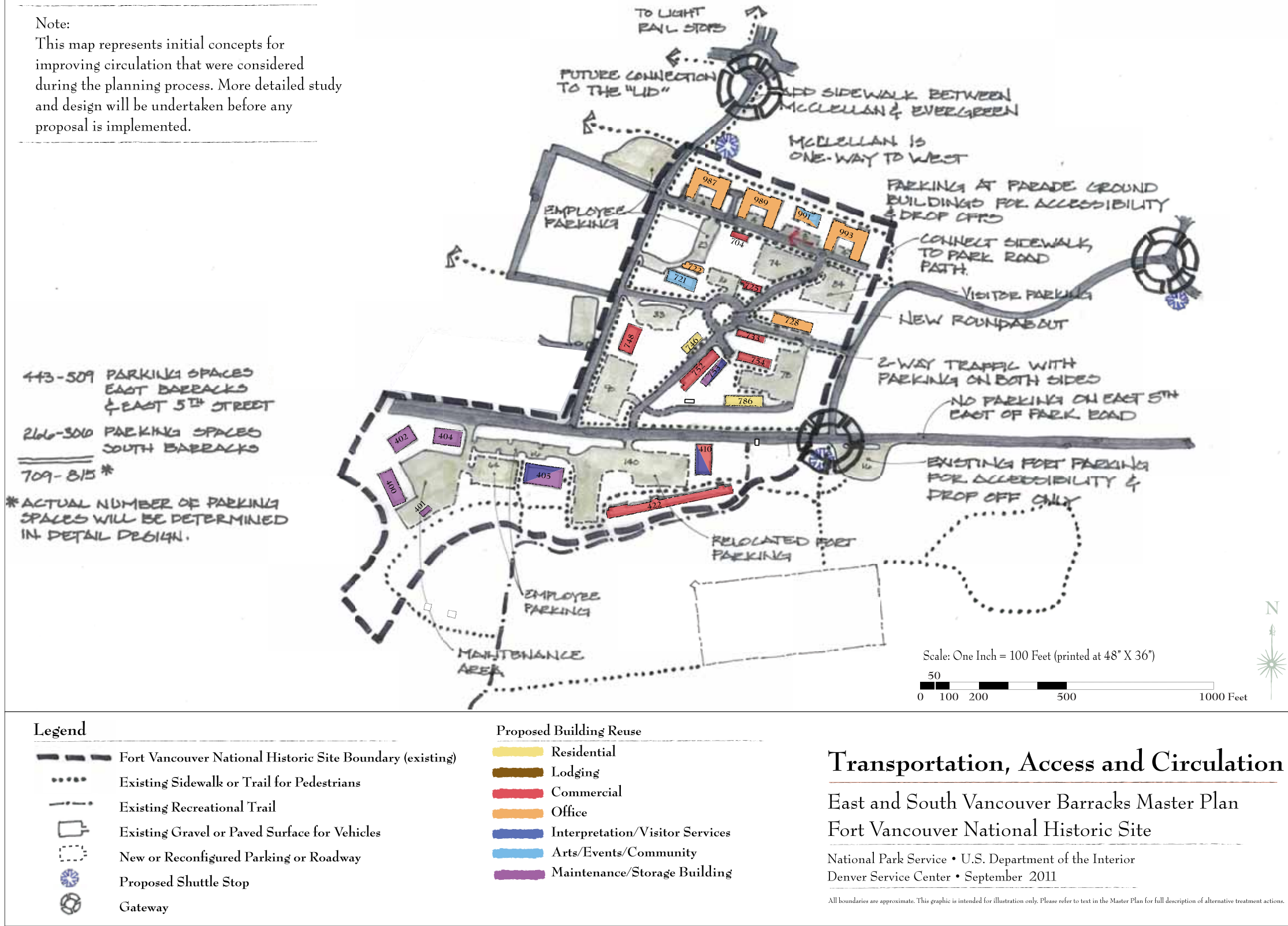


Figure 8. Transportation, access and parking recommendations for alternative B.

the *Conditions Assessment for Fort Vancouver National Historic Site*. Further, the historical structures are quite small and their removal would likely pose only limited effects to the historic setting. They are also unlikely to be reusable. Removal of non-contributing buildings would likely have a positive effect on the historic landscape.

New development would be limited and proposed only if it is essential to public use, enjoyment, and understanding. For example, construction of new buildings in the South Barracks could be limited to covered storage for NPS maintenance functions in the western portion of the South Barracks.

The National Park Service would also proactively improve building envelopes of remaining buildings to maximize resource efficiency, as feasible.

Visitor Use and Experience

Public access would be enhanced in alternative B as a number of buildings would be rehabilitated for occupancy and visitor use. The National Park Service would provide interpretation primarily through non-personal services such as self-guiding walking tours, personal media, and modest interpretive exhibits within foyers. The installation of some new interpretive waysides focusing on site history may be appropriate.

The rehabilitation of building 405 as a regional museum management facility would provide the public with increased opportunities to appreciate and learn about the region's archeological resources (Figure 9). As a visitor venue for the public, this building would accommodate interpretation and educational programming and engaging exhibition spaces for important archeological and museum resources. In a key location, the building and its surrounding grounds would connect visitors traveling between the Fort, the Discovery Trail, and the reconstructed HBC Village.



Figure 9. In alternatives B, C, and D, Building 405 will be rehabilitated into a regional museum management facility. (National Park Service)

Special events would also be accommodated and encouraged in suitable buildings and select locations throughout the site. Examples would include private weddings, art events, and public receptions. The National Park Service would also promote retail use of building 410 in order to serve visitors to the Discovery Trail and Fort Vancouver (Figure 10). Public restrooms would be made available in key buildings throughout the site.

Access, Circulation, and Parking

Throughout the project area, roads, parking, and circulation would be redesigned to accommodate new uses (Figure 11). The National Park Service would use pervious paving surfaces to improve stormwater management where feasible. Fleet parking for NPS staff and select tenants would be provided in the western portion of the South Barracks. A limited number of additional small surface parking lots may be constructed north of East 5th Street, close to commercial destinations so that visitors may park close by. For example, the Mobile Army Surgical Hospital (MASH) site would accommodate parking, to allow the opportunity to use building 748 for a busy retail function, such as a restaurant. Parking for tour buses, recreational vehicles, and trailers would be accommodated in the new Fort visitor parking lot, located east of building 405 in the South Barracks. No substantial changes would be made to existing parking associated with the HBC Cemetery grounds.

Internal roads would selectively be redesigned to improve circulation, safety, drainage, and appearance. For example, Hatheway Road would be extended along a historic alignment to intersect Park Road, in order to connect the East Barracks with the rest of the park. Analysis indicates that the current intersection with Alvord Road and Fort Vancouver Way is likely to be dangerous with increased traffic. Therefore, Alvord Road would be realigned at the southern end to meet East 5th Street to improve safety at the intersection and align with new parking for Fort Vancouver. Redesign of the intersection between Hatheway and Alvord roads would be addressed by way of a new roundabout or other suitable traffic calming device consistent with the historic landscape.

Sidewalks would be repaired and extended, providing links with existing and proposed trail networks in the immediate surroundings. For example, a new sidewalk along Hatheway Road would connect to a pedestrian overpass that is currently planned to extend over Interstate 5. A new trail would be added through the reconstructed historic Maple Allée. Physical gateways and connections between the barracks, the city of Vancouver and the rest of the VNHR would help revitalize the urban interface, invite more activity on the site, and improve wayfinding.

Park Operations

The National Park Service would increase staffing levels to accommodate expanded operations and higher volumes of visitors. For example, this alternative would require a business specialist due to the additional leasing and concessions workload that comes with a heavy emphasis on commercial uses. This alternative also requires staffing for NPS curatorial functions in building 405. Additional positions may include staff for maintenance, archeology, facility services, park safety, and law enforcement. In particular, new maintenance and cultural resource employees would be required to assure proper management and maintenance of buildings and grounds. See Table 5 for a summary of staffing estimates by alternative.

As in alternative A, NPS staff would seek to defray costs to the government with income generated through lease agreements from tenants and would consider the various options available to accomplish this work.