

GIG HARBOR SPECIAL CITY COUNCIL MEETING OF June 5, 2006

PRESENT: Councilmembers Ekberg, Young, Franich, Conan, Dick, Payne and Mayor Hunter.

CALL TO ORDER: 2:03 p.m.

PLEDGE OF ALLEGIANCE:

AGENDA:

Eddon Boat Park – Historic Structures Report Update

Due to the content, much of this transcription is verbatim.

Lita Dawn Stanton provided an overview of the Historic Structures Report on the Eddon Boat Property. She described that in April 2006, City Council approved a contract with Gerald Eysaman of Eysaman and Company to perform a Historic Structures Report on the Eddon Boat property. Ms. Stanton stated that the Historic Structures Report is the first step to finalizing a comprehensive plan to make the structure safe, publicly accessible and to fulfill the Heritage programming piece of the 2004 Park Acquisition Bond. She further explained that last week after a meeting on site with Gerald Eysaman and Michael Sullivan of Artifacts Consulting, it became clear that there were a number of unanswered questions that could effect not only the eventual upgrades to the site itself but more importantly its current and future funding power.

Michael Sullivan provided a brief description of a Historic Structures Report and stated that the report is designed specifically for buildings that are listed on the National Register or eligible for designation as Historic Properties. He explained that the primary function is to guide stewardship, upgrading, repairs and in some cases, additions and modifications to historic buildings. He further explained that the report primarily identifies key character defining features such as the fabric in a historic building and in some cases will even steer modifications and changes towards areas that are not high in historic importance when modifying or upgrading. He stated that it is a somewhat specialized document and in the case of Eddon Boat property, a prudent step to take given that a very likely source of funding for the rehabilitation work planned is a state Heritage Grant which is a funding source provided by the state of Washington that is specific to historic heritage buildings. He further explained that especially for the larger grants a Historic Structures Report is typically required as either a condition for funding or required out of the funding as a tool in planning the work that is being paid for by the Heritage Grants.

Mr. Eysaman discussed that the city's Historic Structures Report is considered a two-pronged approach. He explained that the first phase consisted of information gathering, which includes analyzing the building to see what the resource is as well as the character and condition of the resource. The second phase, which was the reason for this meeting was how best to move forward with the Eddon Boat property

with what's there, the condition of the buildings, what people want to do with it, and how to best achieve this. He further explained that the large boat building has both pros and cons. He explained that the research work for the Historic Structures Report has so far looked only at the boat building, which is a light frame wooden structure and considered a fairly low key wooden building. Mr. Eysaman related that he had already met with Building Official/Fire Marshal Dick Bower to discuss how to achieve some of the proposed other uses with mixing and blending them into the building. He stated that it was then that they moved with the idea of finding other opportunities for the services, i.e. public restrooms and assembly requirements. He explained that it would be costly to try to achieve these services in the boat building and suggested the possibility of shifting the need for these services into the brick house and maybe utilize some of the funding that would have gone into the boat building into restoring the brick house. He said that what the city would end up with is a boat building maintaining more of its historic character and integrity while still providing the services and realizing the funding for both.

Mr. Sullivan then spoke about adding some specific action recommendations beyond the objective content of the Historic Structures Report that is a type of documentary information about the building at the city's request recognizing that work was going to be planned for the building, and maybe point to some scope issues that might be funded out of the Heritage Grant funding, should this funding come through.

Mr. Sullivan explained that as a first step in doing the Historic Structures Report was to identify what is historic on the site from a historic preservation stand point. He said that the city will need to balance their recommendations against an assortment of other concerns, such as social and financial to name a few.

Mr. Sullivan further explained that the boat building is eligible for listing on the National Register of Historic Properties, but in doing the nomination and looking at a scan of the property, the dock and the brick house are also eligible. He recommended that all structures should be eligible for the national register of historic places as a grouping. The house and the boat building are contemporary, as they were built at the same time and represent a narrative of an activity that took place on the waterfront of a family-owned small boatyard. This is considered the core "story" and the historic significance of the site. The site and the story are more complete by keeping the brick house. Mr. Sullivan explained that looking at Heritage Funding and looking at a funding source to do work on the boatyard, that funding source is somewhat dependent upon a preservation ethic based on following the Secretary of Interior's standards for rehabilitation. He stated that there may be other sources of funding, but in terms of guiding the city as to what is historic, it is important to look at what are the factors that the city needs to be aware of in terms of using that funding source. The reality is that money going in to any or all of the buildings for rehabilitation, upgrade, improvement, modernizing, creating, putting in restrooms are perfectly acceptable for this source of funding. The demolition and removal of portions of the "grouping" with those funds will not be permitted. As you begin to

take away from this historic group, the city may very likely diminish the eligibility and the appeal of the granting agency that will be funding this project. The scope of work for the grant request does not specifically talk about the house in any way and there is no reason that these funds cannot be used for the dock or the house as well. He further explained, for those that live in the Tacoma-Gig Harbor immediate area, seeing a house down by the waterfront with a dock and a boathouse right next to it is not particularly remarkable and especially today where it has only been there 60-70 years. It doesn't seem particularly old or important. He said that they did a quick scan of the National Register sites on the west coast that relate to this and they found that there is nothing else of this significance anywhere on the National Register on the west coast. He added that the city has the potential for a historic complex and a historical narrative to be told here that is simply unmatched. He said that if we consider Gig Harbor and what has gone on here, there are not very many protected inland harbors like this that are purely for fishing to begin with – even in San Francisco there aren't any complexes like this family-owned at this scale left. Mr. Sullivan expressed that to he and Mr. Eysaman, it was highly important that the unique value of this property was not overlooked.

Mr. Sullivan said their recommendation was that the city retain the building's current waterfront dependent use, program and marine industrial functions in their current configuration. He further recommended that wherever possible, continue the historic uses of specific spaces such as open marine railroad bays, shop and machine areas, lofting and retail storefront on the upper level. He stressed that this is its true character, and as long as it continues to function as a working boatyard, it tells this story articulately in all of its spaces. He stated that there are no superfluous spaces in it – it is a very functional straightforward building. He said that he hoped that the city can keep as much of this property in place as possible. He added that they feel that the open timber framing on the inside is something that is part of the story with the surface mounted building systems, all of the conduit and electrical wiring and stated that they didn't even notch the framing. He described the building with siding on the outside of framing with building systems and electrical conduit running right along the outside where it can be easily moved around. He said that if the city were upgrading the building, changing the use in the building, triggering upgrades in building code, a lot of the character will be lost and the city will end up converting it when other uses are added to the building. The code modifications that will be required will change the way the building reads to visitors and others in terms of what it is about and how it looks as a historic place.

He further stated that if in the program for improvements on the park space and around the boatyard, it is their recommendation to locate public access and visitor accommodations in a design that does not change the building type from a building code and life safety standpoint. He said that one of their observations and recommendations to the city is to look at trying not to modify the boat building to the point that changes the use type from a building code standpoint. If uses are put in the building like assembly space, kitchens, and restrooms, this will lead to significant modifications to the character of code changes to the building. One of the quickly

overlooked things about this building is that in the years shortly after the Second World War, when the plywood association challenged boat designers to come up with a pleasure sailboat made out of plywood, of which there was no mass produced plywood in the country at that time or the world for that matter, Hoppen and Seaborne came together and designed the Thunderbird. There were thousands of Thunderbirds built. Thunderbird Hull No. 1 is still here and feels that it should be in the boat building where it was born. He said that there are no small vessels of this type that are currently listed on the Historic Register.

Mr. Sullivan rhetorically asked how do we deal with public improvements, restrooms, public assembly and storage place? They believe that the most practical way is to keep the buildings together. The large building will trigger an expensive code improvement package. Keeping the restrooms in the brick house is much better suited to dealing with public bathrooms and from a code standpoint could accommodate a small assembly area as well as bathrooms and not have a large package of code improvements to be able to get this use in the building. Without getting down to real specific brass tacks, Mr. Sullivan explained that they feel fairly confident in terms of a total package, it would be significantly less costly to renovate the small house, the boat yard and the dock, locate the bathrooms in the residential brick house and upgrade what structural repairs need to be made to the boat house and keep it as an industrial marine building, light framed and not change the use. This entire cost would be significantly less than the cost of locating bathrooms, public assembly in the historic boat yard building. The cost in terms of modification to a historic building, in terms of changing the boat building and having to meet the Secretary of Interior's standards would also be greatly reduced. He further stated that he had a brief conversation with Garry Schalliol, who manages the Heritage Grant Program. Mr. Sullivan stated that his firm was under contract with the State Historical Society to review projects that were completed under this grant and stated that he knew quite a bit about the way that this program works. He said that Mr. Schalliol doesn't feel that there would be a problem if the city ended up identifying a complex of buildings at the Eddon Boat Property and spreading the grant over all the historic buildings in this complex.

Councilmember Ekberg asked if Mr. Sullivan if he was aware of the proposal that has been put forward for the boat building for housing a non profit boat facility. Mr. Ekberg asked for clarification on what was foreseen for the "assembly". Mr. Sullivan responded and clarified that "assembly" from a building code standpoint, is defined as a place where a group of people can come visit the site and can all be assembled in one place. He added that this was at least a discussed potential use for the lofting area on the upper story of the boat house building. Mr. Eysaman added that there was discussion about the potential of public programs upstairs, where groups might come in and have a small program presented to them. This could be a problem if the upper floor is no longer F-1 associated with downstairs and it becomes an A-3 occupancy, which needs a 3-hour fire separation. Councilmember Ekberg clarified that the consultants would not recommend the upper floor being used an assembly location.

Mr. Eysaman explained that maybe at this time, trying to put in bathrooms and those kinds of things is not within the scope of what the city is trying to accomplish with the Heritage Grant. He recommended to not take the brick house down until after a permanent solution is developed for the restrooms and facilities. He further recommended that if the brick house is demolished, then another building should be built for the restroom accommodations and assembly location. He said that when this was first presented to them, the brick house was going to be demolished and replaced with a one-story toilet facility/public building on the brick house site. He said that they are also working with the Shoreline Management Board for a project on the Foss Waterway. He said from his experience it would be very difficult to rebuild on this site right away. He encouraged the city to make sure that the shoreline permits and the building code issues are resolved before the brick building is taken down. He also mentioned that there was concern about the obstruction of the view from the property owners across the street, but explained that the views would be affected by a one-story building near the roadway much more than they are by a one and one-half story that is at the bottom of the hill.

Councilmember Franich asked staff for input on what would be rebuilt and where. John Vodopich explained that as previously discussed, the more relevant issue is the recently passed Critical Areas Ordinance and the likelihood of a Category 2 Estuarine Wetland in front of the house due to the hydrophetic vegetation. Mr. Vodopich said that he was not aware of anything in the city's Shoreline Master Program that would preclude the rebuilding of houses or a restroom down on the shoreline. If it is a Category 2 wetland, there are several options available under the new Critical Areas Ordinance and stated that he was not advocating any one of the following options: a variance provision for wetland buffers, a reasonable use exception section, an outright exemption section, but until we have a wetland biologist put together a wetland mitigation plan, he stated that it is premature to even speculate what could be built within the wetland buffer. The Shoreline Management Master Program is 20+ years old and asserted that the wetland buffer in his opinion is the larger concern.

Councilmember Franich asked what the next steps are. Mr. Vodopich replied that Council would need to retain outside consultant services assistance of a wetland biologist to perform a Wetland Delineation on site and propose a mitigation plan consistent with the city's recently adopted Critical Areas regulations. Councilmember Franich responded that he believed the Council set a direction for allowing Guy Hoppen to move forward and bring back a business proposal for the main structure which is the boat building. He further asked if the city would allow potential funding power to influence the creation of a park that would be the best park for the citizens. He said that this would be something that Council will need to discuss further.

Councilmember Dick asked what kind of matches of local funds are required from the Heritage Grant Program. Mr. Sullivan responded that the match for the Heritage Grant is 2:1 match requirement but half of this could be in kind which means that city

staff could be utilized. (The city puts in \$2 for every dollar of grant funding). This year's funding pool is 10M and acquisition costs can be counted as the city's match. He thought the chances were very good for qualified grant applications and added that this funding source only comes available every two years. He added that the chair people from the Heritage Caucus are Senator Jim Honeyford from eastern Washington and Representative Pat Lantz.

Councilmember Ekberg asked if it was known how much it would cost to retrofit the building for continued use as a boat yard. Mr. Eysaman said that if there was not a change of use and the city didn't trigger a big package of code improvements, that doing things like the needed structural work, some seismic reinforcing, probably sprinklers, the rough estimate would be approximately be upwards of \$500,000. The bathrooms would approximately cost \$250,000 to upgrade to public standards.

Councilmember Ekberg asked if there were other sources for funding. Mr. Eysaman said he was sure that there were, i.e. Outdoor Recreation Commission for Parks, but he was most familiar with the historical heritage funding sources.

Councilmember Ekberg asked if the grant application has already been submitted to the state and if it is tied to the specific boat building, house and dock. Mr. Eysaman said that the brick house was not included. Lita Dawn Stanton confirmed that the house had not been included. Mr. Sullivan stated that his thought was that the grant funding could also be used for the improvements to the brick house for public facilities, which he added seemed to be a logical step.

Councilmember Young thanked Messrs. Sullivan and Eysaman for presenting this information. He asked the staff what the rush was to have this special meeting and wanted to know if Council needed to make a decision today. Lita Dawn stated that it was her understanding the Heritage Grant was going to be under review in July and was interested in the city's stand on the site in light of the city applying for the grant only to tear down half the project. Councilmember Ekberg stated that he thought the grant did not include the brick house. Ms. Stanton confirmed that this was true, and Mr. Eysaman added that as the research recently developed, it exposed the family operation and complex with these pieces together. Councilmember Young thanked the consultants for this information because he said that up until now, he had been looking at the structure, not the "story." He said that the part that he was having difficulty with was the public process that hadn't involved the Council to date except for the demolition and stated that he couldn't figure out why we are bypassing this particularly in an emergency meeting. Mark Hoppen stated that it was his understanding that the consultants wanted to make a timely presentation before they issued the Historic Structures Report and to make the Council aware of two points: The first is that the entire site, the layout of the site, the house, the shop, the ways and dock could be eligible to be placed on the National Historic Register. The second point is this opportunity is unique to the west coast, which could have economic consequences. Councilmember Young asked what is the reason that it couldn't have been presented at a normal council meeting when the rest of the

public could have attended. The consultant said that there were rumors that the house was in risk of being demolished. Councilmember Young expressed his irritation with staff because there has been no information brought to Council to tear it down. It further stated that it is so unusual to call an emergency meeting and stated that he thought that there should be some cause, some action that needed to be taken in a timely fashion.

Councilmember Dick asked if the grant application needed to be changed before they consider this and further asked is this the immediacy for this meeting. Mr. Eysaman responded and said that the grant application is in a draft version at this point and wanted to make sure that the Historic Structures Report didn't contain information that was in conflict with the grant application. Mr. Eysaman said that there was still time to change the grant application to include the house.

Councilmember Franich said that if in fact the Historic Structures Report is factual, then why should the Council have any influence of what goes into the report. Mr. Eysaman responded that while this is true, there is no need to make recommendations if there is no interest on the executive level to follow through. The core content of the Historic Structures Report will not change, however in this case, the consultants were asked to look at some recommendations and give some specific guidance that could clarify for the Heritage Grant process what the city's direction is. He further stated that this meeting was not about the Historic Structures Report core documentation so much, but more about the recommendations that they would publish inside it. He further added that the purpose of the meeting was also to develop some draft recommendations and let Council have a chance to review and comment.

Councilmember Franich stated that several meetings ago, Council made a decision on the future of the boat building structure if Guy Hoppen's business plan is approved.

Lita Dawn Stanton said that the city still needs to wrestle with the idea of where the services and bathroom are going to be and ultimately with or without Guy Hoppen in the boat building, how is the city going to accommodate public facilities. She further stated why waste any time making recommendations that reduce the cost of the boat building to upgrade if you have an option of using the brick house. Councilmember Franich said that nobody better than she knew that the Eddon Boat property was brought before the public with the house down and no bathrooms. He said that he is not against bathrooms on the site, but was concerned with how the process was going. Ms. Stanton said that as this investigation unfolded in the last week with Messrs. Sullivan and Eysaman, she felt it was not her position to advise them on Council's behalf. She further explained that if it was the city's intent to get the boat building going in the next year or two, especially in light of the potential grant funding, she asked Council what direction did they want to go.

Mayor Hunter stated that very recently, we have discovered that we have something special. He explained that we started out with the idea that we were going to save the historic Eddon Boat Yard. It turns out that now the boat yard includes the house and the dock and said that this is a revelation that has come about in the last few weeks where there has been a lot of pressure to tear down the brick house. He added that he didn't feel badly about asking Council to come together for this meeting because Council is getting a chance to listen to this presentation and be able to make a better decision whether to go forward and try to save it all or demolish the house.

Councilmember Ekberg said that while he appreciates the information, he agrees with Councilmember Young that it is too bad that a special meeting was called at 2:00 p.m., when most of the citizens are at work. He further added that he thought that the Council was at a disadvantage because the Mayor's ad hoc committee has been meeting on this for quite some time, there has been a lot of citizen involvement during the process and it hasn't all been brought to the Council other than the demolition of the two buildings and the plan for the boat house. He further stated that all of the activities that have gone on have not been forwarded. He said that at the last meeting on the park design there was a focus on the fact that the house did not need to continue on in the park design but there was no anticipation of tearing it down until all of the issues as to whether something could be rebuilt on the site were decided. He added that he didn't think that the wrecking ball was running the street anytime soon to take the house down. He summarized that what he felt was presented today is the city can go ahead with the grant for the boat house and good luck or we can go add the brick house to the grant and package it as a whole complex and have better luck. He further stated that at some point, the Council will have to take this information and get back to staff, because a decision will not be made at this meeting.

Councilmember Young said this information first should have been taken to the ad hoc committee for their recommendation, and then present their recommendation to Council for a decision.

Mr. Eysaman stated that at the preservation effort around the boat yard was about the boat building and what they tried to bring forward is the boat building is great, it is remarkable and unique to the area, but it is not "big time" unique to everything. He explained that when you add a family component to a boat building facility right out the back door of where you go to work everyday, with its location right on the water, in town, these kinds of narrative complexes have disappeared which makes this property so remarkable. It is the family element, almost more than the boathouse that makes it so remarkable. He said that he teaches Northwest history at the University of Washington in Tacoma and Ed Hoppen's name is going to be an extremely important name in the Pacific Northwest history due to what was accomplished at the property and what he and others did with the design of the Thunderbird boat, similarly to Ben Seaborne, Ed Hoppen will be one of the historic names streets and schools will be named after.

Councilmember Payne said that it was his understanding that the project that Guy Hoppen has presented would include some public viewing or access into the boat building itself so that the public could witness boat building on the lower level or in the industrial areas and presumed that the ADA accessibility would be an issue. He asked would this have any impact on the use of the building. Mr. Eysaman acknowledged that Councilmember Payne was correct in his presumption and explained that they worked up some possibilities to introduce a limited amount of access for non working participants in the industrial areas inside the building that can be worked out. Other boat building facilities and glass blowing facilities have mechanisms for allowing this to happen. Mr. Sullivan added that the limited accessibility would not mean limited to access but limited in regards to numbers of people who can gather in one space at one time and gave the example of a bus load of forty students; the limitation would be that the students would need to be broken down into maybe groups of ten at a time. Councilmember Payne said that if the city is going to allow this kind of public access, then he presumed that there would be code requirements for restrooms facilities and assembly. Mr. Sullivan explained that the assembly and the bathrooms are the ones that they would like to see shifted down to the brick house. Mr. Eysaman stated that those uses aren't going to be put in the boat building and as a designated historic property the building codes allow some non complying elements. He gave the example that as a historic structure, akin to a classic church or the rotunda in the state capitol building; there is no ADA access to the rotunda. The access question alone does not trigger required upgrades to the building, however if there are restrooms installed or assembly or change of use in the building, then there is a whole set of seismic, building systems upgrades, life safety, exiting and related code issues. Councilmember Payne asked that if the building is used strictly as a boat building facility with some limited public access, are there code requirements for restroom facilities. The consultants agreed that a restroom would need to be in a close proximity to the building, and believed that the brick house would serve this requirement.

Councilmember Payne then asked if the restrooms and assembly area are located inside the brick house, does this jeopardize the historic value of the house. Mr. Eysaman explained that in complying with Secretary of Interior's standards for the treatment of historic buildings, they looked at this and felt that the building would accommodate public restrooms, three to four fixtures per gender and a small assembly area on the ground floor and possibly even a kitchen and still stay within the Secretary of Interior's standards. He further explained that if the upper floor were used for a small collection storage area or offices, a use that would not require ADA access, then the overall building envelop would not change very much at all. He further explained that what was once a garage is now a door into a family room kind of space, which would probably convert over to an identifiable entrance into restrooms.

Councilmember Franich asked if the staff had information on the Secretary of Interior's criteria of how much a building could be changed. Ms. Stanton replied that

she did have these guidelines. Councilmember Franich requested that Ms. Stanton provide him a copy. Mr. Eysaman added that the Parks Service provides an exhaustive website with the Secretary of Interior's standards with case studies of applications.

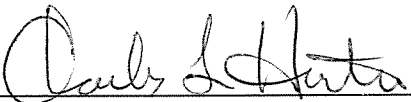
Councilmember Payne asked that without the house and the dock, would there be a problem for filing with the National Registry for the two features. Mr. Eysaman stated that he thought that it could still get on the National Registry. He said that in terms of demolishing the brick house, if a public entity undertakes any action that has an adverse affect on a National Registry site or a site eligible for the National Registry, then there is a Section 106 process that is a negotiating process that needs to be entered into which requires mitigation in exchange, but it won't block the project but could delay what is planned there.

Mr. Eysaman concluded the meeting and said that he has not found many City Councils that have shown up at such short notice for a meeting, and he hoped that the members of the community recognizes how responsive this City Council is.

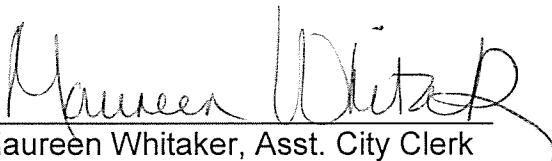
ADJOURN:

MOTION: Move to adjourn at 3:17 p.m.
Franich / Payne – unanimously approved.

CD recorder utilized:
Disk #1 Tracks 1-7



Charles L. Hunter, Mayor



Maureen Whitaker, Asst. City Clerk