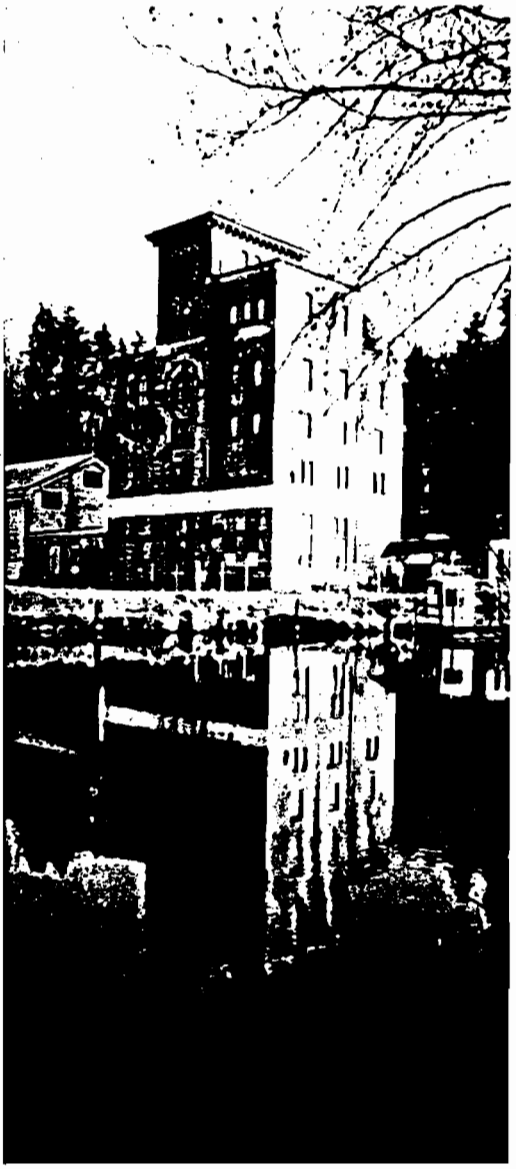
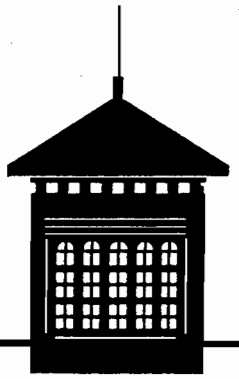
NEW MARKET HISTORIC DISTRICT MASTER PLAN





NEW MARKET HISTORIC DISTRICT MASTER PLAN

Prepared for

City of Tumwater

Department of Policy and Planning

by

HEWITT · ISLEY

Hewitt Isley
Bill Isley, Principal in Charge
Dennis Haskell, Project Manager
Peter Watson
Kris Snider
Debbie Hutman

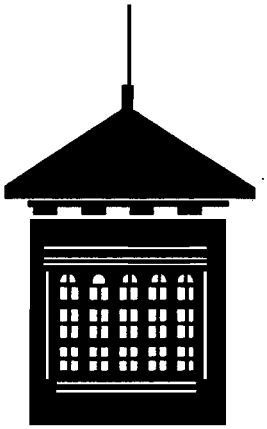
Ravenhurst Development Inc.
Darrell Vange

Lund Consulting
Kjristine Lund

Ratti Swenson Perbix
Todd Perbix

The Transpo Group
John Perlic

Ackroyd, Inc.
Bruce McKay



Advisory Committee

Tom Williamson, Chair
Historic Commission

David L. Nicandri
Historic Commission

James G. Brown
Historic Commission

Gayle Palmer
Historic Commission

Katherine Houser
Historic Commission

Ken Hopkins
Citizen at Large

Joe Williams
Trout Unlimited

Heidi Skaramuca
Olympics West Retirement Inn

Don M. Lee
Tumwater Falls Park

NEW MARKET HISTORIC DISTRICT MASTER PLAN
CITY COUNCIL CHANGES

p. 3-6, Access and Parking: Add text similar to the following: "Additional access could be provided via a new bridge constructed across the Deschutes River as shown on the Master Plan drawing. The Master Plan recommends this bridge provide primarily pedestrian access; however, if future detailed planning and design demontrates it can be done with minimal visual and environmental intrusion, some vehicular access could be provided across this bridge."

p. 3-8, Lowland Pedestrian Trail: 6th line, delete "pedestrian only"

p. 3-9, River Ravine Pedestrian Trails: 5th line, delete "pedestrian"

p. 3-10, Bike Path: Add sentence similar to the following: "If further study proves it to be feasible, a bike path could be provided across the bridge to be constructed for pedestrians adjacent to the freeway bridge (see Lowland Pedestrian Trail section). This bike path could then extend northward to connect with a larger, regional urban trail system"

p. 3-11, Historic Sites: Capitalize "it" at beginning of second sentence

Table of Contents

Page

Tables of Contents i
List of Figures iv
Introduction v

1. Inventory and Analysis

Historic Background and Issues 1-1
Key Issues 1-1
Historical Designation Status 1-1
Incentives 1-2
Historic Features of Significance within the Tumwater Historic District 1-2
Inventory of Historic Structures and Sites
Tumwater National Register Historic District 1-6
Inventory Sources 1-6
Brew House and Warehouse Structural Evaluation 1-7
Purpose 1-7
Building Description 1-7
Structural Condition 1-8
Probable Seismic Performance 1-8
Rehabilitation 1-8
Cost Estimates 1-9
Brewhouse & Warehouse Architectural Evaluation 1-11
Purpose 1-11
General Description of Existing Buildings 1-11
Miscellaneous Storage Structures 1-16
Budget Estimate 1-17
Introduction 1-17
Project Description 1-17
Brewhouse & Warehouse Potential Uses 1-27
Most Likely Uses 1-27
Most Difficult Uses 1-27
Tenant Specific Uses 1-27
Partial Uses 1-27
Other Uses 1-27
Interviews 1-36
Site Evaluation 1-39
Existing Conditions 1-39
Southern Uplands 1-39
Deschutes Way 1-39
Ravine 1-40
Olympia Brewing Complex 1-40
South Capitol Lake Lowlands 1-40
Bluffs 1-42
Site Opportunities 1-43
"First Settlement" Concept 1-43
Brewhouse Redevelopment 1-44
Park Improvements 1-44
South Commercial Area Improvements 1-46
Land Use & Zoning 1-47
Land Use 1-47
Zoning 1-47
Overlay Zoning 1-47
Draft Tumwater Land Use Plan 1-48

Page

1. Inventory and Analysis (continued)

Deschutes River Special Area Management Plan 1-48
Shoreline Master Program for the Thurston Region 1-51
City of Tumwater Conservation Plan 1-51
Tumwater Parks and Recreation Plan 1-52
Draft Deschutes Riparian Habitat Rehabilitation Plan 1-52
Ownership 1-52
Access Alternatives & Issues 1-55
Background Information 1-55
Access Alternatives 1-55
Other Modes of Access 1-59
Major Issues to Consider 1-63

2. Guidelines and Considerations

Historic District Guidelines 2-1
Treatments Permissible in the Tumwater Historic District 2-1
Available Sources of Funds or Possible Funding Structures 2-5
What are the Organizational Capabilities of the Community? 2-8
What Interim Uses Should be Permitted? 2-8
Economic and Market Analysis 2-9
Potential Uses 2-9
Economic Considerations 2-13
Project Debt Capacity 2-15
Financing Options 2-15
Development Issues 2-16
Interim Action Plan 2-17

3. Master Plan

Introduction 3-1
The Brewery Complex 3-4
Vertical Circulation and Galleria 3-4
Patio Arcade 3-4
Grand Plaza 3-5
The Brewhouse 3-6
Access and Parking 3-6
Service Access 3-6
Natural Systems 3-8
Lowland Pedestrian Trails 3-8
New Planting 3-8
Shoreline Restoration 3-8
Interpretive Program 3-8
Recreation Resources 3-9
River Ravine Pedestrian Trails 3-9
River's Edge Pedestrian Trail 3-9
Hillside Connecting Trail 3-9
Central Plaza and Drop-Off 3-9
Picnic Areas 3-9
Children's Play Area 3-10
Active Play Areas 3-10

Page

3. Master Plan (continued)

Boat Ramp 3-10
Existing Restrooms and Picnic Pavilion 3-10
Additional Playing Fields 3-10
Bike Path 3-10
Historic Cultural Resources 3-11
Historic Sites 3-11
Building Sites 3-13
Existing Historic Structures 3-13
Interpretive Center 3-13
The Homestead 3-13
Other Plan Elements 3-14
Capitol Boulevard and "E" Street 3-14
Deschutes Way Boulevard 3-14
"The Gateway" 3-14
Landscape Elements 3-14
Parking Areas 3-14
District Boundaries 3-15
Design Guidelines 3-15

4. Implementation

Introduction 4-1
Brewery Complex 4-2
Natural Systems 4-10
Pedestrian trails 4-10
Shoreline Restoration and New Tree Planting 4-10
Interpretive Program 4-10
Recreation Resources 4-11
General 4-11
River Ravine and River's Edge Pedestrian Trail 4-11
Central Plaza, Drop-Off, and Parking Area 4-11
Boat Ramp and Access Road 4-12
Picnic Area 4-12
Children's Play Area 4-12
Historic Cultural Resources 4-13
Historic Interpretive Program 4-13
Historic Sites 4-16
Building Sites 4-17
Existing Historic Structures 4-17
Interpretive Center 4-17
The Homestead 4-18
Other Plan Elements 4-19
Capitol Boulevard and "E" Street 4-19
Deschutes Way Boulevard 4-19
The "Gateway" 4-19
Parking Areas 4-19
District Boundaries 4-20
Design Guidelines 4-20

List of Figures

Page

1. **Historic District** 1-5
2. **Existing Brewery Complex** 1-13
3. **Existing Conditions** 1-41
4. **Project Opportunities** 1-45
5. **Zoning** 1-49
6. **Ownership** 1-53
7. **Old Brewhouse Complex Access Options**

   Option 1: Improved Old Brewery Road 1-56
   Option 2: Modified Old Brewery Road One Way Couplet 1-58
   Option 3: New Schmidt Pl Alignment 1-60
   Option 4: Access from Tumwater Historic Park Site 1-61

8. **Master Plan** 3-2
9. **Illustrative Plan** 3-3
10. **View from Proposed Waterfront Promenade** 3-4
11. **View Along Potential Grand Plaza** 3-5
12. **Brewery Complex Design Ideas** 3-7
13. **Historic Site Interpretation** 3-12

A Framework for Action

The Master Plan herein is a framework for action. It presents alternatives and options. It will accommodate development over time, at different levels of effort and completion depending on available community resources, overall community needs and priorities, and public and political will. The City must decide on its goals and priorities prior to beginning any projects. The plan allows implementation in small steps and without significant initial investment. It calls for further exploration, analysis, and assessment before requiring large investments. However, if all the actions described in the plan and a completely reconstructed village and rehabilitated brewery are to be realized, it will require a significant commitment of resources of not only the City of Tumwater, but of all surrounding communities, the region, and even the State of Washington and the Federal Government, in a grand cooperative venture.

Background and Purpose

In December of 1991 the Tumwater City Council authorized funding for the 1992 budget year the preparation of a Master Plan for the New Market Historic District. Work began on the plan in late 1992 after creation of a citizen's advisory committee and contracting with a consultant team.

The goal of the project was to create a plan that would be a guide to the redevelopment of the Historic New Market area into a historic-commercial mixed-use district, including direction as to the types of development that are possible and appropriate. Some emphasis was to be placed on an assessment of the potential rehabilitation of the old Olympia Brewery as a centerpiece of this historic-commercial district. Specifically the plan was to identify how to achieve a historic-commercial district that would use the attributes of the natural and manmade environments; provide opportunities for public education and historical interpretation; and efficiently move people in and out of the area.

Within this goal structure, certain objectives were outlined as a guide to formulating the plan. Among these were:

- Conduct a detailed structural review of the old brewery building and identify needed repairs, improvements, and suitable uses.
- Delineate approaches for protecting natural habitat features within the context of local, state, and federal land use and environmental requirements.
- Identify opportunities for public education and historical interpretation.
- Identify specific sites that are appropriate for new development, rehabilitation of existing structures, and reconstruction of historically significant structures.
- Establish a unified historic-commercial identity for the study area to guide development.
- Address issues concerning access to the district and internal circulation.
- Outline a capital facilities plan which delineates and prioritizes needed physical improvements.
- Prepare strategies for implementation that include recommendations for a redevelopment effort that can involve both public and private sectors.
- Allow opportunities for public involvement including the use of a citizens' advisory board.

The Plan

The Master Plan before you has met the above objectives and has achieved City Council's goal of creating a guide for redeveloping the New Market area. The plan document is divided into four sections that correspond to the four phases of the work effort.

Section One: Inventory and Analysis is an assessment of the existing conditions in the district and includes a detailed structural and architectural evaluation of the brewery with a detailed cost estimate of required improvements and a listing and evaluation of potential uses. Also included are discussions regarding historic background, physical problems and opportunities offered by the site, access issues, and constraints imposed by codes and ordinances.

Section Two: Guidelines and Considerations includes discussion of the constraints and opportunities resulting from a historic district designation and a National Register listing and presents a series of organizational recommendations toward assessing the community's commitment and level of involvement. This section also has an economic and market analysis regarding potential uses for the old brewery.

Section Three: Master Plan describes and illustrates the various components of the plan and categorizes them into four distinct, yet integrated, elements:

- The Brewery Complex
- Natural Systems
- Recreational Resources
- Historic Cultural Resources

Section Four: Implementation outlines the various actions required to realize the plan, and for each action suggests its timing on a relative scale, establishes an estimated budget for its undertaking, and identifies the lead agency (or groups) responsible for coordination and seeing tasks to completion.

Key Issues

The literature about the historic preservation of the Tumwater Historic District contains three recurrent goals:

Saving the Brewhouse
Supporting the preservation of the Crosby and the Henderson Houses
Interpreting the rich history of the District

Plans for the Historic District have focused on adaptive reuse of the Brewhouse to a more intensive use and continued but upgraded passive recreational use for the remainder of the site. Economic feasibility of reusing the Brewhouse and access to the site are challenges identified as early as 1977.

Historical Designation Status

The Tumwater/New Market Historic District is listed in the National Register of Historic Places. It is important to note that the District contains prehistoric and historic archaeology as well as historic buildings.

Tumwater does not have a local landmarks preservation program with regulatory authority. Therefore, strictly speaking, the district, including the buildings, structures, and objects found there are only protected to the extent that the federal environmental review process has jurisdiction through the National Historic Preservation Act. However, the district is zoned "HC," Historical Commercial by the Tumwater Zoning Ordinance. This zone is created to help reestablish and preserve the built environment of the New Market Historic District as it once existed, and to that end specifies that no building or structure shall be erected, reconstructed, altered or restored . . . unless and until an application for a certificate of appropriateness shall have been approved by City Council.

Section 106 Review

The National Historic Preservation Act requires review of impacts to National Register properties or eligible properties when federal funding is involved, or where the National Environmental Policy Act applies.

According to the National Historic Preservation Act, Section 106: "The head of any federal agency having direct or indirect jurisdiction over a proposed federal or federally assisted undertaking in any state and the head of any federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure or object that is included in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation a reasonable opportunity to comment with regard to such undertaking."

In the State of Washington, the State Historic Preservation Officer and the State Advisory Council serve as the consulting agency to facilitate projects subject to Section 106 review. Section 106 review will become necessary if any federal funds such as Transportation mitigation funds or Community Development Block Grant funds are used at this site. Likewise, Section 106 review will become necessary if any Army Corp of Engineers or other national permits are needed.

Secretary of the Interior's Standards

The Section 106 review process relies on the Secretary of the Interior's Standards. These standard's and guidelines are intended to provide technical advice about archaeological and historic preservation

activities and methods. The standards describe results to be achieved when planning for the identification, evaluation, registration, and treatment of historic properties. Pertinent to the Tumwater Historic District, the standards address:

- Historic Preservation Projects
- Historical Documentation
- Archaeological Documentation

Standards for Historic Preservation Projects address standards for protection, stabilization, preservation, rehabilitation, restoration, and reconstruction of National Register properties. These standards should be the basis of the historic district master plan's policies for implementation. The standards for documentation would become relevant if any resources would be demolished or removed as a result of the proposals in the master plan.

Incentives

Since the Tumwater Historic District is listed in the National Register, the Brewhouse could be eligible for property tax relief, if the City chose to participate in Washington State's Special Valuation Program. Participation in this program would also require compliance with the Secretary of the Interior's Standards.

Historic Features of Significance within the Tumwater Historic District

The information collected by the National Register in listing a property is intended to provide a sound basis on which decisions about preservation treatments can be made.

For the Tumwater Historic District Master Plan an understanding of the historic context of the site is key to selecting the appropriate treatments for preservation and protection. Furthermore, knowledge of the significant historic values and features of the Historic District should guide the undertaking of any treatment, whether historical documentation, acquisition, stabilization, preservation, rehabilitation, restoration, or reconstruction.

This section contains a summary of features identified in the National Register nomination prepared by Shanna Stevenson in October 1977. No effort was made to evaluate the current status of the resources identified by her in the nomination. It should also be noted that the significant features of the extant historic structures in the District have not been evaluated and identified. These are the features of a building that are essential to conveying its historical significance.

According to Ms. Stevenson, the historic district is notable for its historic and prehistoric archaeology, its patterns of early settlement and industrial use, and its architectural and natural beauty. Preliminary archaeological investigations indicate the area near the mouth of the Deschutes may have been occupied for 500 years or more before the arrival of white settlers. In 1845, the area served as a northern branch of the Oregon Trail. The town of New Market established an American foothold in the region, predating the boundary settlement between the United States and Great Britain in 1846.

The Historic District includes 25 contributing features. A list of those features is attached.

The primary features of the site include:

The Upper Falls

This historic district begins at the upper of the three falls. Several structures including a gristmill and sawmill were located here. A sawmill was built on the west side of the river at the Upper Falls in 1852. The Olympia Light and Power Company constructed a penstock from these falls to their lower plant in 1905. Until about 1920 there was an active shingle mill near the upper falls.

The fish ladders located at the falls were constructed between 1952 and 1961 and are not considered historic; however, they are a well-known feature of the site.

The lower Custer Way Bridge was originally constructed in 1880 and was replaced by the current structure in 1916.

The Middle Falls

The Washington Flouring Mill, built in 1863, was located at the Middle Falls. The first electrical power plant of the Olympia Light Company was also constructed at the Middle Falls in 1863.

The Lower Falls

A flour mill was built in 1846 at the base of the Lower Falls on the west bank of the Deschutes River. The first American sawmill on Puget Sound was built at the Lower Falls in 1847. The foundation pilings are still visible. In 1868, the Horton Water Pipe Factory was constructed at the Lower Falls. Each of these structures was built on pilings over the water to use the force of the water for power.

A second power plant of the Olympia Light and Power Company later replaced the sawmill. The Lincoln Flour Mill was built at the Lower Falls in 1861 and was destroyed by fire in 1905.

Extending into Budd Inlet on the west and to the north from the Lower Falls were many small businesses housed in multi-story wooden structures built on pilings over the water.

Archaeological Site

The Nisqually Tribe occupied the area at the mouth of the Deschutes River in prehistoric times and prior to white settlement. The archaeological site is designated 45-TN-40, located within Section 26, Township 18 North, Range 2 West. The site is now covered by natural vegetation including conifer, deciduous trees and underbrush.

The Village of Tumwater: Henderson House and the Crosby House

In the 1880's, Deschutes Way contained a series of stores, businesses and homes. Two homes remain from this period, the Henderson House and the Crosby House. The National Register lists the Henderson House as a secondary structure. It was built in 1905 in an austere version of the Queen Anne style. The Crosby House is listed in the National Register as a primary structure because of its association with early and notable Tumwater settlers. It was built in 1858 and is a wood-framed Classic revival cottage.

The Olympia Brewery

The historic brewery complex was built across the river from the residential center of early Tumwater. Leopold E. Schmidt chose to relocate his Centennial Brewery from Butte, Montana to Tumwater after learning of the artesian wells in Tumwater and after sampling and testing the water. He purchased the Biles and Carter Tannery site located at the mouth of the Deschutes River and obtained water

rights to the lower falls as a source of power. He named his company the Capital Brewing Company and produced its first beer, Olympia Pale Export, in October of 1896.

Prior to the existing structures, a series of wooden structures and piers housed the brewery operations between 1896 and 1906 when the existing brick factory was built. The Brewhouse was built between 1905-1906.

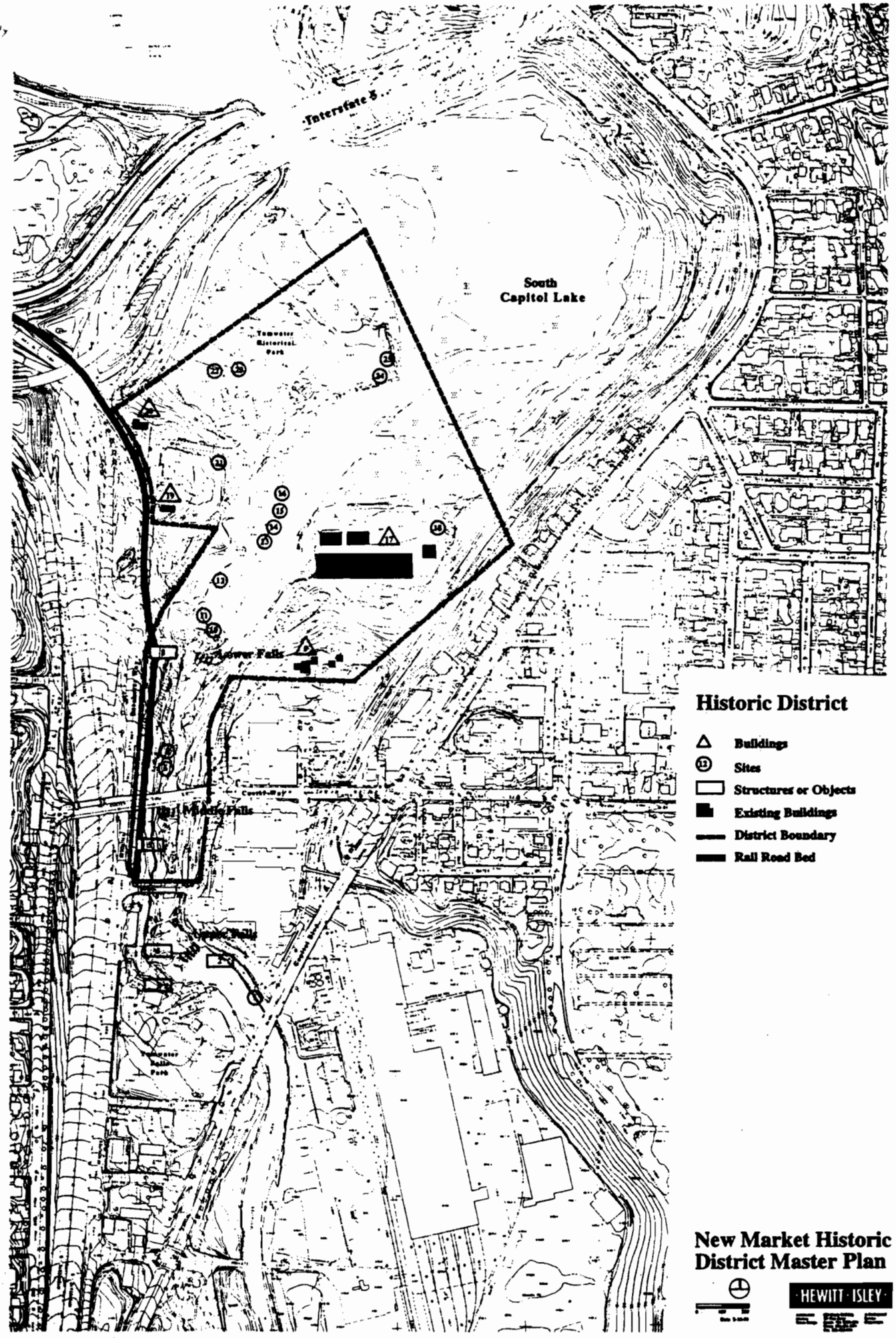
East of the Brewhouse are two small cement block structures constructed in 1927 for a proposed paper mill. To the east of these are galvanized storage sheds approximately 200 feet by 30 feet. Adjoining the sheds is an 80-foot square, two-story concrete building built in 1907 as a cooperage shop and piston plant. Near the northeast corner of the building complex is a small brick structure housing the pump facilities for the first artesian well used by Leopold Schmidt. Other well openings are to the south of the paper mill building. South of the concrete building is 320' by 80' rectangular structure originally built for the paper mill. Next to it is the other original brewery building which was used as a brew cellar.

In 1921, the brewery closed and the site was sold. The site went through a series of ownerships and uses including a paper company, a manufacturing plant, and a kitchen cabinet manufacturer. The Olympia Brewery purchased the site in 1965 for storage.

Extending south up the hill from the brewery complex were the Olympia Light and Power trolley tracks.

The Schmidt House

The Schmidt House located on top of the hill south of the old brewery is classified as a primary structure in the National Register. The mansion was called "Three Meter," its supposed distance from the Brewhouse. The house is a two and one-half story structure combining Colonial Revival elements with bungalow influences in a west wing added in the 1920's.



New Market Historic District Master Plan

HEWITT · ISLEY

Inventory of Historic Structures and Sites
Tumwater National Register Historic District

The following is a list of structures and sites included in the National Register Nomination for the Tumwater Historic District:

1. Ward and Hayes Sawmill (1852)
2. Olympia Light and Power Company Penstock Headgates (1905)
3. Washington State Department of Fisheries Fish Ladders (1952)
4. Granite monument commemorating arrival of first settlers to Tumwater
5. Roadbed of the Olympia and Chehalis Valley Railroad
6. Washington Flour Mill
7. Olympia Light Company Power Plant (1883)
8. Puget Sound Power and Light Substation (1970's)
9. Primary Historic Structure: The Leopold Schmidt House
10. Olympia Light Company Power Plant No. 2 (1905)
11. Simmons Gristmill (1846)
12. Horton Water Pipe Factory (1868)
13. Puget Sound Milling Company (1847)
14. Lincoln Flour Mill (1861)
15. Kendal Furniture and Chair Factory, Pressey Box Factory, and others
16. Esterly Mill
17. Pivotal Historic Structure: Old Olympia Brewery Complex (beginning 1906)
18. Biles and Carter Tannery (1860's)
19. Secondary Historic Structure: Henderson House (1905)
20. Primary Historic Structure: Nathanial Crosby III House (1858)
21. McIntosh House (1890)
22. Biles House (1860)
23. Esterly House (1895)
24. Whitemarsh Sawmill (1872)
25. S. N. Cooper Glazing

Inventory Sources

The following sources were used to prepare this first draft report:

1. National Register Nomination for the Tumwater Historic District, prepared by Shanna Stevenson, October 1977;
2. The Tumwater Historic District Plan for Preservation, development and restoration, prepared by David R. Koenig, Summer, 1977;
3. National Historic Preservation Act; Public Law 89-665; October 15, 1966, amended 1992;
4. City of Tumwater draft historic preservation district zoning overlay policies;
5. Olympia R/UDAT '90 - The Capital Region, 1990;
6. Telephone interview with David Nicandri, member Tumwater Historical Commission;
7. I was unable to reach Jill Kangas, Curator of the Henderson House. I will continue to try to reach her for additional historical information.

Purpose

The purpose of this section is to prepare a brief description of the buildings on the site, assess their condition, and prepare any brief calculations necessary to develop recommendations and order of magnitude costs for seismic rehabilitation. This was done after a brief visual review of the complex, as well as review of a prior assessment by Adams Hodsdon Bassette dated June 30, 1989. At this time, no use has been established for the buildings. Consequently, we have not established live load carrying capacities for the various areas. We believe it is safe to say, however, that, with proper reconditioning, most areas of the complex can support any live loads associated with human occupancy. That is, all loads aside from very heavy storage we expect can be sustained by the building in a rehabilitated state.

Building Description

The Brewhouse and Warehouse Complex was evidently constructed over in a number of phases beginning in 1905. The Brewhouse itself was the first building on the site and the linear Warehouse to its south was evidently constructed in three separate phases following the Brewhouse. The storage area between these structures is an infill structure constructed at a later date. In our visual review of the site, we ignored this structure since it is of no apparent historic interest. Therefore, our efforts have been focused on the Brewhouse and the original, brick Warehouse building.

The Brewhouse is approximately a five-story, unreinforced masonry building. It appears to be supported on piles and evidently includes a basement that we were unable to visit due to water. The building is relatively square in plan, and each upper floor diminishes an area, culminated in a tower at the highest floor. The internal structure of this building is largely steel beams supporting concrete floor slabs. These elements are in turn supported by steel or cast iron columns and the exterior masonry walls.

The building has evidently been vacant for many years as evidenced by collapsed timber roof and wall elements on two lower roofs as well as serious deterioration in the cornice and upper brick work. All of the equipment in these buildings has been removed. Structural damage to the roofs and exterior walls is extensive. Also steel beams supporting the floors may be damaged. Most damage appears to be associated with water. Some cracks in the building give evidence of seismic damage but these are limited and do not appear to have caused any kind of subsequent deterioration.

The Warehouse building is a long structure apparently constructed in at least three phases. The western-most of these is evidently the oldest. It is constructed using cast-in-place concrete slabs, beams, and columns at a variety of floor elevations as well as the roof. The exterior walls are load-bearing unreinforced masonry. This building has also been abandoned for several years and extensive damage particularly to the timber and metal cornices and upper brick walls is unchecked. There is, as well, extensive damage to many other portions of the unreinforced masonry exterior.

The middle portion of the Warehouse structure includes first and second floors of concrete frame construction and an exterior, unreinforced masonry bearing wall. This structure, along with most areas of the Warehouse, was designed for substantial live loads of approximately 250 pounds per square foot. The roof of this portion of the building is clear spanned above the second floor by light, steel gable trusses supported on steel columns embedded in the unreinforced masonry exterior wall. The trusses support a wood and steel roof.

The third and easternmost portion of the Warehouse building is constructed in a manner similar to the second. It is two stories tall and includes a truss roof. It was constructed to a relatively complex form necessitated by limitations of the site.

Structural Condition

While the interiors of both buildings are in generally acceptable condition even after years of neglect, the exteriors have suffered and should generally be judged in relatively poor condition. Floor areas in the Brewhouse have deteriorated more than those in the Warehouse but there is no evidence to suggest that there is any serious diminishment in capacity or that major repair would be required. The trusses in the Warehouse building appear to be in good condition and the cast-in-place concrete floors in this building shown no evidence of deterioration.

The exteriors of both buildings are in various states of disrepair. Those areas of the Brewhouse and first phase of the Warehouse which supported projecting cornices evidence the most severe deterioration. In these areas, cornices have collapsed and the supporting timber is completely rotted. In particular, the flat roofs over the Brewhouse have collapsed damaging interior walls. The bricks in these areas are deteriorated, beyond repair, down several wythes, and should either be reset or removed.

There is also substantial damage to other portions of the exterior masonry. Most notably those areas associated with the drainage patterns, drain lines, weather corners and beneath collapsed works. Headers along the exterior wall are in generally serviceable condition as is the supporting structural steel in the Warehouse. The ornate portions of the Brewhouse facade, composed of sandstone and terra cotta, appear to be in generally good condition. The foundation appears to be in good condition in both the Warehouse and Brewhouse. There is no evidence of settlement along the perimeter or interior of either building.

Probable Seismic Performance

Unaltered, these buildings are likely to have poor seismic performance. They are extraordinarily heavy for the most part, and are composed of a variety of materials, many of which are improperly attached to one another. The roofs are generally timber, thus weak when compared with forces generated in an earthquake. In the case of the Warehouse, the diaphragms are long resulting in very high shear forces. The sites appear to be composed of soft soils and while the piles which may support them should be in generally good condition, there is a higher likelihood of damaging accelerations in soft site conditions.

The overall condition of the buildings, particularly the masonry near the upper portions of the structures, gives good cause for conclusion that they may be hazardous under ordinary conditions in their unrehabilitated state. Unrepaired, these buildings may experience rapid deterioration regardless of seismic events.

Rehabilitation

Each of these buildings can be rehabilitated, though rehabilitation of the Warehouse Building will be much easier. Generally architectural improvements will have to include removing and reconstructing those portions of the walls which have been severely compromised by exposure to the elements, particularly the lower roofs of the Brewhouse and the roof of the first phase of the Warehouse. The exteriors can be rehabilitated beneath these areas and while the brick will require a more thorough survey, only approximately 20-percent of the remaining exterior appears to require substantial masonry repair. We presume that those portions of the brick which have spalled as a result of freeze-thaw action will not be replaced.

Roofs should be replaced in those portions of the Brewhouse which have collapsed. On the other hand, the roof of the Warehouse can be reconditioned by the addition of shear resisted sheathing and weather proofing where applicable. In the second phase of the Warehouse, we expect that chord reinforcing along the perimeter walls will be required.

There is no evidence that masonry supporting the floors and roofs of these buildings is adequately attached. Attachment by floor anchor, and in some cases strongbacks, will be required to resist in- and out-of-plane forces. The weight of these buildings suggests that they will not be strong enough to resist anticipated accelerations. Consequently, some form of global shear resisting mechanism should be installed. In the case of the Brewhouse, it is likely that some portion of the exterior walls can be strengthened by the addition of shotcrete or steel braces. In the Warehouse, intermediate braces, or walls placed transverse, and along the exterior, north-south running walls should provide the necessary global strength.

No floor strengthening should be required for any normal commercial use; however, additional investigation should be completed in the Brewhouse to determine the extent of deterioration in the steel beams. At present only the bottom flanges are visible since the remainders are covered with concrete fireproofing. There is no evidence of concrete spalls or rust staining to suggest that water has deteriorated the webs of these beams, but advanced deterioration may still be hidden.

Cost Estimates

Without a program to assess the other structural needs of this building, we can only begin to estimate the rough costs of seismic rehabilitation based on the recommendations noted above as well as rehabilitation of the building's exterior and restructuring of many of their roofs. We expect these rehabilitation costs will range between $20-$25 per square foot in the Brewhouse Building and between $11-$15 per square foot in the Warehouse Building. These costs consider only the seismic and conditioning issues and are labor and material costs only. No contingency overhead and profit, sales tax, or architectural work associated with seismic rehabilitation has been included in these square foot estimates.

Purpose

The purpose of this section is to identify the scope of architectural repairs necessary for the renovation of the original Brewhouse and Warehouse and associated structures at the Olympia Brewery in Tumwater, Washington. Preliminary cost data accompanies the scope of repairs to give city staff an estimate of the magnitude of the renovation.

Note on Costs

Deficiencies in the building envelope account for a large measure of the construction costs associated with this renovation. However, the specific use of a building also accounts for a sizable share of construction costs. Whether the building will house residential or office uses has a significant cost impact. At the time of the preparation of this report, a specific use for the Brewhouse and Warehouse had not been established. As a result, the report has been organized to handle costs associated with specific uses separately.

Note On Building Codes

The compliance of building code regulations is partly dependent on the specific use which is established for the renovated structures. For the purpose of this report, it is assumed that the occupancy classification of the renovated buildings will not be hazardous. Furthermore, in order to maximize the architectural element of interior spaciousness within the east addition to the original Warehouse structure, area separation walls have not been included in the cost estimate. Rather, the assumption has been made that the installation of an automatic sprinkler system will satisfy the building officials in the event that the building use exceeds the allowable area based on the construction type of the existing structure.

General Description Of Existing Buildings

The Brewhouse

The original Brewhouse was designed by The Vilter Manufacturing Company of Milwaukee, Wisconsin, and constructed in 1905 (according to the cornerstone). The original Brewhouse is approximately 53' in the north/south direction and 64' in the east/west direction, creating a gross floorplate at the first floor just under 3,400 square feet. However, the east section of the building (approximately 53' x 20'), where the grain used in the brewing process was stored, is separated from the main floor area of the Brewhouse by an interior masonry structural wall. Thus, the typical gross floorplate of the Brewhouse is approximately 2,350 square feet (53' x 44'). There are currently no openings in this interior wall isolating the east section from the main floor area. Furthermore, there are no floors in this east section adjacent to the second and third floor levels of the main Brewhouse. There is a floor adjacent to the fourth level of the Brewhouse.

The main structure is five-stories high with a small sixth floor located below the tower which is a central, organizing element in the floor plan. The floor-to-floor heights vary considerably from 22'-3" to 10'-4", but the overall building height from the first floor to the ridge of the tower is just over 100'.

The structure consists of unreinforced masonry bearing walls with interior columns of steel or cast iron. The original window frames and sash were painted wood often gracefully arched within a masonry opening. Most of the windows have been closed or boarded over, or in some cases, blocked up with masonry. Lower portions of the north facade were clad in Wilkerson sandstone. A decorative, sheet metal cornice, which once terminated the exterior masonry walls, has rotted away leaving the masonry walls exposed to weather and water damage. The low pitched roofs surrounding the tower on three sides have completely deteriorated, allowing water to penetrate the structure. As a

result, the roof structures in these areas have completely collapsed. The copper roof over the central tower is still in good condition and has retained its structural integrity.

The floor structures within the building are constructed of concrete slabs and 15 inch deep steel beams. Cast into several floors were large circular openings where cookers, mash tubs, and brew kettles were located. This equipment has been removed leaving openings in the floor which have been covered temporarily with 2x material and plywood. The first and second floors were finished in tile to facilitate cleaning.

Existing Conditions and Opportunities

The Brewhouse has been abandoned for many years. The interior condition of the building is severely dilapidated. There is little value in any of the existing interior finishes. *The principle architectural value of the interior space is the opportunity that can be created by emphasizing the vertical nature of space.* This can be achieved through the interplay of various floor openings within the existing structure.

The exterior shell of the Brewhouse is in poor condition. The water damage, resulting from the deteriorated roofing membranes and overhanging cornice, has caused severe decay on portions of the exterior masonry wall. This decay is evident in the form of "spalled" masonry, and is caused when the units become completely saturated with water and then freeze. Ice crystals forming in the microscopic cells within the brick expand and break off the exposed face of the brick. While these areas of damaged masonry will have to be replaced, they do not pose a particularly serious structural problem to the wall itself.

There is little value in the existing window and door systems as they have been neglected since the building was abandoned. It would be less expensive to replace these systems rather than repair them.

The sheet metal cornice is also beyond repair, and will need to be replaced.

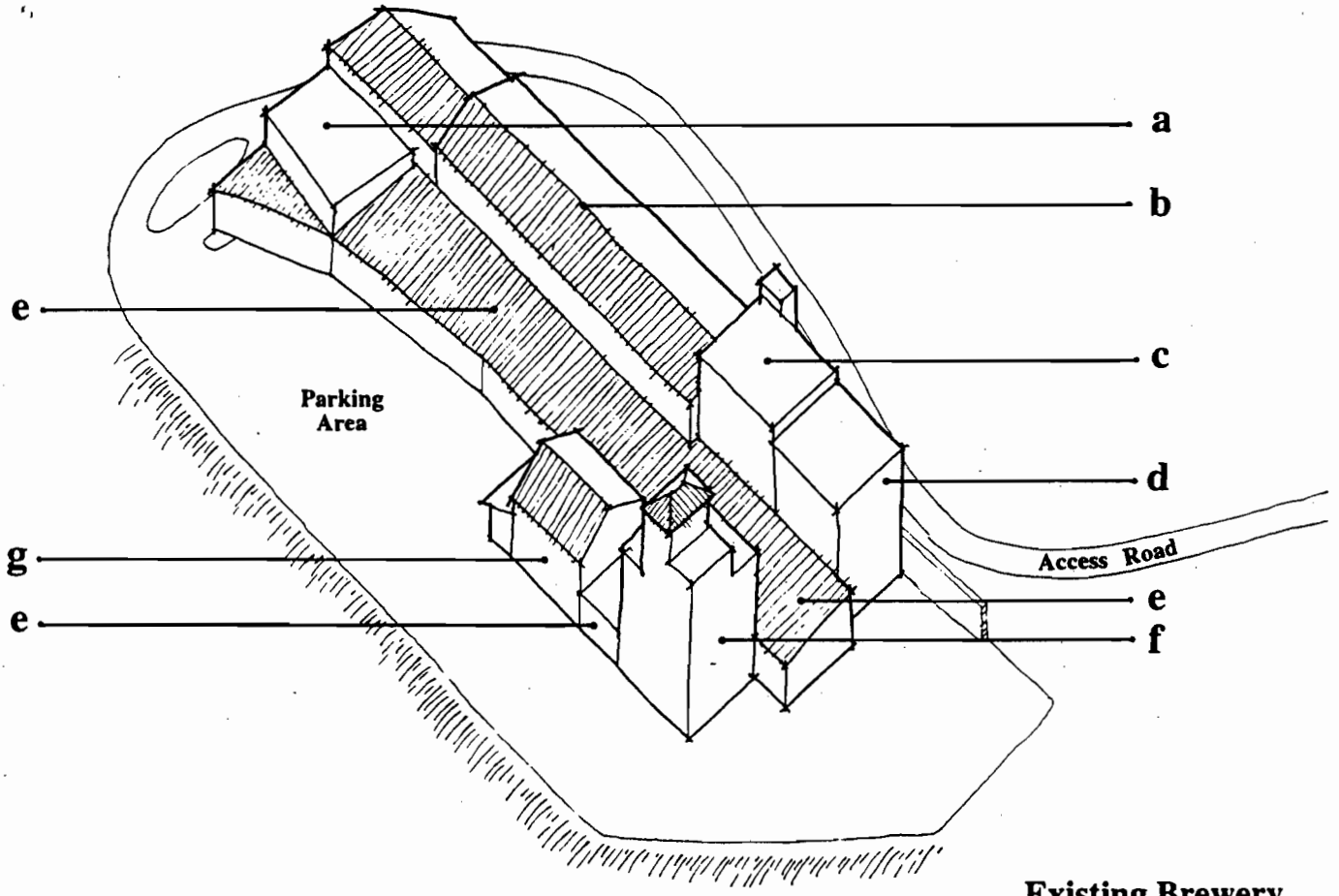
Despite the general decay of the exterior, the building retains a very powerful architectural expression and connection to the old world. *There is no question that architectural opportunities abound in the renovation of the exterior elevations. These elevations can be easily restored to create a tremendous appeal which people will appreciated and value.*

The Warehouse Buildings

The Original Warehouse

It is more difficult to establish the scope of the original Warehouse structure. Existing documentation is limited; however, there were drawings prepared by the Vilter Manufacturing Company for a Warehouse structure during the same period as the Brewhouse. This structure with a building footprint of 4,100 square feet measures approximately 57' in the north/south direction and 71'-3" in the east/west direction. The structure housed the stock tubs where it is assumed the beverage from the Brewhouse was stored before it was placed in smaller containers and distributed for sale. Three principle floor levels totaling 12,300 square feet were dedicated to the storage of the beverage. It appears that two additional floor levels were constructed to house a "ventilating floor" and some other unknown function.

The original Warehouse consists structurally of masonry load bearing perimeter walls with interior steel columns and beams. The floor structure, combining steel beams with cast-in place concrete



Existing Brewery Complex

a Storage Structure, Keg House:
2 Storey Cast in Place Concrete Building

b East Addition, 2 Storey Warehouse:
5 Storey Masonry Structure

c Original Warehouse:
5 Storey Masonry Structure

d West Addition, Warehouse:
5 Storey Masonry Structure

e Infill Structure:
1 Storey

f Brewhouse:
5 Storey Masonry Structure

g Storage Structure, Gift Shop:
2 Storey Cast in Place Concrete Building

New Market Historic District Master Plan

slab construction, is exceptionally stout to accommodate the dead loads of the storage tubs for the beverage. The floor-to-floor heights at the three lower levels vary but range from 14 to 20 feet. The upper levels, containing the "ventilating" floors, have lower floor-to-floor heights in the range of 8 to 9 feet. As indicated above, the floor structure of these upper levels consists of wood framed construction.

The exterior elevations of the original structure are very active especially considering the Warehouse function of the building. There is a modulation to the exterior walls into pilasters and infill panels that reflect the structural system of the building. There is an abundance of ornamental brickwork in a five foot high band of masonry just below the sheet metal cornice. However, there are few window openings on the east and west sides of the building, particularly at the upper levels.

The "West Addition"

An addition was constructed sometime later adjacent to the west end of the original Warehouse building. The "west addition" housed more storage area, the company's administrative offices and cafeteria. The addition extended the original Warehouse 60 feet to the west, creating a footprint just over 3,400 square feet. Five floors were constructed providing a total gross building area of 17,000 square feet.

The "west addition" was of similar construction type as the original Warehouse. Masonry load bearing walls carried floor beams which internally were supported by interior steel columns. The floor-to-floor heights generally align with the original Warehouse and it is believed that when the "west addition" was constructed, improvements were made to the upper floor areas of the original Warehouse. Documentation to corroborate this assumption has not as yet been validated. A monumental internal staircase connects the upper four levels of the addition.

The east and west elevations of the addition are of the same character as the original building. The rhythms of the pilasters and in-fill panels are similar as is the decorative brick work below the cornice. With close scrutiny a keen eye can detect the slight difference in color that distinguishes the masonry of the original building from the Warehouse. The west elevation of the addition however, represents a marked departure from the wall treatment of the east and west elevations. Concrete masonry units clad this side of the building. The structure is boldly expressed on the exterior through the placement of in-fill panels approximately three feet behind the face of the pilasters and horizontal lintels. Large window openings in the in-fill panels create a "light" wall, providing internal illumination for the building. The grey color of the concrete masonry units and the expression of the structural grid are unlike any other portions of the complex and as such, are of a very different character.

The "East Addition"

An addition was also constructed adjacent to the east end of the original Warehouse building. The "east addition" housed the primary storage facility for the brewery. Two floor levels were constructed. The building, measuring 78 feet in the north/south direction and approximately 320 feet in the east/west direction, added approximately 50,000 gross square feet of storage area to the complex. The east end of this addition was truncated at an oblique angle to the main building axis to accommodate vehicular site circulation and an existing two-story cast-in -lace concrete storage building. The "east addition" was constructed around this existing storage building and the two buildings were connected internally, thereby, increasing the gross floor area of the "east addition" by approximately 10,000 gross square feet. Thus, the total area of the "east addition" including the structure at the east end amounts to approximately 60,000 square feet.

The structure of this addition consists of exterior masonry perimeter walls with internal steel beams and columns. The second floor structure is a concrete slab, supported by steel beams and four lines

of columns spaced approximately 16 feet on center along the east/west axis. The roof structure is supported by light steel trusses. The floor-to-floor height is approximately 20 feet. The height from second floor to bottom of truss is also approximately 20 feet. The roof structure is exposed so the floor to structure height at the ridge line is approximately 40 feet.

The east and west facades of the two story "east addition" continue the masonry rhythms of the original Warehouse at the upper level of the structure. Cast-in-place concrete foundation walls form the exposed wall finish at the lower floor level. The architectural expression of masonry pilaster and in-fill panel is continued and a hint of the decorative brickwork is also evident in the slightly corbelled coursing established between pilasters below the eave line of the roof. Large window openings, approximately 16 feet high by 12 feet wide at the upper level, are located between the structural pilasters on both sides and on both levels of the addition. The cornice element of the original Warehouse, however, was not constructed so the architectural termination of the exterior walls is quite different in the "east addition." A simple gutter and slightly overhanging eave cap the exterior walls.

Existing Conditions and Opportunities

The Original Warehouse

The lower floors of the original Warehouse are currently in use today, serving as storage for miscellaneous materials associated with the brewery. The upper floors, however, remain vacant and rather bleak with little natural illumination emitted into the building interior from the exterior wall fenestration. For the most part, it appears that the roof structure has retained its weatherproof integrity so the interior of the building has suffered very little structural decay.

The exterior walls of the original Warehouse are showing signs of neglect, particularly at the upper levels of the structure. The sheet metal cornice, although still in tact, is leaking badly and will have to be replaced. Its interior structural support system has deteriorated. Unfortunately, this has allowed excessive amounts of water to infiltrate the masonry wall, "spalling" the masonry in this area. While it does not represent a structural problem, these areas of masonry will have to be replaced.

The few remaining windows in the structure will all require replacement.

The inherent architectural value of the original Warehouse remains the masonry exterior shell with its decorative brickwork and pilaster expressions. The interior areas, with the possible exception of the ample floor-to-floor heights of the lower levels, has little inherent value. With some structural alteration of the floor system of the upper level to increase the floor to ceiling height, a suitable floorplate can be created in this area. The installation of skylights in the roof can make this area very pleasing. Numerous new structural openings in the exterior walls will be required to allow more natural sunlight into the interior of the structure.

The "West Addition"

It appears that the "west addition" with the exception of the lowest level, is no longer used by the brewery. The "light" wall at the west end of the addition has been invaded by ivy growing outside the building's southwest corner. It appears that the roof has retained its weatherproofing membrane so there is little structural damage to the interior floor systems.

The exterior walls of the "west addition" are suffering from the same problems as the original Warehouse. The lack of protection of the masonry due to the failure of the cornice has caused "spalling" in large areas of the upper walls, particularly on the south side of the building. As indicated above, the entire southwest corner of the building is covered by ivy vines which are flourishing.

The west facade should be clad with a new exterior finish material, such as Dryvit, to provide better weather protection than which exists currently with concrete masonry unit exterior wall.

Like the original Warehouse the inherent value of the "west addition" is the exterior masonry shell. The repairs and improvements suggested for the original Warehouse also hold true for this addition. The interior stairway could be removed to permit a larger, uninterrupted floor plate.

The "East Addition"

Both floors of the "east addition" are currently used by the brewery for storage of miscellaneous materials. The interior area of this addition are in far better condition than the other areas of the brewing complex. *There is an appealing architectural character to the second floor area due to the immense volume of interior space below the roof and steel trusses.* With little improvement, the second floor area could be transformed into a very dramatic interior space, well suited for many different functions. For example, one function that would be well served in this space is display or exhibition purposes.

The exterior masonry walls are in good condition, requiring only minor repairs and improvements. The cast-in-place concrete foundation wall (north and south sides), like the west wall of the "east addition" should be clad in a better exterior finish system such as Dryvit.

The east end of the addition which has a lower ridge line (and less appealing interior volume) and which insensitively wraps around the two-story concrete building and terminates at an oblique angle to the primary building axis should be demolished. There would be costly improvements required to try to architecturally modify this end of the structure and the existing concrete structure to make it more sympathetic with main portion of the "east addition." For this reason the concrete structure should also be demolished. It would appear that the resultant loss of interior area, approximately 10,000 gross square feet, would not be a major problem in housing a suitable tenant for the complex.

The window systems for the east addition should be replaced entirely.

The general character of the exterior elevations of the east addition is a positive element upon which to build the renovation of this complex. They can be enhanced to create a more appealing environment for whatever use and uses that are ultimately found for this complex.

Miscellaneous Storage Structures

There have been numerous storage structures added to the original buildings over the many years this complex has been in use. These structures have been placed, for the most part, between the Brewhouse and the original Warehouse or immediately adjacent to them. The result has been that the complex has been joined into one, all-encompassing facility.

Our recommendation concerning these structures is to demolish them for several reasons. First, they have no redeeming architectural value and only serve to detract from the value of the original structures. Second, the improvements required to bring them up to code compliance and to the level of architectural finish of the original buildings is prohibitive. Third, more pleasing circulation space around the original structures can be created with new construction. And fourth, the east end of the site could benefit with additional space to dedicate to site circulation of both pedestrians and vehicles.

In the event a user is found who could use the floor area covered by these structures, a different approach can be considered for the possible restoration of this floor area.

Introduction

This estimate was prepared by measurement of approximate quantities prepared by the architect, and from outline drawings/quantities received on March 8, 1993.

Where information was lacking, assumptions and allowances have been made, based where possible on discussion with the architects and their consultants.

Pricing is based on current March 1993 costs, and an estimating contingency of 10% has been added to reflect the level of information available.

It is assumed that competitive bids for all trades will be received, unless noted otherwise, and that the contractor will be required to pay prevailing wages.

No escalation allowance has been added.

The following items are not included in this estimate:

- Washington State sales tax
- A/E fees
- Owner furnished and installed furniture, furnishings and equipment
- Post-contract contingency
- Owner's administration
- Off-site work including but not limited to improved vehicle access and utility upgrading
- Toxic waste removal
- Escalation beyond March 1993

Project Description

The existing Brewhouse and Warehouse is to be rehabilitated. The site is large and demolition of infill structures and extensive site improvements are within the scope of work.

The consultant has no control over the cost of labor, materials, or equipment, or over the contractor's method of determining prices, or over competitive bidding or market conditions, the statement of probable construction cost provided for herein is made on the basis of professional experience and qualifications. The estimate represents the consultant's best judgment as a professional construction consultant familiar with the construction industry. However, the consultant does not guarantee that proposals, bids, or the construction cost will not vary from statements of probable cost prepared by them.

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
Overall Summary				
A. Brewhouse	17,000	SF	108.47	1,844,000
B. Warehouse	69,600	SF	84.35	5,871,000
C. Siteworks				1,605,000
Total Estimated Construction Cost, March 1993 dollars				**9,320,000**

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
A. Brewhouse				
Seismic upgrade, rehabilitation of exterior walls, restructuring roof areas	17,000	SF	25.00	425,000
Roof finish, including flashing, insulation	3,200	SF	10.00	32,000
Allow for roof drainage	1	LS	5,000.00	5,000
Pitched roof repairs, eaves treatment, drainage, insulation	864	SF	20.00	17,280
Tuckpoint wall	18,100	SF	5.00	90,500
Clean and seal wall	18,100	SF	3.50	63,350
Remove paint strip	1	LS	2,000.00	2,000
Arched window, prepare opening	522	SF	45.00	23,490
Standard window, prepare opening	2,572	SF	33.00	84,876
New entry doors	2	PR	3,000.00	6,000
Allow for dressing stone	1	LS	1,500.00	1,500
Allow for wall insulation, framing, 5/8" gwb	18,100	SF	3.50	63,350
New cornice	254	LF	120.00	30,480
Allowance for cutting openings in masonry wall, new sill, lintels and jambs	1,056	SF	21.00	22,176
New interior structural floor	400	SF	30.00	12,000

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
Allow for removing all debris, prior to build-out	1	LS	20,000.00	20,000
Allow for cutting opening in interior bearing wall	1	LS	1,000.00	1,000
Allow for new stair and shaft	2	EA	40,000.00	80,000
Allow for elevator and shaft	1	EA	130,000.00	130,000
Allow for toilet room	2	EA	25,000.00	50,000
Allow for miscellaneous cutting and patching	1	LS	25,000.00	25,000
Allow for partitions, doors, finishes at core areas	17,000	SF	2.00	34,000
Allow for plumbing	17,000	SF	1.00	17,000
Allow for HVAC , main equipment only	17,000	SF	4.00	68,000
Allow for fire protection	17,000	SF	2.00	34,000
Allowance for electrical supply and distribution	17,000	SF	3.00	51,000
Allowance for lighting and power at core areas	17,000	SF	1.00	17,000
Allowance for special electrical systems	17,000	SF	1.50	25,500
Subtotal, Brewhouse				**1,431,502**
General Conditions, Overhead and Profit			12.00%	171,800
Estimating contingency			15.00%	240,500
Total, Brewhouse				**1,843,802**

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
B. Warehouse (including both additions)				
Seismic upgrade, rehabilitation of exterior walls, restructuring roof areas	69,600	SF	15.00	1,044,000
Roof finish, including flashing, insulation	27,700	SF	10.00	277,000
Allow for skylights	1	LS	15,000.00	15,000
Allow for roof drainage	1	LS	30,000.00	30,000
Allow for parapet wall rework	1	LS	3,000.00	3,000
Allow for gutter	525	LF	8.00	4,200
Demolish and remove two-story concrete structure at east end of warehouse	300,000	CF	0.25	75,000
Tuckpoint wall	33,374	SF	5.00	166,870
Clean and seal wall	36,232	SF	2.50	90,580
Allow for exterior wall framing and finish after removal of existing infill structure	11,120	SF	25.00	278,000
Masonry repair	1,000	SF	4.00	4,000
Allow for wall insulation, framing, 5/8" gwb	40,000	SF	3.50	140,000
Arched window, prepare opening	114	SF	45.00	5,130
Circular window, prepare opening	7	SF	65.00	455
Standard window, prepare opening	13,428	SF	33.00	443,124

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
Remove and replace existing cornice	340	LF	100.00	34,000
Allow for cutting openings in masonry wall, new sill, lintels and jambs	1,600	SF	21.00	33,600
New veneer and back up framing at existing door opening	80	SF	18.00	1,440
New entrance door, 6'-0" x 10'-	1	EA	2,500.00	2,500
New entry door and transom, 8'-0" x	1	EA	5,000.00	5,000
Standard window in new wall	1,344	SF	26.00	34,944
Demolish and remove one story infill structure	54,000	CF	0.20	10,800
Allow for miscellaneous exterior demolition	1	LS	5,000.00	5,000
Dryvit system over cmu/concrete	8,720	SF	5.00	43,600
Allow for weatherproofing sills	800	SF	5.00	4,000
Construct header at top of wall, flash and weatherproof	58	LF	40.00	2,320
Structural floor system	600	SF	25.00	15,000
Allow for removing miscellaneous	69,600	SF	0.40	27,840
Allow for demolition for new construction	1	LS	15,000.00	15,000
Allow for removing structural floor system at upper level	12,300	SF	5.00	61,500
Allow for cutting opening in load bearing wall	1,080	SF	15.00	16,200

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
Sliding fire door, 10'-0" x 12'-0"	6	EA	6,000.00	36,000
New stair and shaft (old warehouse)	2	EA	50,000.00	100,000
New stair and shaft (east warehouse)	3	EA	35,000.00	105,000
Roof penthouses	1	LS	40,000.00	40,000
New elevator and shaft (old warehouse)	2	EA	130,000.00	260,000
New elevator and shaft (east warehouse)	2	EA	50,000.00	100,000
Allow for toilet room	8	EA	25,000.00	200,000
Allow for partitions, doors, finishes at core areas	69,600	SF	1.00	69,600
Allow for plumbing	69,600	SF	0.40	27,840
Allow for HVAC, main equipment only	69,600	SF	4.00	278,400
Allow for fire protection	69,600	SF	2.00	139,200
Allow for electrical supply and distribution	69,600	SF	2.50	174,000
Allow for lighting and power at core	69,600	SF	0.50	34,800
Allow for special electrical systems	69,600	SF	1.50	104,400
Subtotal, Warehouse				**4,558,343**
General Conditions, Overhead			12.00%	547,000
Estimating contingency			15.00%	765,800
Total, Warehouse				**5,871,143**

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
C. Siteworks				
Demolish and remove concrete building	108,000	CF	0.25	27,000
Demolish and remove steel frame building	20,000	SF	3.50	70,000
Demolish and remove concrete, single story building	1	LS	15,000.00	15,000
Dump fees	1	LS	35,000.00	35,000
Allow for foundation drainage	1,500	LF	6.00	9,000
Allow for incoming electrical, including transformer	1	LS	100,000.00	100,000
Allow for sewer piping and pump station	1	LS	200,000.00	200,000
Allow for incoming water line	1	LS	40,000.00	40,000
Allow for stormwater piping and oil/water separator	1	LS	40,000.00	40,000
Allowance for site paving, landscaping, parking	120,000	SF	5.00	600,000
Allow for site lighting	1	LS	60,000.00	60,000
Allow for miscellaneous site improvements	1	LS	50,000.00	50,000
Subtotal, Siteworks				**1,246,000**
General Conditions, Overhead			12.00%	149,500
Estimating contingency			15.00%	209,300
Total, Siteworks				**1,604,800**

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL

Tenant Improvement Costs

The following are estimated costs/SF for various types of tenant improvements. These are in addition to the previous costs for building restoration and rehabilitation.

Open plan office	$10 - $18
mix	$16 - $30
rooms	$28 - $45
Residential	$20 - $50
Museum/display areas	$30 - $40
Restaurant	$50 - $70
Hotel/Conference Facility	$50-$90
Retail/Commercial	$35-$55

Comparative Renovation Costs

Franklin High School, Seattle
- Estimated March 1987 @ 66.95/SF
- Escalated to March 1993 @ 4%/annum = $84.71/SF

Olympic Cold Storage, Seattle
(1201 Western Building)
- Estimated 1987 @ 58.50/SF
- Escalated to March 1993 @/Annum = $73.39/SF

DESCRIPTION	QUANTITY	UNIT	RATE	TOTAL
The following estimate is for temporary rehabilitation measures to halt further deterioration of the Brewhouse.				
Brewhouse				
Structural upgrade roof area	3,200	SF	25.00	80,000
Roof finish	3,200	SF	5.00	16,000
Allowance for roof drainage	1	LS		5,000
Temporary Cornice/Projection	254	LF	60.00	15,240
Allowance for removing all debri	1	LS		15,000
Subtotal				**131,240**
General Conditions, OH & Profit		15%		19,700
Estimated Contingency		25%		32,800
Total				**183,740**

Most Likely Uses

- Single tenant office complex, either government agency or private sector
- Multi-tenant office complex
- Regional conference center
- Conference center with hotel, potentially new construction of guest rooms

Most Difficult Use

- Cultural center with some combination of museum, exhibition, performance and studio space
- Residential complex with some combination of rental and condo, with the potential for additional new construction
- Retail complex, presumably multi-tenant and theme oriented

Tenant Specific Uses (Ability to deliver depends on identification of specific individual user and matching program needs to existing physical plant.)

- Community college campus
- Public or private, primary or secondary school
- Cottage industry: brewery, light manufacturing

Partial Uses (Appropriate uses in conjunction with more significant primary uses.)

- Restaurants
- Health/sports facility
- Public access/waterfront recreation

Other Uses

- Low security detention center

Use:	**Single-Tenant Office**	
Description:	Office complex for State agency or larger corporation. Best use would not be pure office, but would include conference, warehouse, or lab space.	
Bldg. Uses:	Brewhouse:	Offices
	Original Warehouse & West Addition:	Offices
	East Addition Lower:	Parking
	East Addition Upper:	Open office, lab, Warehouse, conference
	Connector:	Lobby, core, vertical circulation
	Rail Docks:	Demolish, create terrace or parking
	Keg House:	Separate offices
	Gift Shop:	Cafeteria, restaurant
Land Area:	Upland:	Terrace for parking
	Apron:	Parking or landscape
	Waterfront:	Boardwalk
	Park:	Not connected
	Rail Spurs:	Ignore
Critical Factors:	Efficient space planning required; difficult match for single tenant, parking requirements should be calculated.	
Complementary Uses:	Restaurant, public recreational access. Other uses depend on nature of tenant.	
New Construction:	Potential structured parking, new bldgs on apron or uplands possible.	

Use:	**Multi-Tenant Office**	
Description:	Divide complex into individual office building components with central circulation/common area.	
Bldg. Uses:	Brewhouse:	Offices
	Original Warehouse & West Addition:	Offices
	East Addition Lower:	Parking/storage
	East Addition Upper:	Trade shows, light manufacturing
	Connector:	Central lobby
	Rail Docks:	Demo/parking/connection to Keg House
	Keg House:	Office
	Gift Shop:	Office or restaurant
Land Area:	Upland:	Terraced parking
	Apron:	Parking or landscape
	Waterfront:	Boardwalk or natural
	Park:	Not connected
	Rail Spurs:	Ignore
Critical Factors:	Vertical transportation, covered access, easy, common building entry, unifying concept for complex; use of Whse 2 upper most difficult.	
Complementary Uses:	Restaurant	
New Construction:	None, other than improvements to existing buildings, central entry.	

Use:	**Conference Center**	
Description:	Regional conference and convention center used by government agencies, educational institutions and regional organizations.	
Bldg. Uses:	Brewhouse:	Conference rooms
	Original Warehouse & West Addition:	Conference rooms
	East Addition Lower:	Parking
	East Addition Upper:	Major convention space
	Connector:	Greenhouse lobby
	Rail Docks:	Demolish, create terrace
	Keg House:	Banquet, conference
	Gift Shop:	Restaurant
Land Area:	Upland:	Terrace for parking or parking structure
	Apron:	Landscape or park
	Waterfront:	Boardwalk
	Park:	Not connected or bridge & parking
	Rail Spurs:	Not a part
Critical Factors:	High occupant loading - life safety and access; flexibility of space especially whse 2 upper; parking; seasonality of legislative seminars; access from highway.	
Complementary Uses:	Hotel, entertainment, restaurants, small amount of retail.	
New Construction:	Potential hotel on adjacent land - uplands or within bowl.	

Use:	**Hotel with Conference Facilities**		
Description:	Combination of medium price hotel with banquet, conference facilities.		
Bldg. Uses:		A	B
	Brewhouse:	Guest rooms	Conference
	Original Warehouse & West Addition:	Guest rooms	Conference
	East Addition Lower:	Parking	Parking
	East Addition Upper:	Conference	Hotel rooms
	Connector:	Lobby	Lobby
	Rail Docks:	Public arcade	Arcade
	Keg House:	Guest rooms	Conference
	Gift Shop:	Restaurant	Restaurant
Land Area:	Upland:	Structured parking	
	Apron:	Landscape, tennis courts, parking	
	Waterfront:	Boardwalk, natural	
	Park:	Not connected	
	Rail Spurs:	Running trails	
Critical Factors:	Proportion of room count to size of conference facilities, access from highway. Cost of interior furnishings.		
Complementary Uses:	Health club; limited retail.		
New Construction:	Possibility of conference center in existing building with hotel guest rooms as all new construction.		

Use:	**Cultural Facility**	
Description:	State or County mixed-use cultural facility with performance, museum, exhibition and studio space.	
Bldg. Uses:	Brewhouse:	Studio, admin space
	Original Warehouse & West Addition:	Studio, exhibit space
	East Addition Lower:	Parking, exhibit or studio space
	East Addition Upper:	Performance, major exhibit
	Connector:	Circulation
	Rail Docks:	Demo/terrace
	Keg House:	Exhibit, cafeteria
	Gift Shop:	Retail, exhibit
Land Area:	Upland:	Terraced parking
	Apron:	Landscape
	Waterfront:	Boardwalk, natural
	Park:	Pedestrian bridge to parking
	Rail Spurs:	Not used
Critical Factors:	Funding source, demonstration of need, high public utilization: parking, access.	
Complementary Uses:	Restaurant, museum store, craft store, weekend markets, public recreational use, theaters.	
New Construction:	Little to none, perhaps parking.	

Brewhouse & Warehouse Potential Uses

Use:	**Market Rate Residential**	
Description:	Conversion of entire complex to residential, rental or condo, with some peripheral uses.	
Bldg. Uses:	Brewhouse:	Loft apartments/condos
	Original Warehouse & West Addition:	Loft apartments/condos
	East Addition Lower:	Parking
	East Addition Upper:	Townhouse apartments - double load?
	Connector:	Lobby, services
	Rail Docks:	Demo/terrace
	Keg House:	Health club/restaurant
	Gift Shop:	Restaurant, specialty
Land Area:	Upland:	New construction residential units
	Apron:	Landscape, tennis courts
	Waterfront:	Boardwalk, natural
	Park:	Not connected
	Rail Spurs:	Access road to additional units
Critical Factors:	Sufficient new construction to spread cost of primary rehab; windows and natural light; waterfront amenity.	
Complementary Uses:	Restaurant, entertainment, health club.	
New Construction:	Perhaps 200 additional units on upland or along rail spur slope.	

Use:	**Community College**	
Description:	Higher education facility - day students with classrooms, library, offices.	
Bldg. Uses:	Brewhouse:	Admin/offices
	Original Warehouse & West Addition:	Classrooms, labs, offices
	East Addition Lower:	Parking
	East Addition Upper:	Large lecture halls, auditorium, performance
	Connector:	Multi-purpose, circulation
	Rail Docks:	Demo or student cloisters/arcade
	Keg House:	Classrooms
	Gift Shop:	Classrooms, cafeteria, restaurant
Land Area:	Upland:	Terraced parking, structural parking
	Apron:	Lawns, tennis
	Waterfront:	Natural
	Park:	Not included
	Rail Spurs:	Ignore
Critical Factors:	Parking, life safety, match spaces to uses, find a tenant, access and traffic.	
Complementary Uses:	Few	
New Construction:	None	

Use:	**Grade School, Public or Private**	
Description:	Convert building to a school facility with classrooms, auditorium, outdoor play areas, admin, etc.	
Bldg. Uses:	Brewhouse:	Admin.
	Original Warehouse & West Addition:	Classrooms, labs
	East Addition Lower:	Classrooms
	East Addition Upper:	Auditorium, gymnasium
	Connector:	Circulation, library
	Rail Docks:	Demo/terrace
	Keg House:	Classrooms, labs, cafeteria
	Gift Shop:	Classrooms, cafeteria
Land Area:	Upland:	Natural, bus stops
	Apron:	Play areas, sports fields
	Waterfront:	Hard boundary
	Park:	Not connected
	Rail Spurs:	Ignore
Critical Factors:	Need - find a tenant, low traffic impact, low parking, considerable stringent standards and regulations, potential shortage of outside sports area.	
Complementary Uses:	Few	
New Construction:	None	

Interviews

The following summaries are from conversations with individuals from Washington Department of General Administration, Thurston County Economic Development Council, and the Olympia Brewery.

Beth Longnecker, Real Estate Agent, Division of Property Development, Department of General Administration, State of Washington

The Division of Property Development receives and administers all State departmental requests for office space. Once the space need is approved, they advertise for leased premises by public bid. All premises and leases must conform to an onerous set of specifications and terms. Respondents must meet these criteria, pass inspection, and accept pre-determined rental rates. The current maximum rate for Class A office space is $9.45/square foot for government offices in the Olympia area.

Not only that, but the landlord must provide a flagpole.

Only one historic structure is being used as State office space, the McCleary Mansion, currently occupied by the Office of Archeology and Historic Preservation. It was leased at a time of extreme shortage of office space, and does not meet the regular criteria. I will investigate how this building was approved, as there must be some political process for exceptional space.

Ms. Longnecker indicated that there are currently no departments seeking office space and that once the Department of Ecology moves into its new facility, 200,000 square feet of leased office space will be vacated in the Olympia area. She also knows of no departments which have approval to consolidate their offices into one building. She suggested that for at least the next year it is likely that the State will reduce and consolidate its office needs rather than looking for additional premises.

In discussing alternate uses for the brewery complex, she suggested that a shortage exists of conference and convention facilities in the Olympia area. A performing arts complex recently opened in downtown Olympia, reducing the need for additional cultural facilities.

Nancy Watkins, Director, Thurston County Economic Development Council

The council's primary purpose is to promote commercial and industrial job creation in the County, but the biggest user they are talking to needs only 10,000 square feet. Ms. Watkins was formerly with the Bellevue Visitors and Conventions Bureau and confirmed the need for convention and conference facilities in Olympia. She discussed a planned community college training center complex which is expected to bring more meeting business to the area.

She felt strongly that a successful convention facility would need an adjacent hotel with at least 300 rooms. Because of this, other local hotels have been resisting municipal efforts to build a convention center. The City of Olympia has been discussing convention facilities to help resurrect their downtown, but no substantial parcels are currently available. It seems that none of the municipalities can agree as to the best location for this facility, and there has not been a willingness to fund the center cooperatively.

The Bellevue convention center apparently has one large space of 36,000 square feet plus numerous other smaller meeting rooms. The existing brewery facility could probably be close in terms of size and features to the Bellevue complex. It may be worthwhile to retain a set of drawings, if possible, or speak with the Bellevue consultant, Kanellos Astor.

Roger Haag, Plant Manager, Olympia Brewery

They are willing to permit whatever studies the City wishes to perform without a commitment on the Brewery's part and at some time would entertain a sale.

They have no emotional or historic attachment to the facility and simply use it as a somewhat inconvenient Warehouse. At the same time, it is an asset and if it has value they expect the lion's share of it. They would not accept the replacement costs of a new Warehouse building. Once we know more about the building, we can calculate what they might consider to be an economic price.

Existing Conditions

The project area is divided into six distinct subareas:

1. Southern Uplands including commercial and residential uses and the southern portion of Tumwater Falls Park.
2. Deschutes Way including the roadway, restaurant and parking, and the historic Nathaniel Crosby III House and the Henderson House.
3. Ravine consisting of the Tumwater Falls and associated trails.
4. Olympia Brewing Company Complex including the existing brewery facilities and the Leopold Schmidt House.
5. South Capitol Lake Lowlands including the Tumwater Historical Park, the Old Olympia Brewhouse complex, and South Capitol Lake with its associated shorelines and marshland.
6. Bluff consisting of the system of steep, wooded slopes that define the boundaries of the subareas.

The following is a brief summary of the subarea existing conditions:

Southern Uplands

Physical Features

This subarea is bounded by Capitol Boulevard to the east, "E" Street to the south, Deschutes Way to the west, and the Upper Falls in the Tumwater Falls Park to the north. South of "C" Street the land has been terraced or evenly graded for commercial and residential buildings, parking, roads, and multi-use park play areas. The northern portion of the subarea is captured by steep slopes (15-20 feet high) to the east and west which support Capitol Boulevard and Deschutes Way respectively. These are the beginnings of the bluff system which integrates the entire project area.

Structures and Site Features

Buildings are single-story commercial, multi-story residential, and single-story park structures. All buildings appear serviceable. The park buildings are visually compatible with their setting while the commercial and residential buildings as a group present a cluttered visual image at the southern tip of the project.

Deschutes Way

Physical Features

This subarea begins in the south at the intersection of Capitol Boulevard and ends in the north at the Crosby House. It is bounded on the west by Interstate 5 and on the east by park land. The road slopes evenly at approximately three-percent over its length (3,100 linear feet).

Structures and Site Features

The primary commercial structure fronting the road is the Falls Terrace restaurant which overlooks the upper falls. Parking for the restaurant is along both sides of the road. Two historic homes, the Crosby House and the Henderson House, are located at the north end of the road.

Ravine

Physical Features

The ravine is composed of wooded, steep bluffs that confine a series of waterfalls and rapids. The total elevation change from the upper falls to South Capitol Lake is approximately 80 feet.

Structures and Site Features

The built features in the ravine are limited to pedestrian trails and bridges and the remains of a few historic structures (foundations only).

Olympia Brewing Complex

Physical Features

This subarea is split by Custer Way and sits on high land almost completely surrounded by bluffs which surround the ravine to the west and the railroad tracks to the east. The land has been graded to accommodate the large floorplate buildings of the brewery and parking lots and the level, groomed grounds of the Schmidt House.

Structures and Site Features

Primary structures are the three large brewery buildings and the historic Schmidt House. The brewery buildings are visually dominant from numerous locations in the southern half of the project site. Other important site features include the brewery parking lots, Custer Way, and Boston Street (which connects Custer Way to Deschutes Way via the Division Street bridge). The access road for the Brewhouse is located at the Boston Street/Custer Way intersection. This road provides the only auto access to the east side of South Capitol Lake.

South Capitol Lake Lowlands

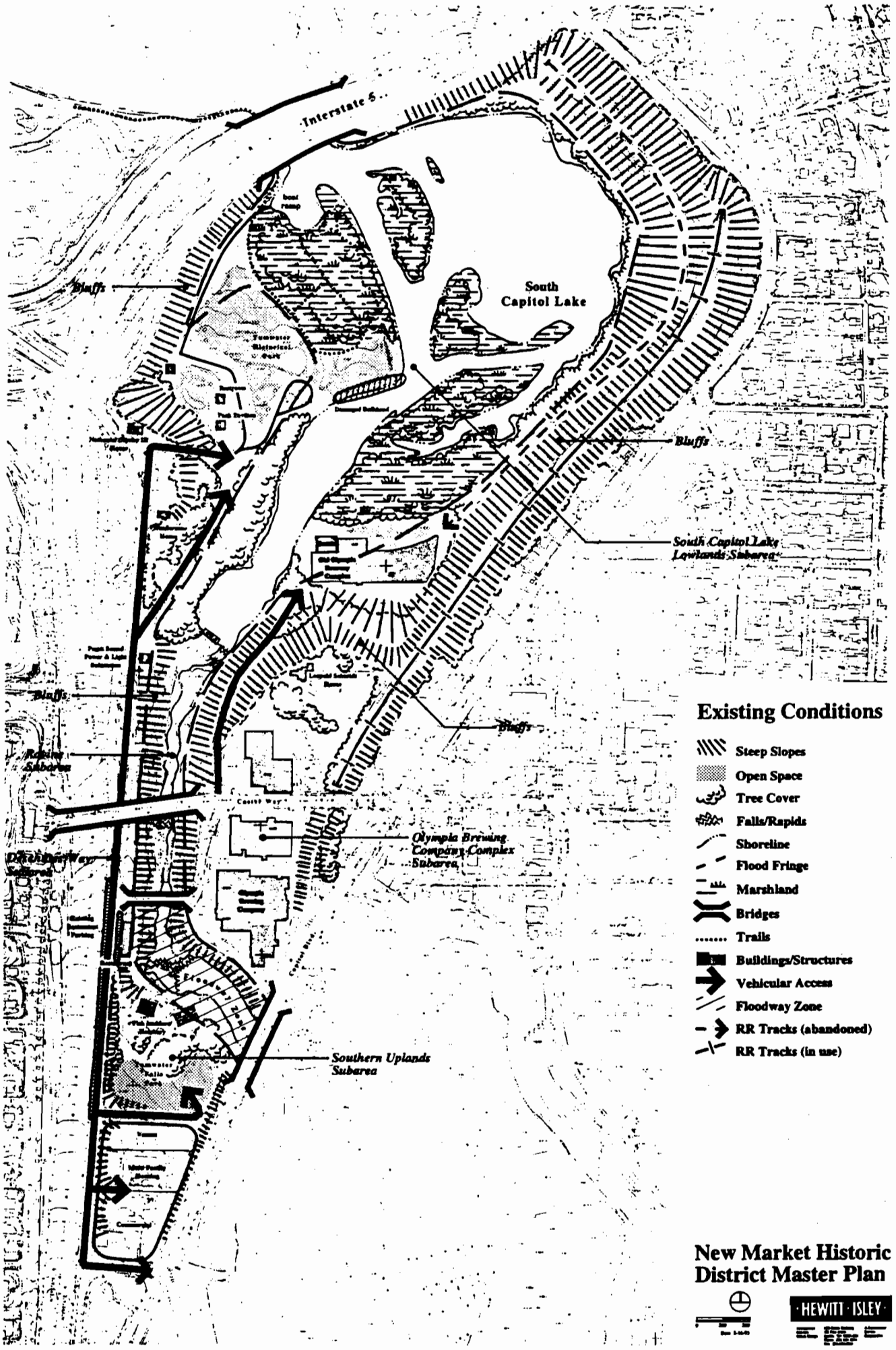
Physical Features

The lowlands subarea is comprised of the vegetated shorelines and marshlands of the South Capitol Lake Basin, the level, turfed grounds of the Tumwater Historical Park, and the flat graveled or paved areas around the Brewhouse Complex. The entire lowlands area is surrounded by bluffs.

Structures and Site Features

The Park has several small buildings all of which appear to be serviceable and regularly maintained. The majority of the Park's site features are in good condition. The exceptions are some marshland and park trails, the lookout at the northern tip of the marsh trail, and the northern boat ramp area, all of which should be refurbished. In addition, the breakwater along the east edge of the Park is in disrepair and needs reevaluation with regards to design and construction. This study is presently being undertaken by the Department of General Administration.

The primary structure in this subarea is the Brewhouse Complex. Portions of it are currently being used for brewery product warehousing by the owner. The building is of major historic significance to the City, but as it exists, it is in marginal physical condition. A more detailed analysis of this structure can be found in a separate section of this report.



New Market Historic District Master Plan

HEWITT · ISLEY

Bluffs

Physical Features

The steep slopes that exist within the project area are primarily densely vegetated, naturally occurring bluffs with slopes ranging from 30-100-percent. They are generally steep and unstable with soils having severe limitations for roads and buildings. The "bluffs" along Interstate 5 are manmade and recently landscaped; therefore, lacking the visual characteristics of the mature vegetation which occupies the other bluffs. The bluffs and their vegetation define the edges of the subareas and in general create an inwardly oriented visual experience with the water surfaces (river, falls, and lake) and their edges as the primary focus of the user.

Structures and Site Features

Any buildings that exist on the bluffs are minor structures. Site features such as roads, trails, and railroad tracks (one in use and one abandoned) cross or parallel the bluffs at various locations around the site but with minimal visual impact.

Within the project boundaries are numerous opportunities to enhance existing or create new facilities and activities. These potential improvements are consistent with the findings of the Deschutes River Special Area Management Plan, which include:

- The Deschutes River is an area of regional significance.
- The shoreline of the river is an area of historic importance.
- The river forms the heart of the community of Tumwater.
- The plan will protect and enhance the ecological value of the river and it's shorelines.
- The plan will provide an opportunity for development of the area in a manner consistent with the goals of the City of Tumwater.
- The plan will ultimately increase the public's access to, and enjoyment of the river and its shorelines.

These findings are the basis for development, both public and private, within the project.

The opportunities provided by the site fall into four principal categories:

- "First Settlement" Concept
- Brewhouse Redevelopment
- Park Improvements
- South Commercial Area Improvements

"First Settlement" Concept

The New Market area is rich in history. Presently there are numerous historical markers located throughout the two Parks, but no integrated system to tell the complete story of the "First Settlement in Washington." This master plan provides the opportunity to establish a comprehensive picture of the historic development of the area. These improvements should not only tell the story of New Market but also integrate with the modern-day use of the Parks. Several opportunities are available to create this historical district:

- Establish an historic district centered around the north end of Deschutes Way, Grant Street, and Simmons Road. This area could receive special paving in the streets or on sidewalks to denote the district and should create a new, stronger sense of arrival to the historic district, the Park, and ideally to the Brewhouse redevelopment.
- Design a new marker system to locate and describe the historic sites in the area. This marker could take the form of a building "frame" with light roof and concrete floor to be jointly used as an interpretive marker and park pavilion. The concept is to dot the shoreline with the symbolic "buildings" to capture the physical arrangement of the historic settlement while at the same time promoting access to the water's edge.
- Expand the existing trail system to connect all historic New Market sites. This would mean connecting the trails of Tumwater Falls Park with those of the Historical Park. In the past this idea has been discouraged but may now want to be reconsidered.

- Increase the buffer around the existing Puget Sound Power and Light substation.
- Remove the existing single-family residence on Simmons Way, and reclaim the property for park use.

Brewhouse Redevelopment

Investigation into the adaptive re-use of the Brewhouse is addressed in a separate section of this report. There are obvious physical problems related to the building that must be remedied.

Parking for the development could be accommodated in various locations. Lots or structures could be situated immediately adjacent to the building or in satellite locations in the two Parks. In addition, the first floor of the building may be adaptable for parking.

Potential access routes to the site are summarized by the four options included in this report. Some options may require intersection improvements on Custer Way. The one option that suggests a bridge connection across the Lake to the Brewhouse is not without precedent, as historical records indicate the existence of a bridge in the same general location as the one proposed.

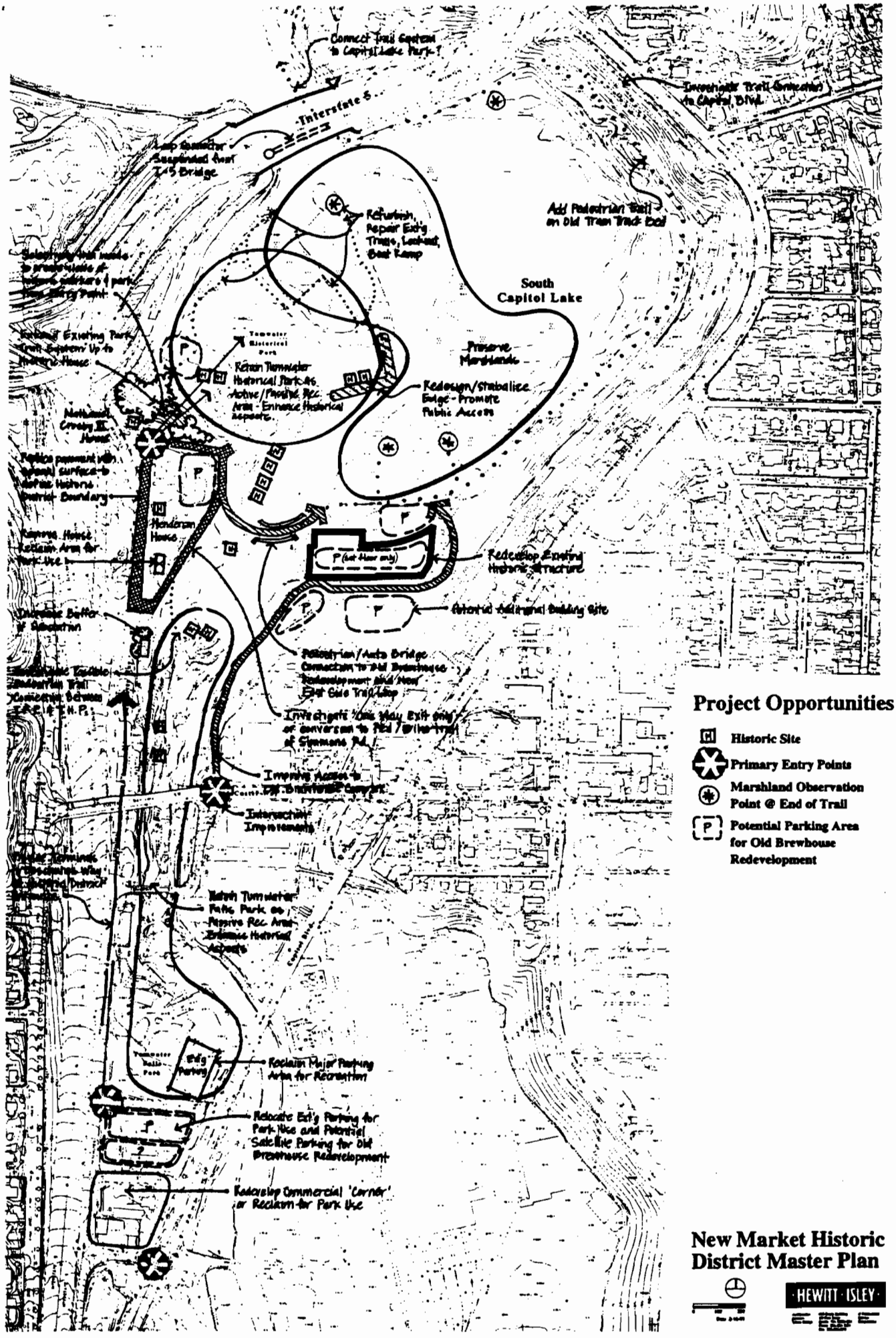
Any stormwater management requirements for the new parking lots, or site improvements must meet applicable codes.

Park Improvements

The existing recreation areas within the project boundary, Tumwater Falls Park, Tumwater Historical Park, and South Capitol Lake, are for the most part, in excellent condition and should be maintained as active/passive recreation facilities for public enjoyment. Minor repairs and improvements are warranted in the Historical Park on the marshland trail and lookout, some of the park trails, and the boat ramp. Major repairs are required along the damaged bulkhead. A redesign of the bulkhead may be justified in order to reconstruct the edges in a manner more aesthetically appropriate to the Park. The new edge may also promote increased water access for water craft. The Department of General Administration efforts in this regard should be coordinated with the Master Plan.

New improvements to the recreation areas could include:

- A new trail system around the east side of South Capitol Lake (using the abandoned railroad track bed). This trail system would require either a connection from the existing Falls Park trails or a new bridge over the lake at the lower falls area. This new bridge could also accommodate vehicle access to the Brewhouse redevelopment. The trail would include several marshland observation points. Ideally, the east side trail would connect back across the Lake in order to complete a "loop" system. This connector could be suspended from the I-5 bridge. Other potential connections from this trail could be to Capitol Boulevard and to Capitol Lake Park in Olympia. However, property ownership and topographic conflicts may preclude these connections.
- The primary parking area in Tumwater Falls Park could be reclaimed for additional recreation area if the parking lot were relocated to the vacant parcel immediately south of the Park.



Project Opportunities

- Historic Site
- Primary Entry Points
- Marshland Observation Point @ End of Trail
- Potential Parking Area for Old Brewhouse Redevelopment

New Market Historic District Master Plan

HEWITT · ISLEY

South Commercial Area Improvements

The southern-end of the project area needs improvement. A strong case can be made that the intersection of Deschutes Way and Capitol Boulevard is a primary arrival point to the New Market area. With this in mind, the existing commercial and residential structures at that intersection need a facelift. Buffering of parking and the addition of street trees and landscaping along Capitol Boulevard and Deschutes Way should be minimum improvements. The existing structures could use facade improvements in the short-term. The long-term goal should be to reevaluate the existing land uses at that intersection, modify them and if necessary, create a more appropriate entry image for the New Market district. The *Draft Tumwater Land Use Plan* identifies this area for mixed-use development and that designation appears to be appropriate at this time.

Land Use

Surrounding land uses present no significant problems nor offer no particular opportunities for potential activities on the site. To the north and west of the site is the Interstate 5 freeway and Deschutes Way which create a major barrier between the site and adjacent uses. To the east of the southern portion of the site is the Olympia Brewery. To the east at the northern portion of the site a combination of commercial and residential uses can be found. These uses are removed from the site by an elevation change of almost 100 feet and very steep, wooded slopes. An active Union Pacific railroad line traverses this hillside. Noise from the railroad could have an effect on potential uses for the site. The residential uses have filtered views across the site and could be affected by lighting conditions on the site. Noise generation on site and its potential effect on the up-hill residential use will have to be taken into consideration. Other than lighting impacts, it is not likely that redevelopment on the site will effect any views from residential uses. There are dramatic views of the site traveling south on Interstate 5 but they are limited by traffic dividers and speed of travel. To the south of Tumwater Falls Park, between "C" and "E" streets is an area of mixed residential and commercial uses including restaurants. There are also unoccupied parcels. The area appears transitional in nature and offers the potential of public or private development supportive to the historic district.

Zoning

Current base zoning for the majority of the site is Historic/Commercial (HC) Zone District. Its intent is to recognize and protect the historic nature of the site and to promote its redevelopment in a sensitive manner appropriate to its context and history. Permitted uses include parks and open space; single and multi-family residential (without density requirements or limitations), personal and professional services (offices), general retail, food and drink establishments, post office, library, museum and art galleries, wholesaling, manufacturing, assembling, warehousing, storing, repairing, fabricating or handling of products entirely within a building (presumably to accommodate existing brewery activities), support facilities, and child and adult care facilities. On site hazardous waste treatment and storage is permissible as an accessory use. Excluded uses include general offices, conferencing facilities and hotels.

In the HC Zone all density regulations regarding lot size and coverage, height and yard setbacks are unspecified, but subject to City Council approval. The same is true of other potential development regulations. No building may be built, altered, or removed from the site without City Council approval. City Council is empowered to review, reject, or approve all plans for any structure erected within this historic district. There are no guidelines except that proposals should help "recreate the ambiance and landscape of the historic district as it existed from 1845 to 1906."

The area occupied by the new brewery structures and the hatchery site is currently zoned Commercial/Industrial (CI) Zone District. These sites are presently occupied by existing, viable structures. The Tumwater Falls Park is zoned Greenbelt (GB) Area Zone District and permits only open space uses and parks and recreation facilities. The existing restaurant site is zoned Commercial Medium Intensity (CM) Zone District and is limited to the existing building and its immediate surroundings. The land parcels immediately south of Tumwater Falls Park between "C" and "E" streets are zoned Commercial Low Intensity (CCL) Zone District.

Overlay Zones

There are a couple of additional zones that overlay the above base zone that establish additional guidelines and criteria for development and construction on the site.

Limited Zone District

It is the purpose of this zone to protect those areas with significant environmental sensitivity. Authorized uses remain the same as in the underlying zone, but any development in the Limited Zone shall be processed as a PUD (Planned Unit Development). The intent of a PUD is to allow maximum flexibility in design and development and is subject to approval by the hearing examiner. This particular overlay zone appears superfluous to the underlying zone since that zone allows maximum flexibility, i.e., no specific regulations or development guidelines, and requires approval by City Council. It does, however, specify a detailed application procedure.

Flood Plain Zone District

It is the intent of this zone to protect people and property from flood losses. In the Flood Fringe (FF) subdistrict of this zone all structures must be built above base flood elevations and/or allow unobstructed flow of flood waters. Standards are delineated for achieving these results. Uses of the underlying zone are not affected. In the Floodway (FW) subdistrict of this zone any encroachments such as fill, structures, improvements, materials, etc., shall not be permitted in order to protect property and maintain floodwater flow.

Draft Tumwater Land Use Plan

Prepared as an element of the Tumwater Comprehensive Plan, the Draft Land Use plan was issued in February of 1993 and is currently under review. The Land Use Plan addresses the New Market Historic District as part of the Deschutes Neighborhood planning area, and designates that all development that occurs in the Historic District be subject to the standards and land use recommendations of the New Market Historic District Master Plan. The Land Use Plan also designates that the property located between "C" and "E" streets and Deschutes Way and Capitol Boulevard is suited for a combination of residential and low-level commercial use and has thus been given a mixed-use designation. As per the Land Use Plan, this designation would provide an opportunity to develop this area in a way that is transit-oriented, pedestrian friendly, and provides affordable housing and quality community design, and would take place with strict land use controls and design standards.

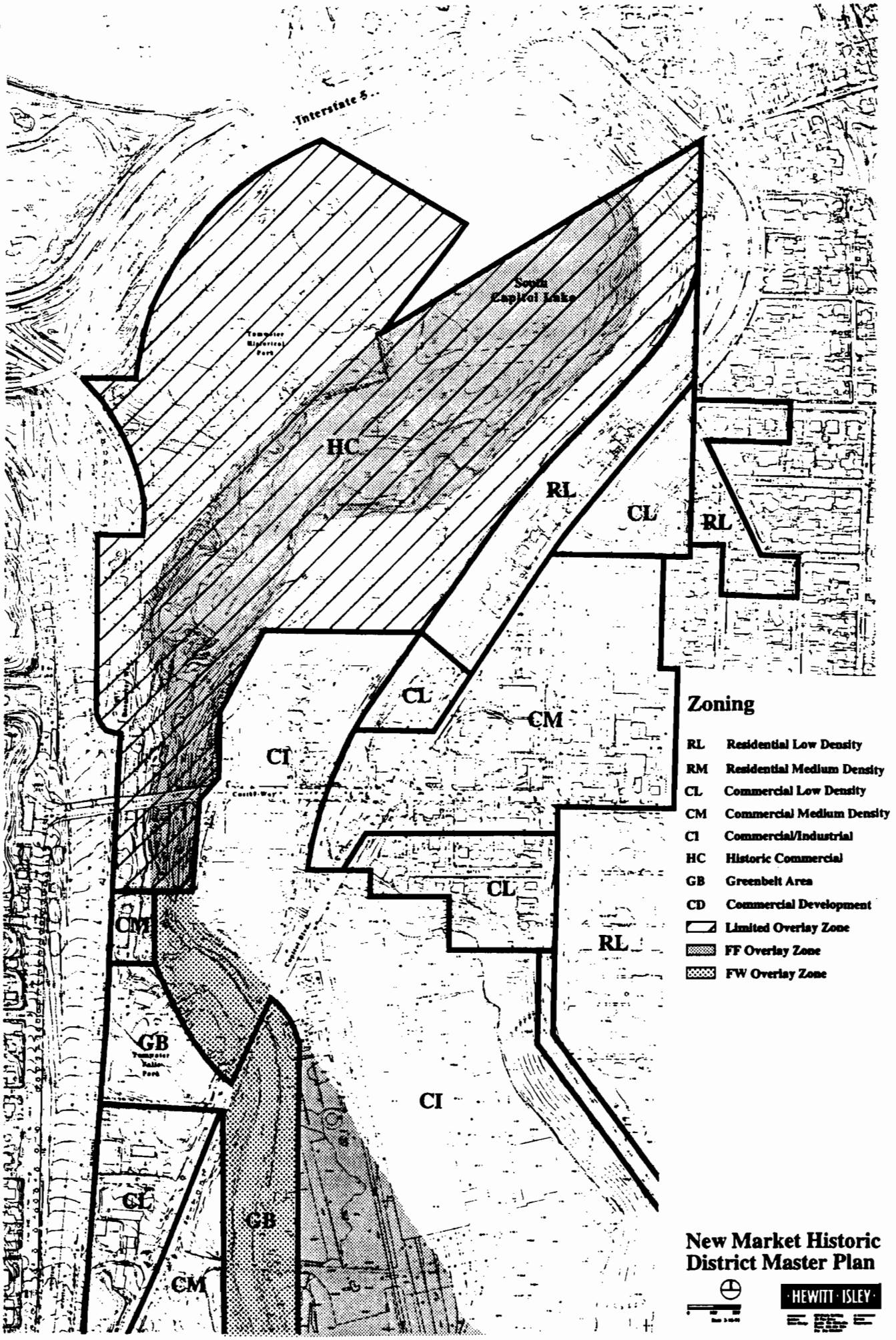
Deschutes River Special Area Management Plan

The Deschutes River Special Area Management Plan supplements and amends the Shoreline Master Program for the Thurston Region and is implemented under the authority of the Washington Shoreline Management Act.

The Plan specifically and directly governs only the shorelines as defined by the Act, which lie along the Deschutes River between Interstate 5 and Henderson Boulevard within the City of Tumwater. Recommendations are also included for adjacent lands of special importance. The plan attempts a balance between protection and enhancement of the river as a natural resource, public access for enjoyment by the community, and opportunities for development of adjacent lands. Policies of this plan include the following:

- To permit all existing land uses in the valley to continue, even if inconsistent with this plan, so long as they do not present a significant hazard to public safety or are not discontinued for extended periods.

- To encourage the continuation of land uses which preserve open space in the valley, including the golf course and privately- and publicly-owned parks.


Interstate 5
South Capitol Lake
HC
RL
CL
RL
CL
CM
CI
CL
RL
CM
GB
CI
CL
GB
CM
Zoning
RL Residential Low Density
RM Residential Medium Density
CL Commercial Low Density
CM Commercial Medium Density
CI Commercial/Industrial
HC Historic Commercial
GB Greenbelt Area
CD Commercial Development
Limited Overlay Zone
FF Overlay Zone
FW Overlay Zone
New Market Historic District Master Plan
HEWITT · ISLEY

- To protect and enhance fish, wildlife, and native plant habitat in the river and the valley.
- To give water-dependent and water-enjoyment activities and land uses, especially in-stream uses such as rafting and fishing, the highest priority in all decisions relating to the river and its shorelines.
- To provide all existing businesses and industries with opportunities for reasonable expansion or rehabilitation consistent with natural resource protection principles.
- To preserve natural vegetation along the river and upon the bluffs bordering the valley.
- To limit bluff-top development, including roads; and to ensure designs which minimize visual and noise impacts on the river and shoreline areas.
- To limit over-water construction to only pedestrian access and crossing structures and those projects specified in a historic area master plan.
- To prohibit the destruction or degradation of wetlands as defined by the City, and to permit encroachment upon wetland areas only as specified in this plan and only if accompanied by creation of substitute wetlands or by other mitigation measures satisfying state and federal standards.
- To encourage the natural ecological succession of the south basin of Capitol Lake.
- With rare exceptions as noted in this plan, to discourage over-water construction and development which directly abuts the river.

In addition the plan specifically encourages the rehabilitation of the Brewhouse for commercial use and specifically permits a new access bridge across the river, below the falls, in the context of an Historic District Master Plan. The plan also grants an individual and specific exception for over-water construction to construct replicas or architectural interpretations of historic structures along the falls area to the extent they were originally located over-water and in accordance to an Historic District Master Plan. The Plan specifically recommends preparing an Historic District Master Plan.

The Plan assigns the shorelines of the river in general "reaches" which prescribe guidelines and regulate intensity of development in each reach. The New Market Historic District falls in the "North Reach." Most of the district also falls within the "Riverine Corridor" area of the plan.

In the North Reach this Riverine Corridor extends to the top of adjacent bluffs plus 25 feet, to the nearest roadway or parking lot, to the foundation of an existing building, or to a distance of 150 feet from the mean high water mark, whichever is less.

There are a myriad of standards and regulations delineated within the plan that will apply to the New Market Historic District. Shoreline standards include the planting of indigenous vegetation within 25 feet of the ordinary high water mark and the preservation and enhancement of fish and wildlife habitat within the Riverine Corridor. Special plans and studies may be required by the City in support of specific proposed substantial developments within the Riverine Corridor. General policies, regulations, and designations of the "Rural Environment" of the Shoreline Master Program shall apply if not addressed specifically in this plan. Permitted primary uses for the North Reach provide adequate opportunity for developing a master plan for historic/commercial uses in the New Market Historic District. The plan specifies that commercial development structures shall be as provided in a Historic District Master Plan. Residential development is limited to a density of four units per acre gross with an impervious surface area not to exceed 30-percent. Design guidelines and regulations

for the Riverine Corridor will limit public access to the river to no more than 20-percent of the riverine area, require maintenance of a 25 foot strip of vegetation from ordinary mean high water for stabilization and habitat, allow over-water construction as specified in a historic district master plan, require compliance with planting provisions of the Deschutes Riparian Habitat Plan (below), and will prohibit parking and residential development.

Shoreline Master Program for the Thurston Region

Most of the shoreline issues for the New Market Historic District are addressed in the supplemental Deschutes River Special Area Management Plan and amend those herein. This program more specifically defines limitations on construction new residential activities to include a minimum lot size of 10 acres, a lot width of 300 feet measured at the ordinary high water mark and building set backline, structures set back 100 feet from the ordinary high water mark, and permitting single-family residences only.

City of Tumwater Conservation Plan

This conservation plan is a section of the City's Land Use Element of the Comprehensive Plan and addresses the conservation of natural resource lands (none identified in the New Market Historic District) and the protection of critical areas such as wetlands, aquifer recharge, or geological hazard areas identified in the New Market Historic District.

Wetlands

While wetlands are acknowledged in the historic district plan, they have not been mapped or categorized. They are likely to be categorized as either Class II or Class III. The following buffer requirements will apply.

- Class II: 200 feet to high intensity land use (commercial)
  100 feet to low intensity land use (<4 du/ac or recreation)
- Class III: 100 feet to high intensity land use
  50 feet to low intensity land use

These buffers can be reduced with a buffer enhancement plan including native vegetation or if the City determines there is no significant impact. Activities exempt from buffer include outdoor recreation, education and interpretation, utility installation, and minor modification of existing structures. Uses permitted within the buffers include low intensity, passive recreation.

Frequently Flooded Areas

These areas are identified in the Tumwater Zoning Ordinance (Floodway and Flood Fringe overlay zones) along with associated criteria and standards.

Fish and Wildlife Habitat Conservation Areas

While an outline of a specific area or areas is not available, it is acknowledged that the Deschutes River and associated wetlands are likely to be considered such an area. Allowed uses include floats, and docks; beach access and enhancement; outdoor recreation; open space, parks and trails; utilities; and remodeled existing structures. A "habitat protection plan" is required for all sites or areas to be developed.

Tumwater Parks and Recreation Plan

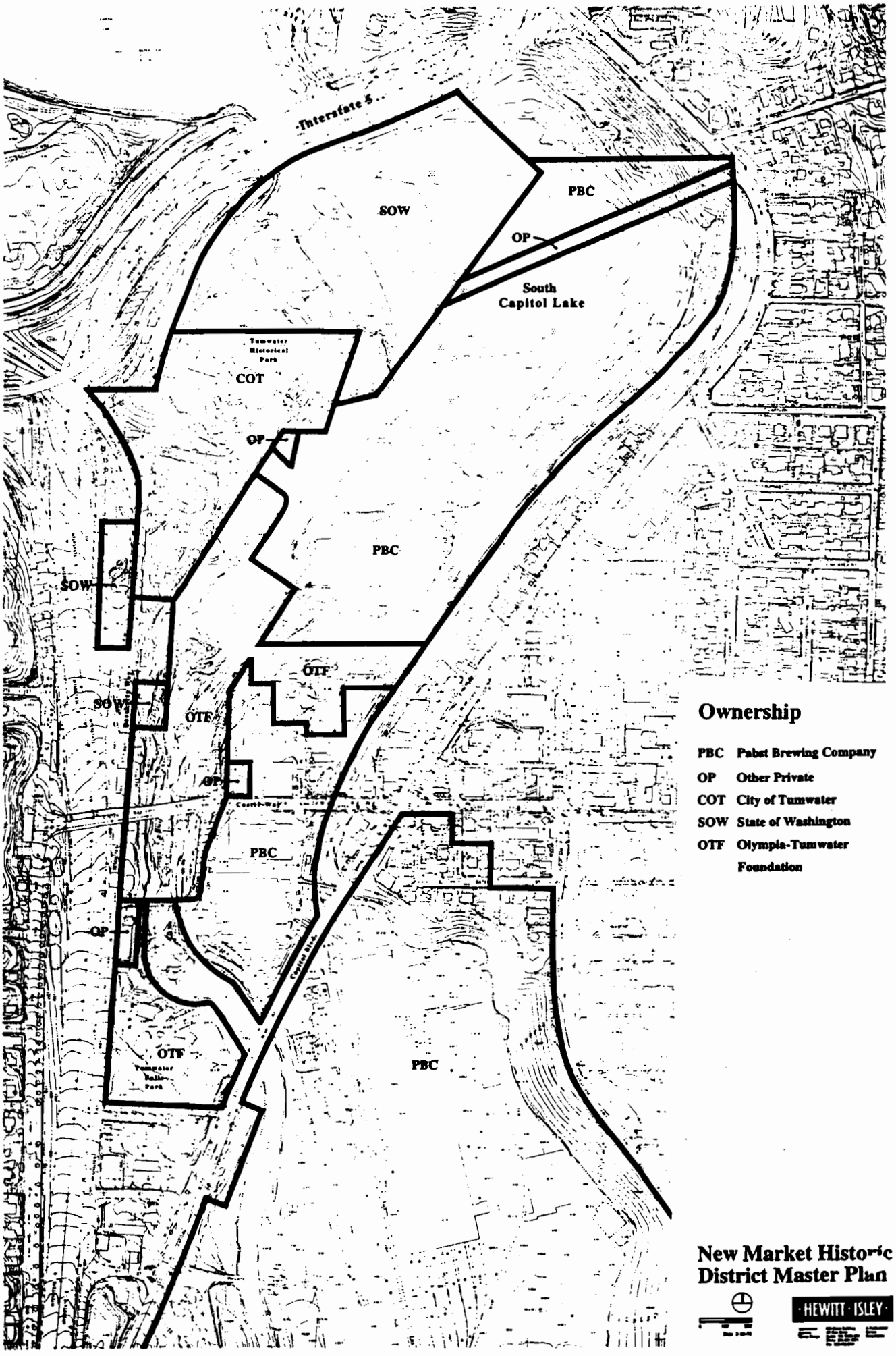
Both the Tumwater Falls Park (5 acres) and the Tumwater Historical Park (17 acres) are presently designated primarily for passive recreational use. They are the most used parks in the City of Tumwater according to survey respondents. This plan defers recommendations about future use to the New Market Historic District Master Plan. According to survey respondents the most needed or desired recreational activities include bicycle and hiking trails and associated activities including nature watching, open space, and new neighborhood and community parks. Future growth (20 years) indicates a need for additional community park space city-wide with the NE planning area (includes New Market Historic District) underserved by neighborhood parks. The plan does not mention goals or objectives that address historic interpretation, restoration, or preservation. The Urban Trails Plan for the cities of Lacy, Olympia, and Tumwater recommends connecting the Tumwater Falls Park and the Tumwater Historical Park with a walking trail.

Draft Deschutes Riparian Habitat Rehabilitation Plan

This plan is an amendment to the Shoreline Master Plan as recommended by the Deschutes River Special Area Management Plan. It recommends and describes specific habitat rehabilitation projects along the Deschutes River from Henderson Boulevard to Interstate 5. One project site falls within the New Market Historic District and is located in Capitol Lake near the Interstate bridge. The project calls for planting a 10-foot-wide strip of willows and dogwood trees in the rip-rap along the river's edge to provide shade and overhanging vegetation under which fish can hide. Another project site is within Tumwater Falls Park between the Columbia Way bridge and the Hatchery Building. This project calls for a variety of vegetation along the river bank to shade the river and provide overhanging vegetation for fish cover, to provide material to the river food cycle, and to stabilize the bank and provide access to the river.

Ownership

The site shares a variety of public and private ownership. The northern wetlands on the site are owned by the State of Washington. The majority of the eastern shoreline, hillside, and hilltop is the property of the Pabst Brewing Company. The City of Tumwater owns a portion of the lower Tumwater Historic Park (the State of Washington owns the rest), while the Olympia - Tumwater Foundation owns much of the Gorge and the upper Tumwater Falls Park. There are a few private outholdings including the Falls Terrace restaurant and power facilities by Puget Sound Power and Light. Each ownership brings different considerations and requirements.



Ownership

PBC	Pabst Brewing Company
OP	Other Private
COT	City of Tumwater
SOW	State of Washington
OTF	Olympia-Tumwater Foundation

New Market Historic District Master Plan

HEWITT · ISLEY

Background Information

The Old Olympia Brewery site is currently accessed by a steep and narrow roadway that is not adequate for two-way travel. (For purposes of this analysis, this existing access roadway will be referred to as **Old Brewery Road**.) This roadway intersects Custer Way just east of the Custer Way Bridge and is stop-sign controlled.

Access to the site is constrained by steep slopes and the Union Pacific Railroad to the east, the Deschutes River to the west, and I-5 and Capitol Lake to the north. These constraints make access to the site extremely difficult from every direction.

The *Living with Traffic on Tumwater Hill* report also indicates that "The movement causing the greatest problem is the east-west connection across the Deschutes River via the Custer Bridge." To solve this problem, "The recommendation is to seek alternative routings around Tumwater to divert as much traffic as possible away from the Custer Bridge." Therefore, access to the site is not only constrained by surrounding physical features, but is also constrained by the potential future increase in traffic on Custer Way. These increases would be minimized by implementing one or two new east-west corridors extending Trosper Road and/or Airdustrial Way to the east to connect with Yelm Highway. (The Airdustrial Way extension is identified in the *Draft Thurston Regional Transportation Plan* and the *Tumwater 1993-1998 Capital Facilities Plan).*

Despite all of the access constraints, four alternative access concepts have been developed, based on a site review. The alternatives, and a brief discussion of the advantages and disadvantages of each, are described below. A more detailed analysis of any of the alternatives would need to occur prior to making substantive decisions on development of the property. Schematic diagrams of each alternative are following.

Access Alternatives

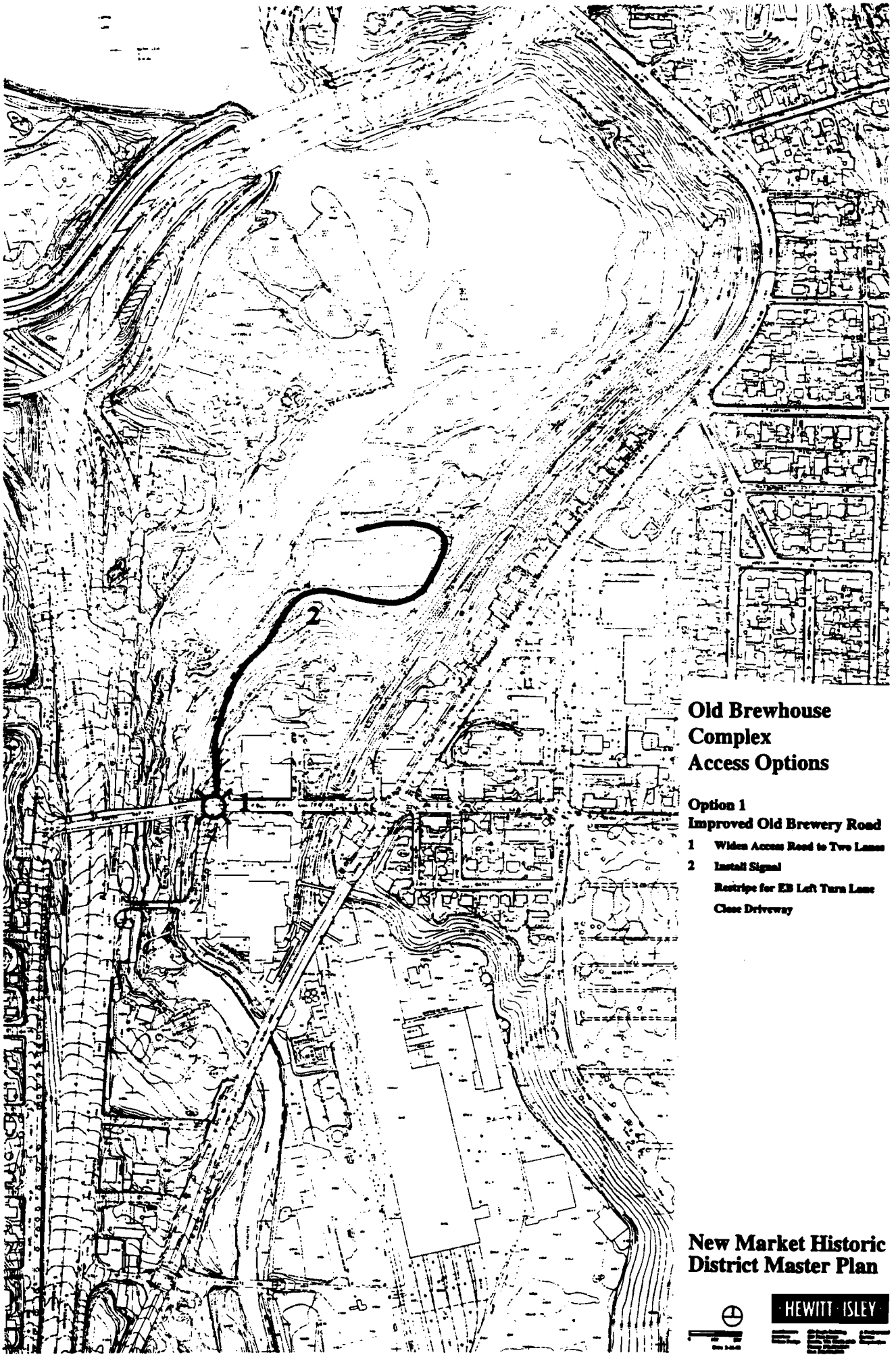
Option 1 - Improved Old Brewery Road

The existing Old Brewery Road could be widened to provide a minimum 22-foot-wide, two-way access roadway to the site. This widening would primarily need to occur east of the existing roadway requiring the construction of retaining walls in some areas. This option would require the following additional improvements:

- Installation of a traffic signal at the Custer Way/Boston Street/Old Brewery Road intersection. This need would depend to some degree on the intensity and type of development at the site. Hotel or office uses would likely cause the need for signalization while less intense uses that would primarily generate traffic during off-peak hours (interpretive center, museum) might not require a signal.

- With or without the signal, the eastbound Custer Way approach would need to be modified to provide one left-turn lane and one through lane, instead of the existing two through lanes. This modification would not require widening of the Custer Way bridge. There is probably enough width on this approach to also provide a short, right-turn lane to Boston Street with this revision. This would also require a modification to the eastbound receiving lanes on Custer Way, resulting in a free-moving, northbound, right-turn movement from Boston Street to Custer Way.

- The existing access driveway to the parking area for the small office building located just east of Old Brewery Road would need to be closed. Access to this parking lot,



Old Brewhouse Complex Access Options

Option 1
Improved Old Brewery Road

1 Widen Access Road to Two Lanes
2 Install Signal
Restripe for EB Left Turn Lane
Close Driveway

New Market Historic District Master Plan

HEWITT ISLEY

however, would still be provided from Schmidt Place and DeSoto Street around the existing brewery building.

Option 2 - Modified Old Brewery Road - One-Way Couplet

This option is the same as Option 1, except that a new, one-way, southbound roadway would be constructed from Old Brewery Road, under the Custer Way bridge, and terminating just east of the Division Street bridge. This option would make the existing Old Brewery Road one way in the northbound direction from Custer Way to its intersection with the new southbound alignment. This option would result in the following differences compared to Option 1:

- Signalization of the Custer Way/Boston Street/Old Brewery Road intersection would probably not be required; however, the channelization improvement to add the eastbound left-turn lane on Custer Way would still be needed.
- Widening of Old Brewery Road to a 22-foot-wide, two-way pavement section would only be needed north of the one-way couplet terminus.
- Revised intersection traffic control would be needed at the Division Street/Boston Street/new southbound Old Brewery Road intersection. At minimum, four-way stop control would be warranted with the potential need for signalization, depending on the intensity and type of development.
- Access to the existing office building parking lot could possibly remain; although, it would still be desirable to close this driveway access.

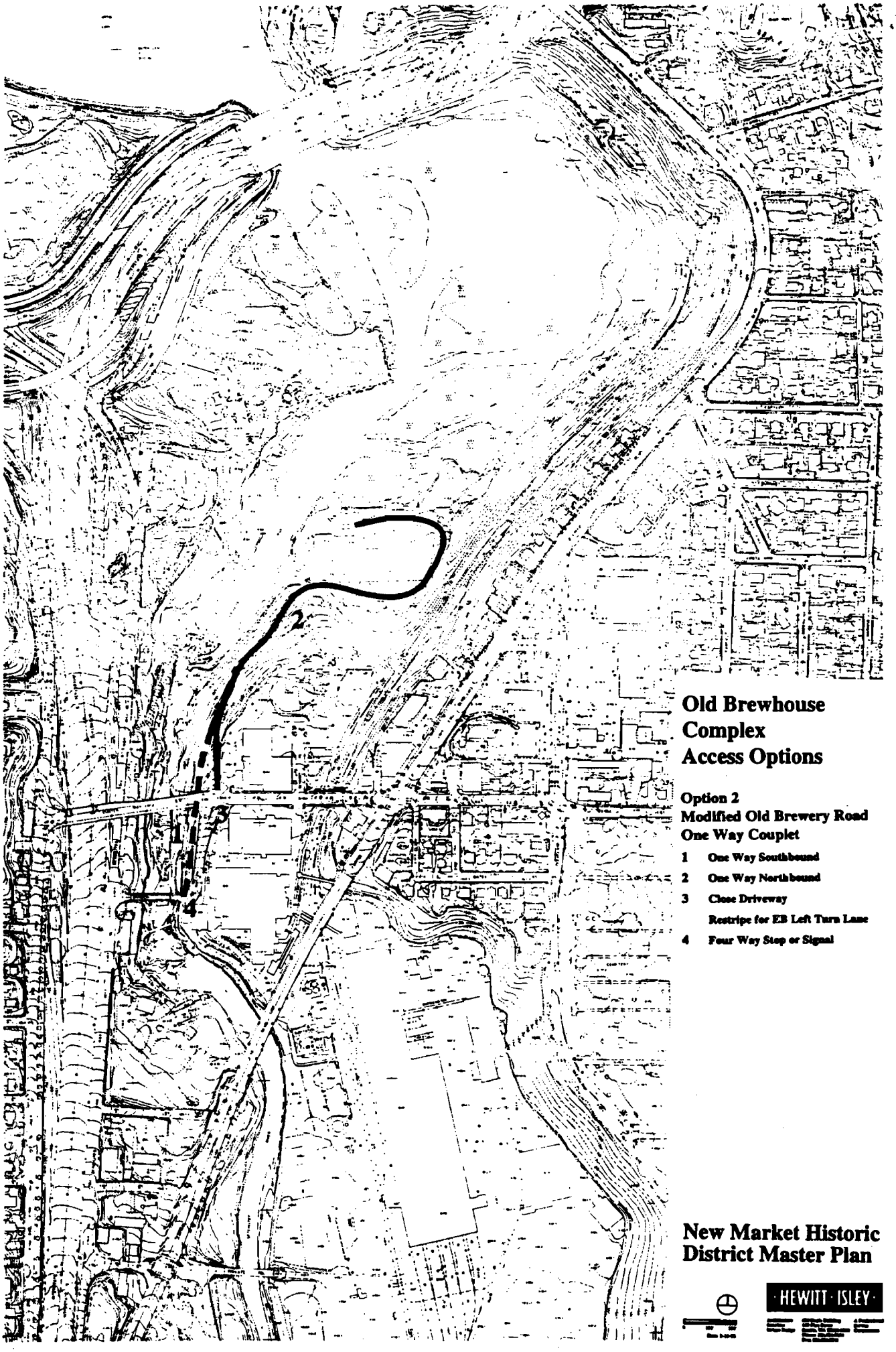
Option 3 - Provide Access Via Schmidt Place and a New Roadway Alignment Down the Hill

It appears that a new roadway alignment could be constructed using the existing Schmidt Place and DeSoto Street alignments. The advantage of this option is that Schmidt Place and DeSoto Street are already constructed to an adequate standard; however, constructing the new alignment north of DeSoto Street would likely eliminate this advantage compared to either Options 1 or 2. The following additional improvements would be needed:

- A signal could be required at the Custer Way/Schmidt Place intersection, depending on the intensity and type of development, although the need would be much less than at Old Brewery Road since there is much less traffic on the south leg of the intersection.
- An eastbound, left-turn lane would need to be added to Custer Way if it is possible to widen the street in this section.
- The existing Old Brewery Road alignment could be turned into a pedestrian/ bicycle trail to the site.

Option 4 - Access from Tumwater Historic Park Site

This option would provide a new bridge-crossing between Simmons Road and the Brewery site. This bridge could provide full vehicular access to the site or pedestrian/bicycle access only. With either bridge configuration, a signal could possibly be needed at the Deschutes Way/Simmons Road intersection. Minor widening of Simmons Road would also be needed to provide a minimum 22-foot-wide pavement section.



Old Brewhouse Complex Access Options

Option 2
Modified Old Brewery Road One Way Couplet

1 One Way Southbound
2 One Way Northbound
3 Close Driveway
Restripe for EB Left Turn Lane
4 Four Way Stop or Signal

New Market Historic District Master Plan

HEWITT · ISLEY

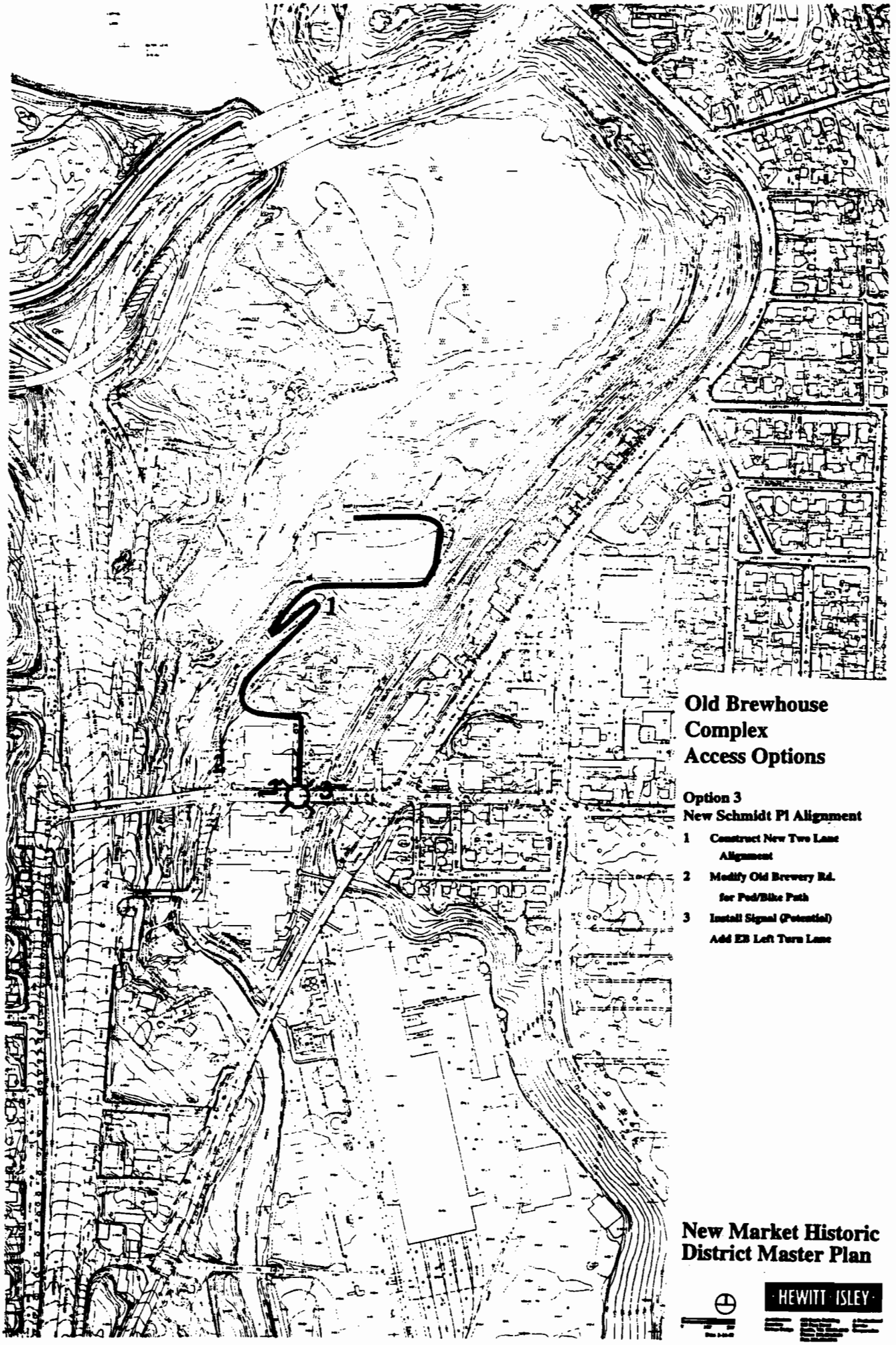
Providing full, vehicular access would likely be necessary with any office or hotel uses because of the limited amount of land available for parking on the existing park site. The long walking distance from the park site to the Old Brewery site would also be prohibitive. The existing Old Brewery Road could be restricted to pedestrian/bicycles only if vehicular access is provided from the new bridge.

On the other hand, if the bridge was restricted to pedestrian/bicycle access only, additional parking would likely need to be developed on the existing park site. (There are currently about 68 spaces in the park.) This option would only be possible with a museum interpretive center, or other, less-intense use on the Brewery site. With this option, the existing Old Brewery Road would need to provide vehicular access for emergencies and deliveries. (It is questionable how much redevelopment could occur; however, before fire/police would require some widening of Old Brewery Road.) The need for installing a signal at the Deschutes Way/Simmons Road would be less likely with this option; however, minor widening of Simmons Road would still be desirable.

Other Modes of Access

Opportunities for pedestrian and bicycle access to the site appear to be unrestricted. Remote parking with access to the site by shuttle bus or van would be an alternative to on-site parking. However, shuttle bus access would still require some improvements to existing roads and intersections. These improvements may not be as extensive due to the more limited number of vehicles and the fact that they would be scheduled and controlled by specific on-site uses. This same opportunity would exist for local transit access to the site as regular routed service or from park and ride lots.

The existing rail line through the site appears to offer little or no opportunity for access due to its frequent active use. Constructing a new trolley line, or something similar, to the site does not appear to be feasible due to its high capital and operating costs and similar problems with terrain and right-of-ways, including intersections, that the automobile has. Terrain and slope gradients offer more difficulty for rail vehicles than for rubber-tired vehicles.



Old Brewhouse Complex Access Options

Option 3
New Schmidt Pl Alignment

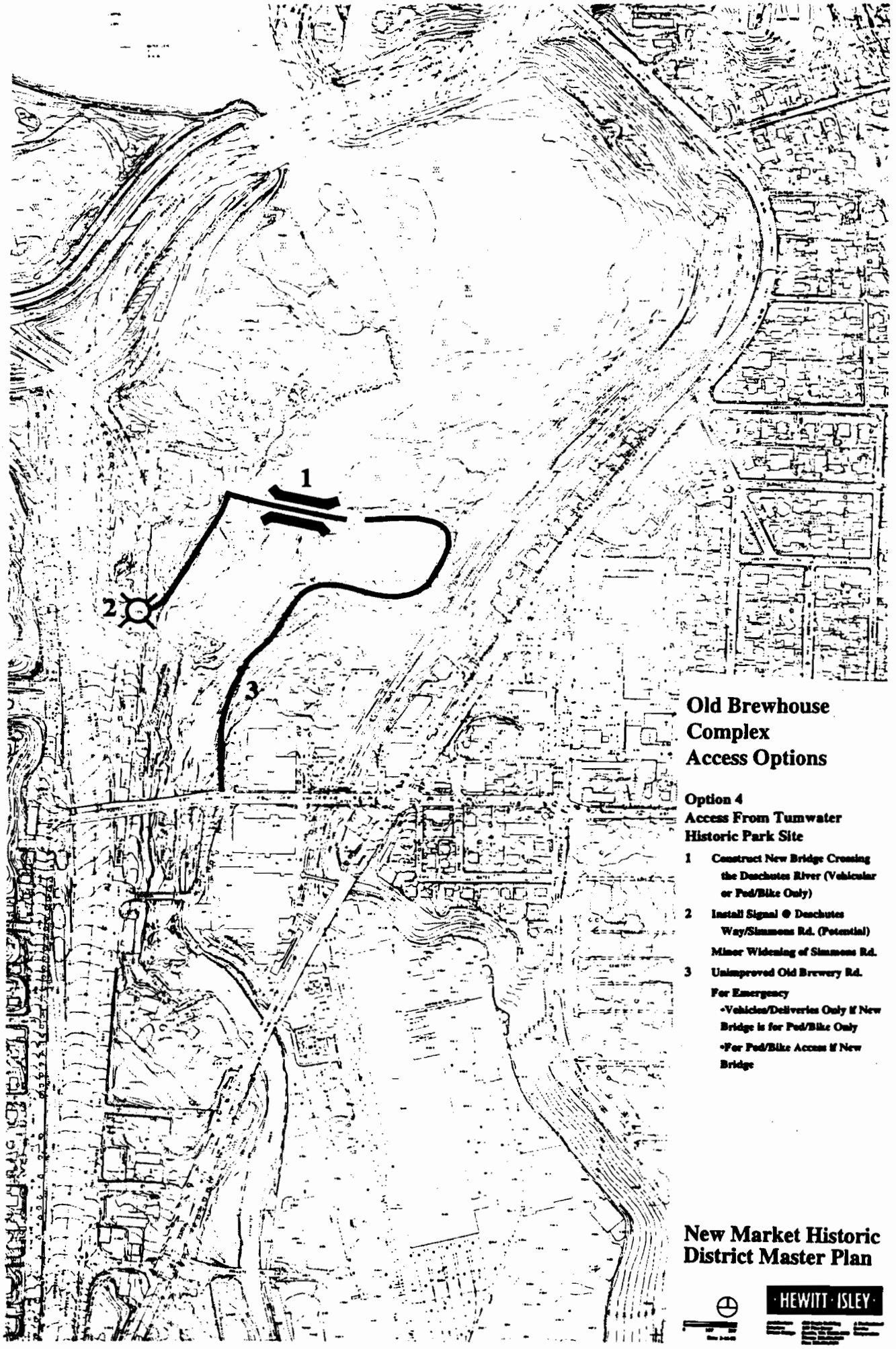
1 Construct New Two Lane Alignment

2 Modify Old Brewery Rd. for Ped/Bike Path

3 Install Signal (Potential) Add EB Left Turn Lane

New Market Historic District Master Plan

HEWITT · ISLEY



Old Brewhouse Complex Access Options

Option 4
Access From Tumwater Historic Park Site

1 Construct New Bridge Crossing the Deschutes River (Vehicular or Ped/Bike Only)

2 Install Signal @ Deschutes Way/Simmons Rd. (Potential)

Minor Widening of Simmons Rd.

3 Unimproved Old Brewery Rd.

For Emergency

- Vehicles/Deliveries Only if New Bridge is for Ped/Bike Only
- For Ped/Bike Access if New Bridge

New Market Historic District Master Plan

HEWITT · ISLEY

At this point in the study process it appears that the following are the most significant issues that have to be addressed and/or overcome for a complete (brewery buildings and park redevelopment) project to proceed.

- There is the high cost associated with restoration of the Brewhouse and other related structures. It is anticipated that approximately $9.3 million will be required to repair the damaged roof; restore and repair the exterior facades; enhance structural, mechanical, electrical systems and improve access and egress routes to satisfy present code requirements; and provide other core and shell improvements. This is prior to providing any specific tenant improvements which could cost in the range of $1 to $8 million depending on the specific uses to be accommodated. Keep in mind that these are 1993 construction costs only. Additional administration costs would have to be added. These would include sales tax; architecture and engineering fees; furniture, furnishings, and equipment; contingencies; owner administrative costs; off-site work; escalation; etc. Allowance for these additional costs are generally budgeted at around 40 to 50 percent of construction costs; although, in this case, that percentage could prove to be high.

  Questions associated with this cost commitment include:

  -- Can a willing user/developer for the buildings (especially the Brewhouse) be found given the high frontend cost commitment?

  -- Can any use, or combination of uses, amortize these high restoration costs?

  -- Are there available sources of funds or a possible financing structure that can absorb these restoration costs?

  A more detailed investigation is needed before these questions can be answered, and a strategy for confronting this issue can be delineated.

- Additional automobile, emergency, and service vehicle routes will have to be developed for access to accommodate any intensive use of the buildings and immediate site. Not only will these new access routes be costly, they will be an intrusion into the site both environmentally and visually. Will such an intrusion be acceptable to the community and environmental agencies?

- Opportunities at the buildings and around the immediate vicinity for additional parking are limited. Can the project financing or site character stand the development of structured parking? Can potential uses of the building make do with remote parking with possible shuttle service?

- Current zoning of the building site limits its possible uses, i.e., uses such as general office, conference facilities, and hotels are not permissible. Will rezoning to accommodate such uses be acceptable to the community?

- The sensitivity of the site area environment is in conflict with increased intensity of site use. The more attractive the area becomes and the more accessible it is made, the more difficult it will become to protect its sensitive environmental character. Better interpretation can assist in protection, but increased volumes of visitors bring inevitable intrusion.

- What is the community's level of commitment to reconstruction and/or interpretation of the rich cultural history the site has to offer? This refers to the larger "community,"

not necessarily just the City of Tumwater. The organizational capability, resource availability, and spiritual desire of that community all come into play. Levels of interpretation can range from commemorative plaques and readerboards to full scale reconstruction in a variety of forms with stops in between.

- Parks and recreation staff must assess the needs of the existing park facilities based on current use and projected demand. Should the Tumwater Historic Park take on the character of a restored village or should it respond more to the active and passive recreation needs of Tumwater citizens? Can it do both?

A master plan for the site will take shape to a large degree based on how these issues will be addressed and the questions posed therein answered. The observations of and directions from the Advisory Committee can assist in resolving these issues.

Treatments Permissible in the Tumwater Historic District

The Tumwater Historic District is listed in the National Register of Historic Places. The best guidance for permissible treatments for buildings, sites, objects, and features within a National Register Historic District is the Secretary of the Interior's Standards and Guidelines. These standards and guidelines are excerpted below. They were published in the Federal Register, Volume 48, No. 190, Thursday, September 29, 1983. These guidelines should help the Tumwater Historical Advisory Committee identify priorities for action.

The first step in developing a strategy for the future use of the Tumwater Historic District is identifying the type of treatment to be applied to the buildings, objects, and structures that make up the district and the district as a whole. Setting a preservation objective or treatment should be based on the following possible treatments.

Historic Treatments

- Preservation: the act or process of applying measures to sustain the existing form, integrity, and material of a building, structure, and the existing form and vegetative cover of a site. It may include stabilization work, where necessary, as well as on-going maintenance.

- Protection: the act or process of applying measures designed to affect the physical condition of a property by defending or guarding it from deterioration, loss or attack, or to cover or shield the property from danger or injury. In the case of buildings and structures, such treatment is generally of a temporary nature and anticipates future historic preservation treatments. In the case of archaeological sites, the protective measures may be temporary or permanent.

- Reconstruction: the act or process of reproducing by new construction the exact form and detail of a vanished building, structure, or object, or any part thereof, as it appeared at a specific period of time.

- Rehabilitation: the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

- Restoration: the act or process of accurately recovering the form and details of a property and its setting as it appeared at a particular period of time, by the removal of later work or by the replacement of missing earlier work.

- Stabilization: the act or process of applying measures designed to reestablish the weather resistant enclosure and the structural stability of an unsafe or deteriorated property while maintaining the essential form as it exists at present.

Recommendation

Each of the component features of the site should be evaluated as to their significant elements, ownership, and appropriate treatment. While the existing National Register nomination form for the Historic District is very well done, it was prepared almost 20 years ago. Since that time, new frameworks for the identification and evaluation of historical resources have been developed. The Tumwater Historic District Master Plan could be enhanced by an updated inventory and analysis of the historic district, including more detail on the condition and significant features of each building, object, and structure. A matrix should be developed to provide a framework for an overall historic treatment. (See next page)

Matrix of Proposed Historic Treatments For Discussion by Tumwater Historical Advisory Committee

Building/Object/Structure	Ownership	Treatment

1. Ward & Hays Sawmill (1852)
2. Olympia Power Headgates (1905)
3. Fish ladders (1952)
4. Monument
5. Railroad roadbed
6. Washington Flour Mill
7. Olympia Power Plant (1883)
8. Puget Power Substation (1970's)
9. Olympia Power Plant 2
10. Gristmill (1846)
12. Water Pipe Factory (1868)
13. Milling Company (1847)
14. Lincoln Flour Mill (1861)
15. Furniture factory
16. Easterly mill
17. Brewery Complex
18. Tannery (1860's)
19. Henderson House (1905)
20. Crosby House (1858)
21. McIntosh House (1890)
22. Biles House (1860)
23. Esterly House (1895)
24. Whitemarsh Sawmill (1872)
25. Cooper glazing
26. Archeological features (prehistoric)
27. Archaeological features (industrial)
28. Open space
29. Landscape and vegetation
30. Natural features (falls)

Secretary of the Interior's Standards

The following general standards apply to all treatments undertaken on historic properties listed in the National Register of Historic Places.

General Standards for all Resources

- Every reasonable effort shall be made to provide a compatible use for a property that requires minimal alteration of the building, structure, or site and its environment, or to use a property for its originally intended purpose.
- The distinguishing original qualities or character of a building, structure, or site and its environment shall not be destroyed. The removal or alteration of any historical material or distinctive architectural features should be avoided when possible.
- All buildings, structures, and sites shall be recognized as products of their own time. Alterations which have no historical basis and which seek to create an earlier appearance shall be discouraged.
- Changes which have taken place in the course of time are evidence of the history and development of a building, structure, or site and its environment. These changes may have acquired significance in their own right, and this significance shall be recognized and respected.

- Distinctive architectural features or examples of skilled craftsmanship which characterize a building, structure, or site shall be treated with sensitivity.

- Deteriorated architectural features shall be replaced whenever possible. In the event replacement is necessary, the new material should match the material being replaced in composition, design, color, texture, and other visual qualities. Repair or replacement of missing architectural features should be based on accurate duplications of features, substantiated by historical, physical, or pictorial evidence rather than on conjectural designs or the availability of different architectural elements from other buildings and structures.

- The surface cleaning of structures shall be undertaken with the gentlest means possible. Sandblasting and other cleaning methods that will damage the historic building material should not be undertaken.

- Every reasonable effort shall be made to protect and preserve archaeological resources affected by, or adjacent to, any acquisition, stabilization, restoration, or construction project.

The following standards apply to the specific treatment selected.

Standards for Acquisition

- Careful consideration shall be given to the type and extent of property rights which are required to assure the preservation of the historic resource. The preservation objectives shall determine the exact property rights to be acquired.

- Properties shall be acquired in fee simple when absolute ownership is required to ensure their preservation.

- The purchase of less-than-fee-simple interests, such as open space or facade easements, shall be undertaken when a limited interest achieves the preservation objectives.

- Every reasonable effort shall be made to acquire sufficient property with the historic resource to protect its historical, archaeological, architectural, or cultural significance.

Standards for Stabilization

- Stabilization shall reestablish the structural stability of a property through the reenforcement of loadbearing members or by arresting deterioration leading to structural failure. Stabilization shall also reestablish weather resistant conditions for a property.

- Stabilization shall be accomplished in such a manner that it detracts as little as possible from the property's appearance and significance. When reinforcement is required to reestablish a structure's stability, such work shall be concealed wherever possible so as no to intrude upon or detract from the aesthetic and historical or archaeological significant materials or spaces. Accurate documentation of stabilization procedures shall be kept and made available for future needs.

- Stabilization work that will result in ground disturbances shall be preceded by sufficient archaeological investigation to determine whether significant subsurface features or artifacts will be affected. Recovery, curation, and documentation or archaeological features and specimens shall be undertaken in accordance with appropriate professional methods and techniques.

Standards for Preservation

- Preservation shall maintain the existing form, integrity, and materials of a building, structure or site. Archaeological sites shall be preserved undisturbed whenever feasible

and practical. Substantial reconstruction or restoration of lost features generally are not included in a preservation undertaking.

- Preservation shall include techniques of arresting or retarding the deterioration of a property through a program of ongoing maintenance.

- Use of destructive techniques, such as archaeological excavation, shall be limited to providing sufficient information for research, interpretation, and management needs.

Standards for Rehabilitation

- Contemporary designs for alterations and additions to existing properties shall not be discouraged when such alterations and additions do not destroy significant historic, architectural, or cultural material and such design is compatible with the size, scale, color, material, and character of the property, neighborhood, or environment.

- Wherever possible, new additions or alterations to structures shall be done in such a manner that if such additions or alterations are to be removed in the future, the essential form and integrity of the structure would be unimpaired.

Standards for Restoration

- Every reasonable effort shall be made to use a property for its original intended purpose or to provide a compatible use that will require minimum alteration to the property and its environment.

- Reinforcement required for structural stability or installation of protective or code required mechanical systems shall be concealed so as not to intrude or detract from the property's aesthetic and historical qualities, except where concealment would result in alteration or destruction of historically significant materials or spaces.

- Restoration work such as the demolition of non-contributing additions that will result in ground or structural disturbances shall be preceded by sufficient archaeological investigations to determine whether subsurface or structural features or artifacts will be affected. Recovery, curation, and documentation of archaeological features and specimens shall be undertaken in accordance with appropriate professional methods and techniques.

Standards for Reconstruction

- Reconstruction of a part or all of a property shall be undertaken only when such work is essential to reproduce a significant missing feature in a historic district or scene, and when a contemporary design solution is not acceptable. Reconstruction of archaeological sites generally is not acceptable.

- Reconstruction of all or part of a historic property shall be appropriate when the reconstruction is essential for understanding and interpreting the value of a historic resource, or when no other building, structure, object, or landscape feature with the same associative value has survived and sufficient historical or archaeological documentation exists to insure an accurate reproduction of the original.

- The reproduction of missing elements accomplished with new materials shall duplicate the composition, design, color, texture, and other visual qualities of the missing element. Reconstruction of missing architectural or archaeological features shall be based upon accurate duplication of original features substantiated by physical or documentary evidence rather than upon conjectural designs or the availability or architectural features from other buildings.

- Reconstruction of a building or structure on an original site shall be preceded by a thorough archaeological investigation to locate and identify all subsurface features and

artifacts. Recovery, curation, and documentation of archaeological features and specimens shall be undertaken in accordance with professional methods and techniques.

- Reconstruction shall include measures to preserve any remaining original fabric, including foundations, subsurface, and ancillary elements. The reconstruction of missing elements and features shall be done in such a manner that the essential form and integrity of the original surviving features are unimpaired.

Recommendation

Stabilization of the buildings, objects, and structures within the historic district should be the first priority. A review of historical documentation would help to identify significant and contributing features which are essential to implementing any further treatment.

Reconstruction is an ambitious goal that will require substantial expertise in archaeology, industrial archaeology, and reconstruction technology. The required treatment for reconstruction is best carried out under the auspices of an experienced historic preservation organization such as the National Park Service, the Historic American Engineering Record, or the National Trust for Historic Preservation.

Role models of successful reconstruction projects should be identified and contact made with leaders from those communities to determine the level of community effort needed to make this vision a reality. One example is the successful reconstruction of the early industrial settlement at Bethlehem, Pennsylvania. A series of buildings including a mill and waterworks were restored and reconstructed along a creek near the Delaware River. This project involved the community for more than a decade in industrial archaeology reconnaissance, fundraising, and in tourism development. One of the restored structures now houses a tourist information center.

Available Sources of Funds or Possible Funding Structures

National Trust for Historic Preservation

The National Trust for Historic Preservation is the nations leading advocate on behalf of historic preservation. It is also a clearinghouse for information, technical assistance and a proponent for legislation protecting our heritage resources. The National Trust also offers some financial assistance programs. Those programs which may be applicable to the Tumwater Historic District include:

- National Preservation Loan Fund: The Loan Fund provides below-market rate loans to nonprofit organizations and public agencies to help preserve properties listed in or eligible for the National Register of Historic Place. Funds may be used to create or expand local and statewide preservation revolving funds, for site acquisition, or rehabilitation work. Terms: Interest rate, collateral requirements, and other terms vary depending on the proposed project. Maximum terms and loans generally are five years and $150,000 for site-specific projects and ten years and $200,000 for revolving funds. A minimum dollar-for-dollar match of funds is usually required. There are no deadlines.

- Inner-City Ventures Fund: The Inner-City Ventures Fund (ICVF) provides matching-grants and below-interest loans to nonprofit community organizations to help revitalize their older, historic neighborhoods for the benefit of low and moderate income residents. Funds may be used for acquisition, rehabilitation, and related capital costs for projects that offer housing, neighborhood services, and commercial opportunities for area residents. Awards are competitive and based on need although they range between $40,000 and $150,000 and consist of both a loan and a grant. A match of 5:1 basis is required. This translates into a minimum budget of $240,000 to qualify for the smallest ICVF award. While the criteria do not specify inner-city as a requirement, they do specify helping low- and moderate-income residents in endangered historic neighborhoods.

- Preservation Services Fund: The Preservation Services Fund provides matching grants to nonprofit organizations, universities, and public agencies to initiate preservation

projects. Funds may be used to support consultants with expertise in areas such as architecture, law, planning, economics, and graphic design. Matching grants range from $500 to $5,000. There are three grant-rounds annually: February 1, June 1, and October 1.

Recommendation

A Preservation Services Fund grant may be the best next step to build on the master planning process. Following-up on recommendations from the Master Plan would be an eligible activity as would assistance to write a local preservation ordinance or to design a membership campaign for developing a preservation organization. The other grant categories are premature but should be built into a feasibility analysis. In the meantime, it would help to begin building a relationship with appropriate personnel at the National Trust for Historic Preservation so that they can offer technical assistance and become an advocate for this project.

The National Trust for Historic Preservation regional office serving Washington State:

One Sutter Street, Suite 707
San Francisco, CA 94104
(415) 956-0610
Kathryn Burns, Director

Federal Tax Incentives

The Tax Reform Act of 1986 established a 20% tax credit for substantial rehabilitation of historic buildings for commercial, industrial and residential rental properties built before 1936. This program is complex and should be reviewed with a qualified accountant and attorney.

This preservation tax incentives is available for any qualified project that the Secretary of the Interior designates as a certified rehabilitation of a certified historic structure. Certification requests are made through the State Historic Preservation Officer; certifications are issued through the National Park Service. There is a two-part Historic Preservation Certification Application (NPS Form 10-168) which is used for obtaining required certification of both the historic building and the rehabilitation.

A certified historic structure is any building that is listed individually in the National Register of Historic Places, or located in a registered historic district and certified as being of historic significance to the district.

A registered historic district is any district that is listed in the National Register of Historic Places, or designated under the state or local statute which has been certified as containing criteria which will substantially achieve the purpose of preserving and rehabilitating buildings of significance to the district and which is certified as substantially meeting all of the requirements of districts in the National Register.

A certified rehabilitation is any rehabilitation of a certified historic structure that is certified as being consistent with the historic character of the property, and where applicable, the district in which it is located.

To be eligible for tax credits the rehabilitation must meet the basic tax requirement if the Internal Revenue Service as well as the certification requirements.

The building must be depreciable (i.e., used in a trade or business) or held for the production of income and not an owner occupied residence and the rehabilitation costs must exceed the greater of the adjusted basis of the building or $5,000 within a 24 month period.

Washington State Special Valuation Program

Washington State law provides property tax relief to owners of qualified historic buildings. Special valuation is the revision of the assessed value of a historic property which subtracts, for up to ten years, such rehabilitation costs as are approved by a local review board. For the program to be

effective within a jurisdiction, the local government must take certain actions to implement the law through ordinance or administrative rule; to identify one or more classes of historic properties in the community which will be eligible; to designate a local review board to review applications and appoint members to the local review board. A detailed description of this program is available through the State Office of Archaeology and Historic Preservation.

Community Development Block Grants

Federal community development block grants may be used to preserve historic properties with public access.

Intermodal Surface Transportation Efficiency Act

A requirement of the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) is the set-aside of funding for transportation enhancements. ISTEA is scheduled over six years with a $155 billion budget. Three billion dollars is set-aside for enhancements. An additional $80 million will go toward establishing a National Scenic Byways program.

Enhancements are defined as:

- Historic preservation
- Pedestrian and bicycle facilities
- Acquisition of scenic easements and scenic historic sites
- Scenic or historic highway programs
- Landscaping/scenic beautification
- Rehabilitation and operation of historic transportation buildings, structures or facilities (including historic railroads and canals)
- Preservation of abandoned railway corridors for biking/hiking
- Control and removal of outdoor advertising
- Archaeological planning and research
- Mitigation of water pollution form highway runoff

Recommendation

Thurston County's metropolitan planning organization is responsible for administering this program for Tumwater. Application procedures and deadlines should be reviewed to factor this source of funding into a feasibility study for implementing the master plan.

National Endowment for the Arts – Design Arts

The National Endowment for the Arts (NEA) Design Arts Program has grant awards available to local governments and nonprofit organizations ranging form $5,000 to $25,000 that must be matched on a one-to-one basis to support projects in heritage conservation. Eligible activities include an historic structures report to a catalogue of design drawings. Projects must demonstrate a contribution to the design history of the United States. Awards are also available for historic preservation projects that may involve a design competition and design education.

Recommendation

Design Arts applications are available from the NEA. As with other funding sources, it imperative to have a long lead-time to develop a winning submittal. This should include early involvement with design professionals and NEA staff so they can offer advice to help shape the project.

Special Events: "Pioneer Days"; "Taste of Tumwater"

As a way to build visibility for the Tumwater Historic District and to test appropriate use intensities, special events could be staged. The special events also have revenue producing capacity. Events modeled after heritage festivals or food festivals could be tested.

Recommendation

Meet with special event producers such as One Reel Vaudeville, Festivals, Inc., and the King County Parks Department who have experience producing revenue generating events.

What are the organizational capabilities of the Community?

Public Education Program and Survey to Evaluate Project Feasibility

The scope of the Tumwater community needs to be defined for planning this project. What is the sphere of influence? Who are the current users? What is the projected market area?

Recommendation

Develop a public education program that includes a survey questionnaire and presentations to selected civic, environmental, and preservation organizations.

Public Development Authority

Recommendation

Creation of a Public Development Authority (PDA) to manage the study area as a district including passive recreation and commercial uses would provide some benefits. The PDA would be able to leverage public funds with private investment and could provide professional management for the site.

Regulation Through Local Certified Government (CLG)

Recommendation

Adoption of a local preservation ordinance could help protect the existing historic resources within the historic district through regulation to preserve significant features and through the availability of incentives such as special valuation. Minimum maintenance standards could be part of a preservation ordinance.

Tax Incentives to Brewery

Recommendation

In addition to federal income tax credits and special property tax valuation, local government could develop other tax incentives for the brewery to invest in stabilizing and preserving the Brewery.

What Interim Uses Should be Permitted?

Recommendation

While a preservation strategy is being developed, stabilization should be the first priority. Existing historic structures such as the Henderson House and Crosby House should be encouraged to retain their historical uses to the extent possible. New structures should be discouraged which are not part of an overall preservation strategy and which were not historically associated with the district. Based on the known history of the Tumwater Historic District, early settlement and early industrial development are the significant historical themes. The community interest in creating a pioneer farm educational experience does not appear to be compatible with the historical use of this site. One alternative is to allow temporary uses, such as a pioneer farm, within a designated zone of the park.

Potential Uses

The Phase One work identified ten different uses as possible development alternatives for the brewery complex. Office development and conference/convention center uses were considered the most likely at that time. The purpose of the Phase Two work was to interview agencies, developers, market professionals, and facility managers to assess the potential viability for any of the suggested alternatives. The conclusions presented here are not the result of technical market research studies, but represent the combined data of numerous conversations.

State Government Office Space

The State of Washington is by far the largest user of office space in the Olympia area. We spoke with Beth Longnecker of the State Department of General Administration, Division of Property Development, and spoke with Al Morgan in the Acquisition and Disposal section. The State has a rigorous and clearly proscribed process for determining space needs and selecting space to rent. The brewery complex is sufficiently unique that it would have no prospect of competing in the regular screening process. Presuming an office configuration of approximately 120,000 square feet, the building would also require a single agency or significant departments of an agency in order to fill the space. The State has no current plans for consolidating or relocating any group of that size. There are no significant office moves scheduled for the next few years except as they relate to the consolidation of the Department of Ecology.

This is also a transition year with a new Governor in a rare shrink cycle of the typically expanding government. The frugal period may last six months or four years; no one can tell at this point. There may be some potential for different office needs as departments are re-organized and merged. The merger of the departments of Trade and Economic Development is a possible source of office space needs. The possibility of a new home for the Office of Archeology and the Department of Community Development has been explored without success.

A further problem compounding the reticence of State government to locate at the brewery will be the policy decision to consolidate State offices on three campuses: the Capital campus, the Lacey campus, and the Airdustrial campus. The brewery site is not within any of these areas.

Economically, the State has an established rent cap that it will pay for Class A space completed to a set of precise specifications. This cap is currently $9.45 per square foot. It is exceedingly unlikely that the brewery redevelopment would be completed for a cost that could be repaid through a rental income stream which is low.

All this suggests that the potential for State office space in the complex should not be a prospect. This may be the appropriate conclusion for a "by the book" approach to leasing to State government. However, no project of this nature is ever successfully re-developed without the special support of State and local government. One of our recommendations is that the sponsors of this project need to build awareness and support at the municipal, County, and State levels for any re-development to take place. This support could result in future consideration when space allocations are decided.

In general, however, there is little prospect in the next few years for a State department becoming the lead or sole tenant of the project.

Private Sector Single Tenant Office

Under this scenario, a single business entity would become the sole tenant of the building. In all likelihood, they would probably purchase the building after certain infrastructure improvements were made, but before full restoration of the building.

This program was not extensively researched because the only real way to evaluate demand is to try to lease or sell the space, and we are not in a position to do so. It is nonetheless possible to make some observations about the prospects for this. Speaking with Ms. Nancy Watkins, Director of the Thurston County Economic Development Council, the largest industrial or office uses seeking to locate in the County are only 10,000 - 20,000 square feet in size. Thurston County has not become a

hub for corporate headquarters, research facilities, or technology firms, and the relative proximity to Seattle has not made it necessary for law firms or government-oriented companies to establish a major presence in Olympia.

There is little prospect of finding one unique and visionary company to occupy the entire brewery complex, but an organized search should take place once additional planning has been completed.

Private Sector Multi-tenant Office

The potential for many small tenants should theoretically be greater than one large user, but in today's market that is not necessarily the case. There are two basic factors that make a multi-tenant facility unlikely. One is market related while the other relates to the development sequence.

The State is the largest office tenant in the area as well as the largest building owner. The State periodically consolidates its departments, building a new complex to house them. This is currently underway with the Department of Ecology, and as a result, the State is vacating 200,000 square feet of leased office space in Olympia and the surrounding areas.

The second factor deals with the significant front-end capital cost to convert the brewery complex to usable office space. While it may be possible to phase the building rehabilitation, much of the infrastructure costs must be solved before the first tenant can move in. Land acquisition, flood control, environmental clean-up (if any), roadway and intersection improvements, parking solutions, land use determinations and legal bills, basic plumbing, HVAC capacity, handicap access, and vertical transportation must all be resolved and paid for before any revenue can flow. This produces a significant debt burden on the project which must then lease over an extended period with likely operating losses increasing the debt load. For example, the renovation of the Thurston County Courthouse; only a 40,000 square feet building, took three years to achieve stabilized occupancy and positive cash flow.

A market rate, multi-tenant office project would also probably require the sale to a developer, who would assume the risk of the project. It is unlikely, given the current office market in Olympia, that a developer would step forward.

Conference Facilities

A number of people interviewed indicated their perceived need for additional conference and convention facilities in and around Olympia. This was expressed as a shortage of space, a narrow selection of venues, a sense of inadequate or marginal facilities, and the lack of quality hotel rooms. Therefore, we explored the potential for conference facilities at some length.

As an academic preamble, conference facilities are generally categorized in three product types: regional convention centers, conference centers, and day-meeting facilities. The convention center draws from a large geographic area, at a minimum the entire State and perhaps regionally or nationally. It caters primarily to commercial associations and most of its business is trade-related. A convention center needs a strong hotel room base, local tourist attractions, and social and cultural opportunities nearby. Seattle, Bellevue, and Portland all have convention centers.

A conference center generally has a corporate and education focus. It draws from a smaller geographic area with perhaps a 200-mile radius. The conference facilities are generally self-sustaining in that they have in-house food service and residence units, whether dormitories or hotel rooms on-site, for all guests. Conference facilities want to be located close to corporate centers as businesses are their primary customer, and they generally benefit from a direct association with a major university campus. This adds the education and research symposium potential as well as providing additional dormitory space. Nearby recreational facilities (golf, tennis) are considered an important component.

A day-conference facility does not have overnight facilities and is used as a meeting and social venue for the local population. The conference center at St. Martin's would probably be classified as a day-conference facility.

The question is whether any of these uses would be appropriate for the brewery complex. We spoke with Steve Morris, Director of the Washington State Visitor and Convention Bureau, John Christison, President of Washington State Convention Center in Seattle, Kanellos Astor, consultant to the Bellevue Convention Center and former project director for the development of the Washington State Convention facilities, and John Savich, Director of the Washington State Department of Tourism in Olympia.

The opinions of these convention facility professionals was almost unanimous. Olympia lacks the hotel, transportation, and tourist infrastructure to support a regional convention center, and between the three existing Northwest facilities, no additional capacity is needed. At the other end of the spectrum, the brewery complex is much too large for a day-conference facility which may need 10,000 - 20,000 square feet. This is a use to consider as infill to a mixed-use project, but not as the primary use.

The best chance lies with the conference center as the space requirements would fit quite well within the brewery envelope. There may be some physical and market potential for a conference facility, but the consensus is that there is little economic potential. The primary drawback is the lack of corporate and educational institutions in Olympia to serve as the customer base. The facility would have to rely instead on government-related business which is tied to activity in the legislature. Since the legislature is only in session four or five months a year, a conference facility would have to weather seven or eight months a year of reduced activity. Add to this the lack of hotel or dormitory units at the site and the existence of two relatively low-cost conference and hotel facilities currently serving the market, and the equation becomes quite difficult.

This conclusion was not unanimous, and the concept should be pursued further. Physically, the building and the site lend themselves to this use. Access and parking are not as critical as for other uses, and the surroundings suggest a "convenient retreat." There is undoubtedly some demand for conference facilities, but not enough for a free-standing, unsubsidized facility. Mr. Astor was quite interested in the potential for a conference center, and prepared a conceptual space program for the facility (Appendix A). It would be useful to pursue further discussions with him in the future. This will be discussed further in the final section of this report.

Cultural Center

One of the uses considered in the Phase One draft was a cultural center. This was envisioned as some combination of museum, performance, exhibition, and studio space. We did not explore this potential because of 1) the high cost of rehabilitation of the space, 2) the recent construction of the Performing Arts Center in downtown Olympia, and 3) the lack of demonstrated experience in cooperative ventures between the County, three cities, and civic agencies. This cooperation is not always visible. It may, in fact, already exist, but a project of this scale would require both significant cooperation and municipal financial support to proceed.

Residential

Rental apartments typically generate the lowest income per square foot of construction compared to office or commercial uses. The market place is extremely competitive and construction materials and techniques are driven by cost considerations. From an income standpoint, housing would not be the first use to consider in a project such as the brewery. After performing some simple economic analysis, the problem with residential uses becomes clear. If you could create 100 apartment units within the brewery complex, which is probably aggressive, and rent them for $800 per month, which may also be aggressive, you would produce $1,080,000.00 per year in gross income potential. Using industry standards of 5-percent vacancy and 35-percent operating expenses would leave $648,000 per year. This could only service $7,000,000 of debt in today's market, which is less than half of the projected costs to redevelop the property.

If we conveniently set aside the $7,000,000 - 10,000,000 financing shortfall, there are some good reasons to consider residential use. It has a relatively low impact on the area's environment, the rather obscure access would not detract from a residential use, parking impacts could be manageable, and residential units can be manipulated to fit within an odd-shaped structure. From a

marketing standpoint, the Olympia residential market has very few unique, interesting, or urban housing opportunities, and there may be some potential in the upper end of the market.

On the negative side, one hundred unique apartment units is a big number for Olympia, and the market may not be able to absorb them unless they are competitively priced. An apartment building is also not a particularly civic use, and there could be public opposition to investing significant public money so that upper income individuals can have subsidized housing.

The potential for residential development sparked the interest of one of the people interviewed. Mr. William Macht is a development manager from Hood River, Oregon, who acted as the developer of the Officers Row project in Vancouver, Washington. He toured the building and discussed the financing arrangements for Officers Row, as many of the methods and lessons used there would similarly apply to the brewery complex. He was quite interested in the prospect for market rate housing and would like to be involved if a residential option is considered.

All of the redevelopment options present a financing gap of some magnitude. We have, therefore, chosen to deal with this issue as a basic problem to any redevelopment scheme rather than comment on the comparative economics of each potential use.

Retail

The potential for retail development was not explored in Phase Two. The redevelopment costs, difficult access, lack of parking, remote location, and limited size of the Olympia market were deemed to be insurmountable.

Educational Facility

Educational uses, being primary, secondary, or higher educational facilities, also have not been explored during this phase. The stringent structure and building specifications for public schools will probably render most school uses unfeasible. For example, this is not an area where a relaxation of the standards for earthquake performance could be considered in an effort to reduce costs.

In our discussions, we found no indication that either the community college or Evergreen State College had any need for additional facilities of this scale, but one potential connection was discovered. The community college is apparently considering the construction of training center facilities on campus with some kind of support from the State. This use could theoretically be transferred to the brewery site to support a broader conference center program. This possibility has not yet been thoroughly explored.

Industrial Uses

The reaction of City staff and Advisory Committee members the possible industrial uses was that there could be appropriate and inappropriate uses. Appropriate uses tended to be organic, politically correct, consumer-oriented, and have a positive public image. Inappropriate uses tended to be heavy industry and non-consumer products where it would be difficult to show an improvement over the current warehousing. To some extent, the question is somewhat academic because the "historic" Brewhouse and Old Warehouse are either not usable today or would be costly to convert, and they are highly unlikely candidates for re-development by industrial uses. The newer warehouse could be used in almost its present condition, but this would not provide any funds for the restoration of the balance of the project.

There is some potential for a consumer products corporation that needs warehouse, distribution, assembly, and administrative space to consider the complex. They would need to assign some public image benefit from occupying a historic brewery space. Discussions with a few companies with this profile have occurred and generated some preliminary interest.

Mixed Use

One might think that a combination of office, conference, residential, and a little retail space would be the easiest program to achieve since there is a small demand for each of these. Instead, this program suffers from the same problem as the multi-tenant office program. Much of the work has to be done at the beginning, while the occupant pieces cannot be expected to come together all at the same time and at the right time.

If the program manager, whether a City staff person or outside developer, can secure a commitment for one component and hold on to it while trying to induce the other pieces into place, then the program might work. However, it is the most difficult to secure, the hardest to finance, and the most risky long-term. With four different types of development in the same project, any one could fail and damage the reputation or performance of the other components. From an urban perspective, it is most desirable, but from a risk and development standpoint, it can be a disaster. Around the County, successful mixed-use projects are the pride of many communities, but the failures by far outnumber the few prominent successes.

Single-Purpose Facility

Perhaps the most likely private sector use is a unique organization that wants a specialized property, and for a combination of serendipitous reasons, the brewery complex fits the exact bill. A training center for Microsoft, a wing stress analysis lab for Boeing, or a bean roasting plant and corporate headquarters for Starbucks are examples that come to mind.

Such a tenant cannot be found through a series of interviews. The physical potential for the buildings must be identified and packaged in a positive manner, and a contingent fee/brokerage search should be organized. The goal of the City should be to identify what infrastructure improvements and financial assistance it can contribute should the perfect prospect be identified.

Economic Considerations

Costs

The project cost estimates provided in Part One were based on retaining only 87,000 square foot out of the existing 145,000 square foot building, and did not include many significant cost components. The estimate was very conceptual because no physical plan had been prepared from which to estimate, and no uses had been established. For this reason, the numbers were appropriately conservative.

Without suggesting that the plans are any more firm, it would be worthwhile to present a budget that represent all costs associated with the brewery complex development rather than simply the hard construction costs.

Cost estimates are dangerous when they are not tied to a specific set of plans and specifications. Therefore, these estimates are not intended as a budget or as a benchmark to establish a scope or an offer. Their purpose is to demonstrate that a project budget includes much more than the cost of bricks and mortar. The following arithmetic starts from the estimate of $9,320,000 and adds all of the items that were specifically excluded from the estimate.

Original Estimate (based on 86,000 square foot):	$ 9,320,000
Add:	
Tenant Improvements @ $30.00 per square foot	$ 2,598,000
Washington State Sales Tax @ 8-percent	$ 953,000
Architects & Engineers @ 8-percent	$ 1,030,000
Roadway Improvements	$ 1,000,000
Intersection/Signalization	$ 200,000
Property Acquisition	$ 1,000,000
Site Contingency	$ 500,000
Project Management, Financing, Interest, Legal, etc.	$ 1,500,000
TOTAL	$18,101,000

Using the 86,000 square foot of building area that Akroyd used, this cost equates to over $200 per square foot. This is comparable to the cost of developing Westlake Center in downtown Seattle which commands rents of five times the amount that could be generated here.

Spreading the costs over a larger building area would help somewhat. If the program retained the keg house and the concrete building and spent only $40 per square foot in reconditioning them, the average project cost would go down to $174 per square foot,. based on a 120,000 square foot project costing $21,000,000. The costs could also be reduced by outlining a specific program and budgeting a real project. The estimate uses very high unit costs because specific plans are unknown. For example, the estimate includes five new elevators at a cost of over $750,000 (including contingency, tax, and A&E fees). Once a program is defined, there may only be a need for two elevators.

Unfortunately, under the best of circumstances, the total project costs would probably be no less than $15,000,000 with a floor area of no more than 120,000 square feet. This still produces a cost per square foot of $125, which is much more than the cost of high quality new construction.

Revenues

Neither office nor residential rents come close to paying for costs of this magnitude. Office rents may range from $10 - $14 per square foot in Olympia, with operating expenses taking $3 - $4 of that. Residential (apartment) rents probably range from $.60 - $1.00 per square foot per month ($7.20 - $12.00 per year) with 35 - 40-percent deducted for operating expenses and vacancy. The economic rent that museums, art centers, conference centers, and industrial users can pay will be even less. The basic question is "how much debt can the project carry?" This is illustrated on the following chart. On the horizontal axis is dollars of Net Operating Income and on the vertical axis is interest rate. All of the calculations are based on 100,000 per square foot of occupancy, a debt coverage ratio of 1.2, and a fully amortized thirty-year loan.

PROJECT DEBT CAPACITY (in thousands)

NET OPERATION INCOME/sf	@ 5%	@ 7%	@ 9%
$4.00	$5,100	$4,100	$3,400
$6.00	$7,700	$6,200	$5,100
$8.00	$10,200	$8,300	$6,800
$10.00	$12,800	$10,300	$8,600

This matrix covers a range of revenues from the low-end of residential rents to the top end of office rents. The interest rates range from what might be a municipal debt rate to a conventional commercial mortgage today.

Funding Gap

Comparing the project costs (at least $15 million) to the debt capacity (maybe $6 - $8 million) produces a funding gap of $7 - $9 million dollars. This may appear frightening, but is not unreasonable under an average set of circumstances. Without a specific user and architectural plan, it is impossible to be any more precise.

Financing Options

The historic redevelopment of the Officers Row project in Vancouver, Washington, faced a very similar prospect. They had a project estimated to cost $10 million and could support financing (at municipal debt rates) of only $4 million. The balance of the funds were eventually forthcoming with roughly $2 million in infrastructure costs paid by the City through General Obligation bonds, $1.4 million of open-space improvements from City Capital Improvement funds, and $2.6 million in a State grant and Community Development Block Grant. The $4 million of debt was issued by a specially created public development authority, secured by the revenues of the project, which were in turn guaranteed by a master lease with the City.

A similar combination of funding sources would be necessary to pay for the brewery redevelopment. Public investment in a specific project requires public commitment and political support. To secure the level of funding that would bridge the gap between cost and revenues would require a level of interest, prominence, and political dedication that does not start to exist today. Nevertheless, there are numerous sources of public capital. If the project has the attention of the State's national lawmakers, there are sometimes Federal funds available. Community Development Block Grants are available at the State level. There is a Housing Trust Fund administered by the State Department of Community Development (DCD) that supports low-income housing development. Similarly, the Community Economic Revitalization Board within the Department of Trade issues loans and grants for industrial and business development. There is a Public Works Trust Fund in DCD that can be used for infrastructure development. These are all avenues that can be explored once a program and a direction has been establish for the development of the project.

Another potential funding source is the Federal Intermodal Surface Transportation Efficiency Act (ISTEA). These are funds set aside to pay for community enhancement in conjunction with major State highway construction. Categories of permitted enhancements include acquisition of historic

sites, historic preservation, and bike trails, but it appears that it would be a significant stretch to secure any of the funds earmarked under ISTEA for the brewery site.

The National Trust for Historic Preservation administers grants and loans for rehabilitation projects. Unfortunately, most of these grants are for very small amounts, and are used primarily for feasibility analysis and pre-development activities. The most significant benefit is the Rehabilitation Tax Credit, which allows a credit of 20-percent of the cost of rehabilitation and is taken as a direct reduction of Federal income tax. While the brewery complex would qualify due to its inclusion in the certified historic district, the tax credit can only be taken by entities that owe Federal income tax. Significant limitations occur if the property is owned by a tax-exempt entity.

The creation of a Public Development Authority (PDA) may be appropriate at some point in time, granting non-profit status to the development and insulating it from some kinds of risk and liability. A discussion of the appropriate corporate and tax structure will be presented during the Phase Three work.

Development Issues

As the project has unfolded, a number of development and project management issues have come up that might benefit from some early discussion even though decisions regarding these issues are well in the future. Some of these concepts translate into specific actions, others will become major issues only if the project moves forward.

Control of the Building

The City is in a vulnerable position by undertaking plans for a building they do not own or control. While the owner has maintained a willingness to sell, there has been no discussion of price and no commitment from the owner to cooperate. This creates a dilemma for the City since it must condition all of its commitments regarding the property on its ability to purchase it first.

The problem is compounded by the fact that by any economic standards the property has no real value. The budgets presented here illustrate that due to the deteriorated condition of the buildings they will be a burden to rehabilitate. One could argue that the land has value, but it is unlikely that one could build on the site were there no buildings there today.

The owner clearly hopes that through this master planning effort, the City will create an exciting plan and an economic use, and will essentially create a value where none exists today. They are counting on the fact that the buildings have a historic value to the community though they have no such value to the current owner.

The City should not pay a premium for the buildings. They should probably not pay for them at all. The brewery should not pay for restoring the buildings, and in the short term, should continue to use the portions of the buildings that they can, or be compensated for the loss of low caliber warehouse space.

An intermediate solution is needed, and the City and the brewery should spend their efforts on reaching a beneficial agreement. This could take one of many forms:

- The brewery agrees to vacate the Brewhouse and original Warehouse, will allow the City to undertake remedial repairs to stop the deterioration, and the agrees to reimburse the City for those costs if the building is sold directly to a third party.
- The brewery deeds the Brewhouse and Old Warehouse buildings to the City in exchange for indemnification for liability.
- The City purchases the entire complex in an arrangement whereby the brewery leases back the buildings. The City could terminate the lease for development purposes, but the lease payments would effectively repay the purchase price over a fixed span of time, acting as a declining net sale price.

- The brewery could donate the buildings to a tax-favorable entity established to accept the asset.

The essential elements are that the City or its designated entity will gain control, along with the ability to effectuate repairs and improvements, so that it is not unfairly disadvantaged in an economic negotiation later in the project purely because of its success in creating some value. The brewery would like some windfall profit, but the important aspects are that their operations should not be negatively impacted, and they should not be obligated to maintain the buildings themselves. At the same time, they should not benefit from the threat of allowing the buildings to decay.

If a mutually beneficial arrangement cannot be worked out, we might suggest that the City not negotiate further with the brewery on this matter. If a private developer or building user comes forward in the coming years they may be able to negotiate from a stronger position than the City can.

Decay Prevention

One element that is obvious to all is that the deterioration of the Brewhouse will accelerate now that water is falling directly inside. Some mechanism should be found to repair or replace the roof structures, even if the solution is a tarp. Many of the remaining cornices are pulling away from the building; perhaps these should be removed and saved. Short-term safety measures and salvage measures are in the best interest of both the City and the brewery.

Phased Development

In keeping with the concept of phased ownership, the City should consider the concept of phased development. This may be difficult because of incompatible new and old uses, but the part of the building that has value to the brewery is not the part that has the most value to the City. There is room for mutual cooperation.

Incremental Funding

There are currently no prospects with $5 million in funding for the project, and there is no program that needs that kind of money today. Provided the deterioration can be stabilized, there is no urgency in the project, and it is prudent to wait for a change of climate - in government, in business, or in regional growth. Many of the potential public funding sources are for small dollar amounts, but these may be enough to continue to study the issue, market the property, build political support, and wait for the right opportunity.

The City should consider a series of intermediate steps that allows the project to continue to, will require public support and discussion, and will slowly correct or improve the physical and legal conditions of the property. These can include building protection, zoning changes, brewery discussion, implementation of other aspects of the Master Plan, and the involvement of other affected agencies.

Interim Action Plan

After much discussion, the elements of the action plan are as follows.

1. Resolve the scope and context of the Historic District Master Plan area keeping flexible the role of the brewery complex within that plan.

2. Discuss and select an acquisition strategy for the property. The current position is untenable if the project is to move forward at all, or if any effort is to be made to protect the building.

3. Start a program of political education. The City's population is aware of the project, but County officials, planning agencies, the adjacent City managers, area legislators as well as congressional leaders are not. The project is important from a pure economic development standpoint, from a regional service perspective, and obviously as an

important historic rehabilitation project. Each of these perspectives get the attention of different political individuals and groups, and these interests will need to be addressed.

4. Once a development direction has been established, plan a series of discrete tasks and phases that could be funded from the various public sector sources. Identify the sources and their particular emphasis and tailor the tasks to fit the source. There are countless tasks to be performed, and sometimes the sequence is not as important as the need to establish momentum, get the project in front of supportive agencies and build support and awareness for the endeavor.

5. Acquire some level of control over the physical property, if only to be allowed to perform remedial repairs and stop the deterioration. In addition to planning and studying, the project should also be able to accomplish physical progress. While obviously helping save the building, it should also help in the fundraising efforts. Try to involve the brewery in some kind of cooperative efforts.

These are the general program steps that should be pursued in order to keep the project in the public eye and moving forward. Sequence, schedule, and specific detailed tasks, as well as contacts and individuals, will be outlined in the next phase.

The Master Plan for the New Market Historic District, has three distinct characteristics. First, it builds on what is already there by capitalizing on and protecting the existing features of the site, both natural and historic. Second, it strives to create a sense of place by integrating many opportunities with a focused interpretive theme. Third, it maintains flexibility by providing a framework that will accommodate development over time and at different levels of effort and intensity depending on availability of community resources and intentions.

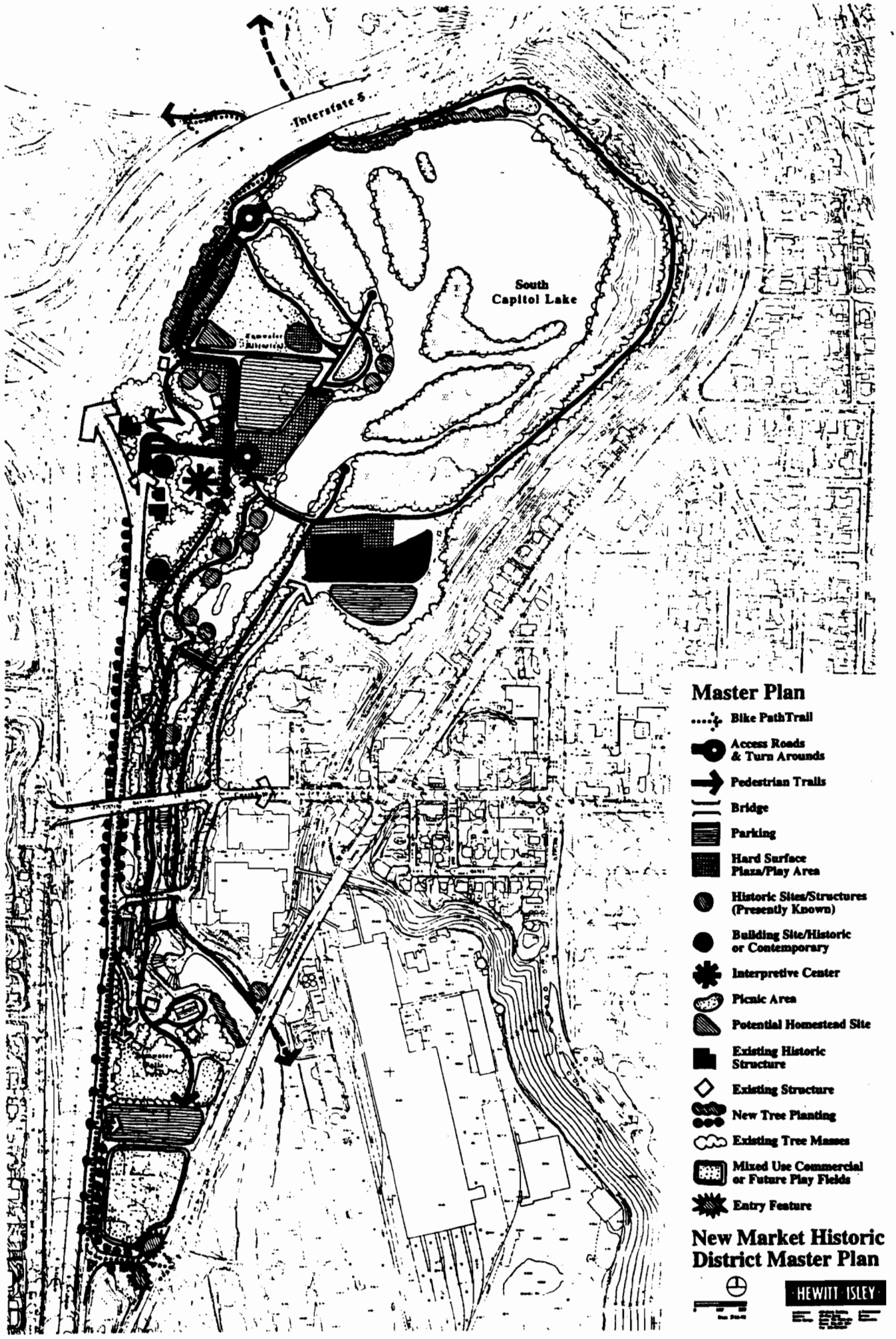
There are also four distinct, yet integrated elements to the Master Plan based on the existing characteristics of the area and the opportunities and constraints they offer. The four elements are:

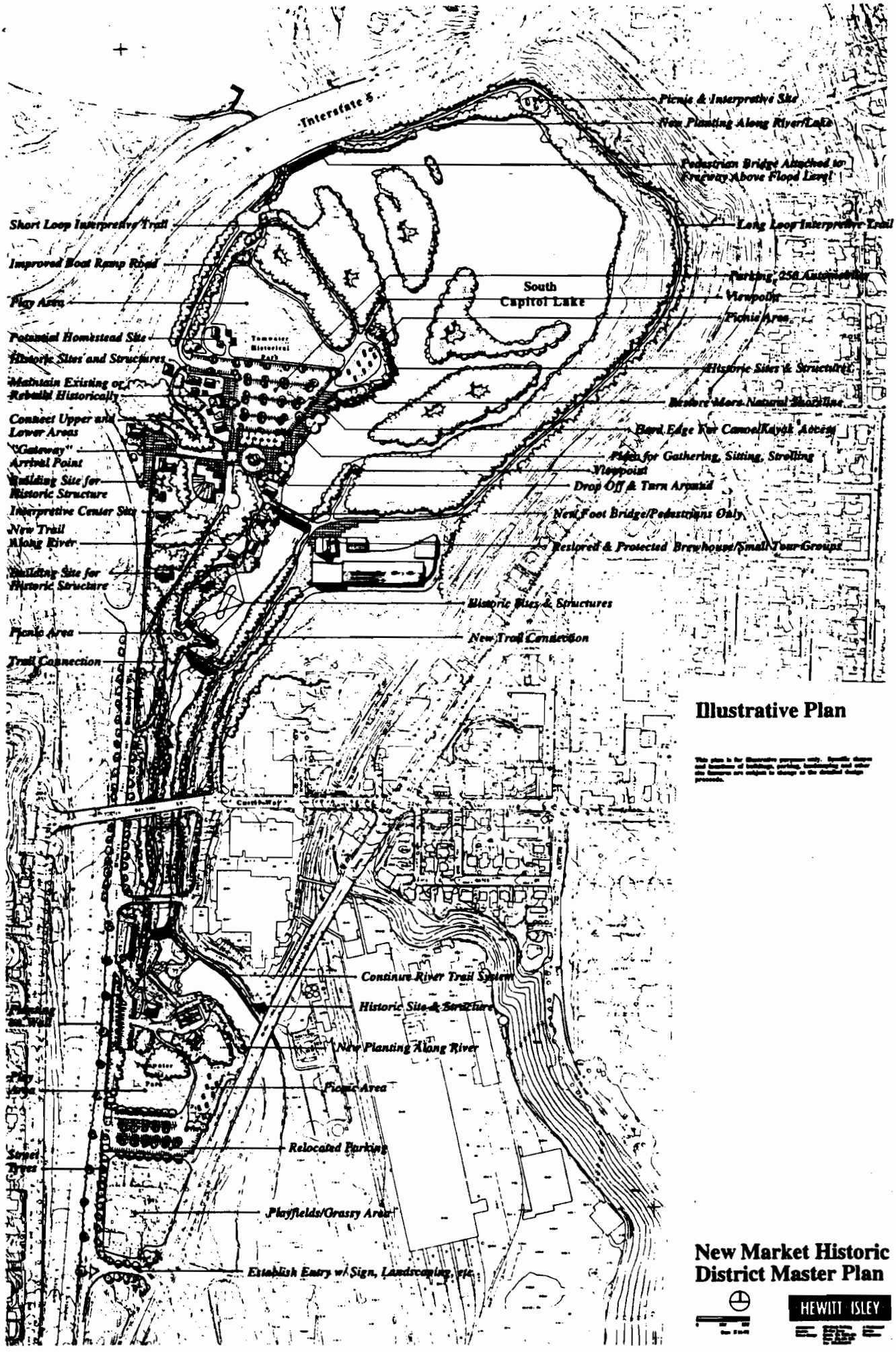
- The Brewery Complex
- Natural Systems
- Recreation Resources
- Historic Cultural Resources

Each of these elements contributes to creating the unique place that the New Market Historic District is, yet each one is conceived and structured to be flexible to proceed at its own pace and intensity without compromising that sense of place.

The **Master Plan** drawing is a concept diagram that indicates the general location and organization of the various elements and components discussed and recommended here in. It provides a framework for many different individual but related decisions regarding level of effort, timing, and design quality and detail. In that way it is both comprehensive and ultimately flexible.

The **Illustrative Plan** is derivative of the Master Plan and illustrates but one possible way of delineating and combining the various plan components. Specific shapes and locations of buildings, parking, landscaping and other site features are subject to change as the detailed design and development proceeds. Its intent is to communicate the character, scale, and pattern of development that the Master Plan anticipates and desires. Other configurations are possible based on specific responses to demand, need, and available resources over the course of implementation. The goals, intent, concept, and existing conditions will remain constant.


Interstate 5
South
Capitol Lake
Master Plan
Bike Path/Trail
Access Roads
& Turn Arounds
Pedestrian Trails
Bridge
Parking
Hard Surface
Plaza/Play Area
Historic Sites/Structures
(Presently Known)
Building Site/Historic
or Contemporary
Interpretive Center
Picnic Area
Potential Homestead Site
Existing Historic
Structure
Existing Structure
New Tree Planting
Existing Tree Masses
Mixed Use Commercial
or Future Play Fields
Entry Feature
New Market Historic
District Master Plan
HEWITT ISLEY



Illustrative Plan

New Market Historic District Master Plan

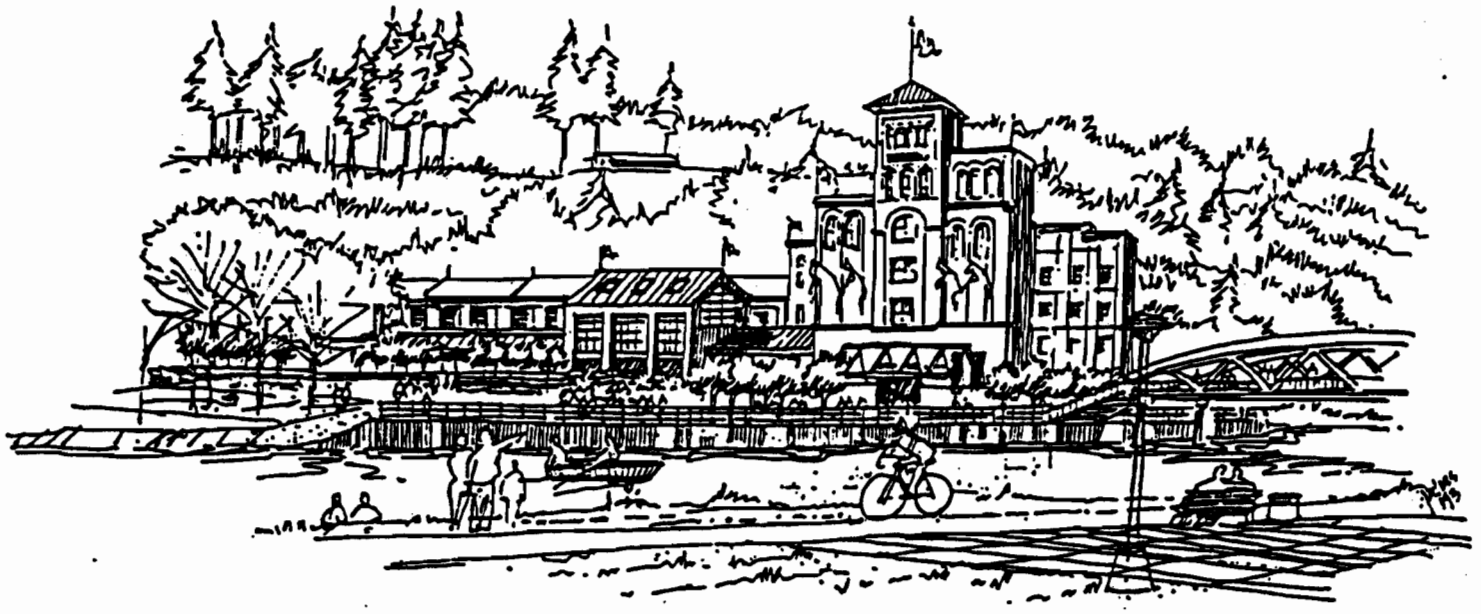
HEWITT ISLEY

The Master Plan anticipates that the Brewery Complex will be an integral part of the New Market Historic District and will ultimately become its centerpiece. However, at the present time no user has been identified for the complex that would make renovation of the structures feasible. Ideally a public use or public related use will be found for the buildings. Potential uses have been outlined and discussed in sections 1 and 2 above. Until that use is found, it is imperative that further deterioration of the complex, especially the Brewhouse and Old Warehouse structures, be halted. Section 4: Implementation outlines step by step a course of action for the City to pursue in an effort to secure control of the destiny of this building complex, especially those structures currently in danger of being lost.

While it is difficult to produce physical plans of any certainty for the Brewery Complex, the New Market Historic District Master Plan has been conceived so that the design and development of the remainder of the plan elements can proceed independently without waiting for a final resolution of the Brewery situation. However, accepting this uncertainty, the Master Plan does offer several suggestions and design ideas for proceeding with further investigations and planning for use of the Brewery Complex.

Vertical Circulation and Galleria

The opportunity exists in the area between the Brewhouse and the Original Warehouse to develop a new vertical circulation element (including elevators) and multi-story galleria that would provide required assisted access to both existing multi-storied structures as well as a dramatic lobby space that would connect all the major building elements of the complex. The entire galleria infill structure would be transparent so as not to cover or detract from the restored existing building facades.



View from proposed Waterfront Promenade

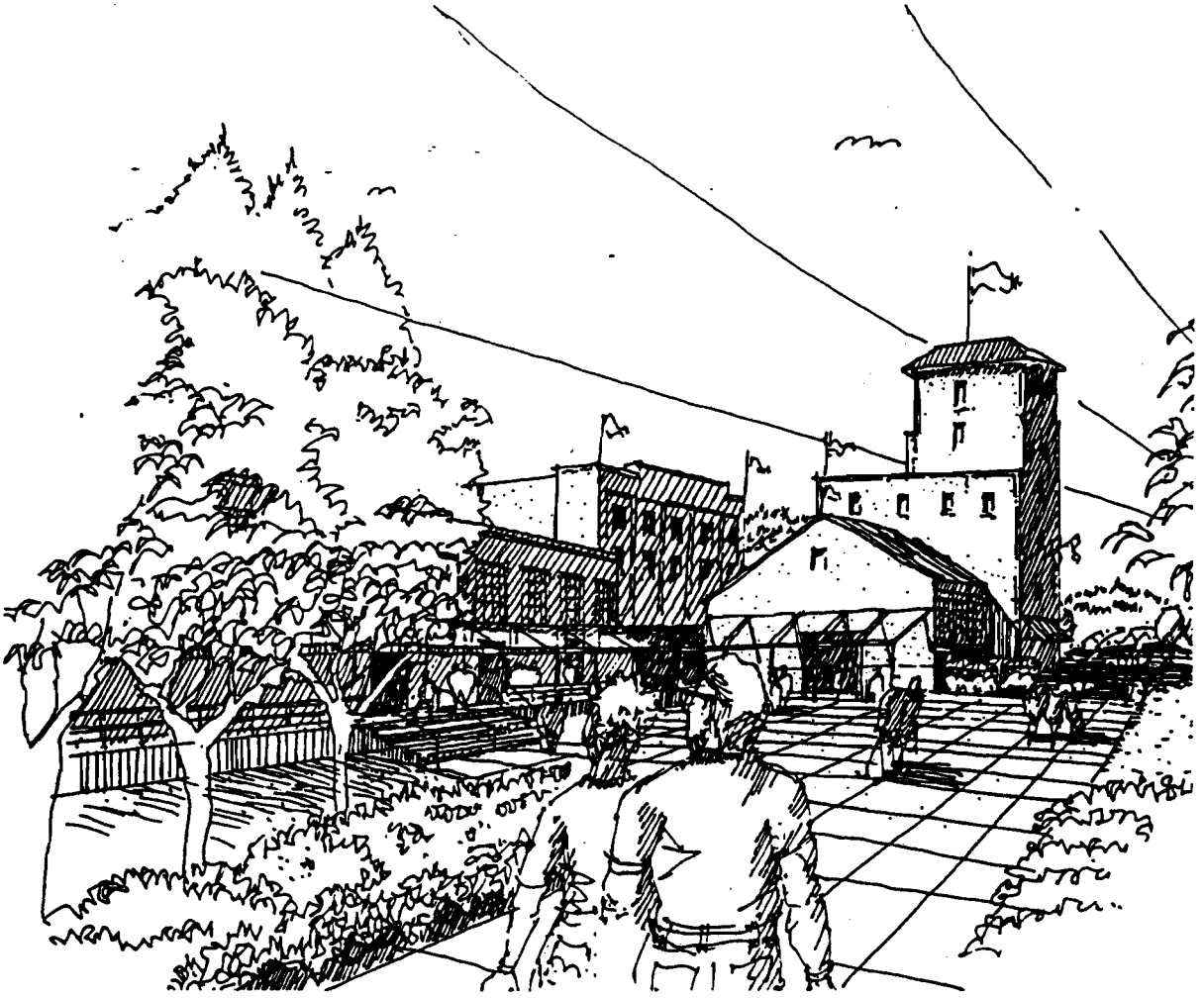
Patio Arcade

The existing metal, one-story infill structure along the north facade of the Old and New Warehouse structures now serving as a storage shed and loading dock, should be removed and the original facades of the Old and New Warehouse structures revealed and restored. It should be replaced with

a glass canopy providing shelter for outdoor dining, casual sitting and gathering and protected entrances for potential activities within the restored structure. This upper patio area should be connected to the "Grand Plaza" with an equally grand staircase.

Grand Plaza

The Master Plan recommends that the area to the north of the Brewhouse structure be developed as a grand pedestrian plaza as a visual and functional forecourt to the building, as a space for formal gatherings and events, and as a place for casual sitting, strolling, and viewing. The plaza should contain ample pedestrian amenities including planting, lighting, benches, special paving, and treatment at the water's edge allowing small boat access. The plaza would complement the promenade across the river and be connected to it by the new footbridge.



View along potential Grand Plaza

The Brewhouse

The Master Plan suggests that immediate attention be paid to the Brewhouse with efforts initially focused on preventing further deterioration by sealing off the now collapsed roof structures. A second level of effort should be to gain control and begin restoration of the Brewhouse. The first level of priority in the restoration should be in completing the exterior and sealing the structure from the weather and in reestablishing its visual prominence and attractiveness in the area. The interior restoration and code compliance work could come at a later date. The Brewhouse, with or without the remaining structures, could function as an excellent museum/interpretive facility focusing on the brewing arts and other historic, industrial activities of the area. It could work in conjunction with the central more inclusive interpretive center recommended under Historic Cultural Resources. If full interior restoration and code compliance cannot be accomplished in the near or intermediate term, cleaning and repairing the interior and opening it up to small guided tour groups is recommended. The Illustrative Plan illustrates the potential of limited public access to the Brewhouse.

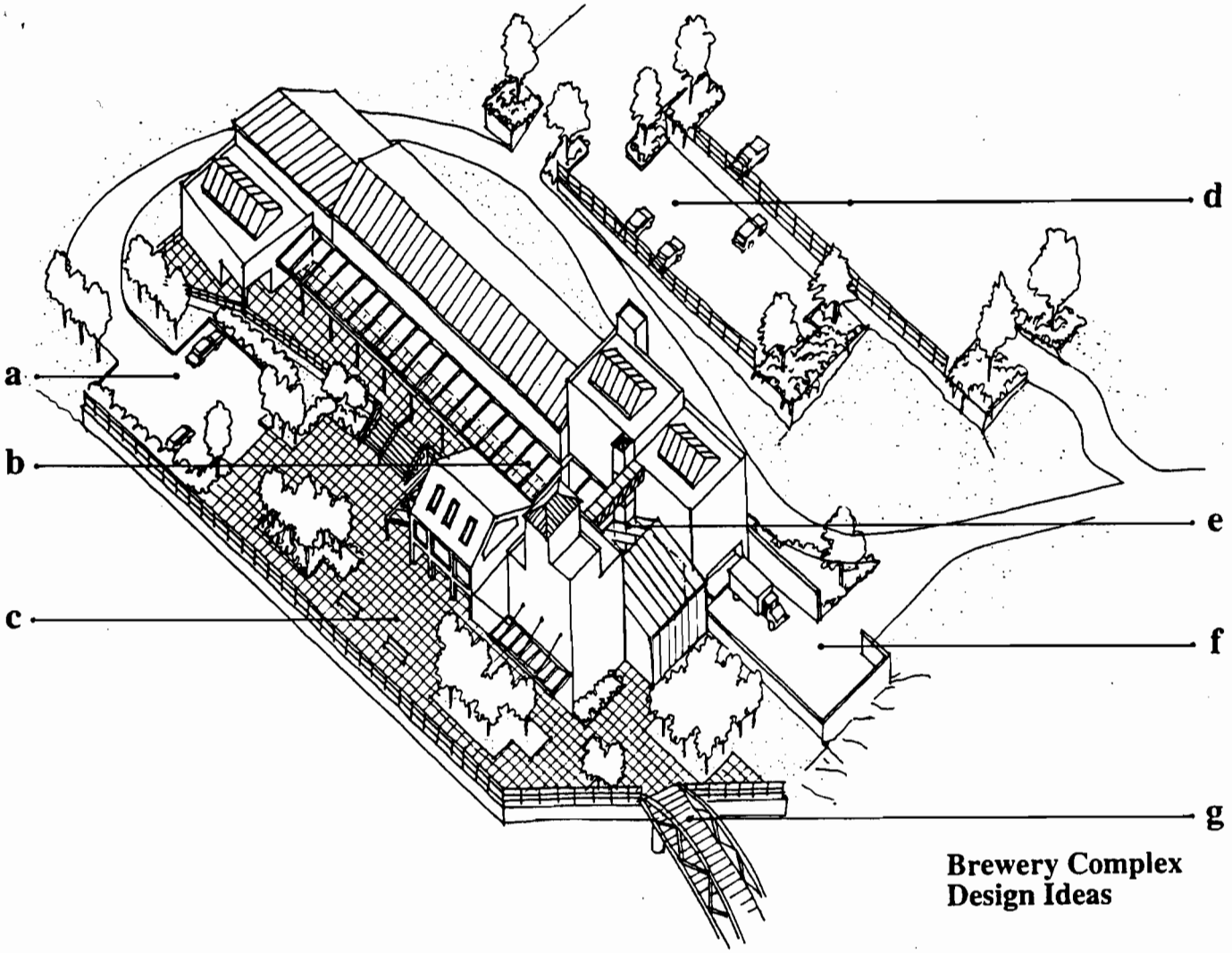
Access and Parking

The Master Plan recommends access to the Brewery Complex via an improved Old Brewery Road as described in Access Option 1 on page 1-55. This appears to be the most direct and least intrusive and least costly of the alternatives delineated in Section One. Additional access might be provided via a new bridge across the Deschutes River as suggested per Option Four on page 1-59 and 1-61. The Master Plan recommends a new bridge north of the lower falls for primarily pedestrian use. However, future detailed planning and design may allow for some vehicular access across this bridge if the construction of a vehicular bridge results in minimal environmental and visual intrusion and if it does not interfere with pedestrian access and circulation at the Brewery.

Preliminary studies have indicated that approximately 100 parking spaces could be accommodated in the lower level of the New Warehouse (East Addition) within the existing column grid. Further planning and design of the complex for specific future uses should take this into account when testing feasibility. In addition, the area immediately behind the Brewery Complex could accommodate additional limited parking either in a parking structure or terraced format. It appears a structure 130 feet wide and unlimited height would be squeezed between the existing building and the steep bluffs to the south with a retaining wall of ±10 feet. However, such a building would be right up against the existing structure and would likely be very intrusive to the visual environment and quite costly. Terraced parking up to the 50-foot contour level seems more appropriate and feasible but would yield fewer parking spaces. Both options deserve further study during detailed planning and design of the complex for specific future uses. ADA parking would occur to the east of the Grand Plaza.

Service Access

Service access could occur at multiple points along the south facade of the complex. A primary service access point and screened delivery court should be explored at the west end of the Original Warehouse West Addition, thereby intercepting service vehicles before they arrive on the site proper.



Brewery Complex Design Ideas

a ADA Parking

b Glass Canopy Covered Patio Arcade

c "Grand Plaza"

d Terraced Parking

e Vertical Circulation and Galleria

f Service Access

g Foot Bridge

New Market Historic District Master Plan

HEWITT · ISLEY

This component of the Master Plan is essentially passive and interpretive and involves the provision of means to involve the public with the natural resource while protecting it from undesired intrusion and over-use.

Lowland Pedestrian Trails

The Plan recommends consolidating and rehabilitating pedestrian trails within and adjacent to the wetland area on the west side of Capital Lake into a short loop interpretive trail with plant and habitat identification. An observation kiosk is suggested at one point on the waters edge. A new trail is recommended on the east side of Capitol Lake along the old railroad right-of-way. It would be connected to the west side trail system with a new bridge constructed adjacent and perhaps attached to the Interstate Bridge at the north end of the lake. Another pedestrian bridge would be provided north of the lower falls at the Brewery thereby providing a long loop interpretive trail around Capitol Lake. Both bridges would be constructed above flood levels with the one at the freeway high enough to clear small boat traffic to and from the boat ramp. Another waterfront kiosk is suggested on the east side of the river in front of the Brewery. Except for these two controlled access points, the Plan recommends keeping trails and access in the wetland area away from the water's edge.

New Planting

New tree planting to provide shade for habitats along the shorelines should be provided at the north shore of South Capitol Lake and along the south bank of the river at Tumwater Falls Park as per the Deschutes Riparian Habitat Rehabilitation Plan.

Shoreline Restoration

The Master Plan recommends that the stretch of shoreline with the recently washed away bulkhead be restored to a more natural shoreline by removing all of the destroyed and remaining existing bulkhead and replacing it with a rip-rapped, laid back edge with more riparian vegetation.

Interpretive Program

The interpretive program would consist of a series of artist executed plaques placed along the loop trails explaining the ecosystem, how it works, and man's relationship to it. Plaques would also identify key plant life, wild life common in the area, and their habitats.

This component of the Master Plan is generally more active in nature, involving hiking, programmed and more spontaneous activities that can occur throughout the historic district with the exception of the wetland habitat areas.

River Ravine Pedestrian Trails

Existing pedestrian trails and bridges within the ravine should be maintained. The Plan recommends that the trail system in the ravine be connected to the trail system in the lowland area on both sides of the river thereby providing continuous pedestrian circulation throughout the Historic District. On the east the trail should be extended from the lower falls bridge north to the Brewery site, thereby, connecting up with the large loop interpretive trail and the new pedestrian bridge across the river. Also on the east the trail should continue south from the upper falls bridge to the historic site at the Capitol Boulevard bridge. From here the trail could continue south as part of a river corridor trail system. The west trail should connect in two places. One location would be along the upper hillside at the point of vehicular service access to the former Simmons Road. Simmons Road should be closed to vehicular traffic and converted to a pedestrian/bicycle trial that connects into the lowland area. The second point of connection would be at the lower falls areas via a new trail along the river's edge (below).

River's Edge Pedestrian Trail

The Plan recommends a new trail be developed along the western edge of the river from the lower falls area to the proposed new pedestrian bridge at the Brewery. The purpose of this trail segment is to connect a series of historical sites that have been identified along the water's edge (see below under Historic Cultural Resource). This trail would be very structured and controlled with a large portion of it potentially constructed as a boardwalk.

Hillside Connecting Trail

The Plan recommends a new trail down the hillside connecting the Crosby House and "Gateway" area to the lowland recreation and interpretation complex. Selective clearing of the hillside is recommended to provide visual access from the upper building complex to the lower one.

Central Plaza and Drop-Off

The Plan recommends restructuring vehicular access to and through the site and creating a central vehicle drop-off and turn-around at the foot of Grant Avenue. Adjacent to the drop-off would be a major pedestrian landscaped plaza and waterfront promenade. This promenade would be a minimum of 50 feet wide and would have a hard, bulkhead edge along the water for canoe and kayak access. Swimming would be prohibited. The promenade would be used for programmed gathering of groups or for more informal sitting, viewing, and strolling. It would provide an excellent vantage point for views of the old Brewhouse and the wetlands.

Picnic Areas

New picnic areas are recommended throughout the Historic District. In addition to the existing picnic pavilion in the lowland area, the Master Plan suggests new picnic areas at four additional locations:

- At the north end of South Capitol Lake along the long loop interpretive trail.
- North of the pedestrian waterfront promenade behind the historic sites as the river bends to the north.

- Adjacent to the lower falls areas behind the historic sites.
- On the existing eastern parking lot (to be relocated) of the Tumwater Falls Park.

Picnic areas would be grassy and provided with tables and benches. No cooking areas or grills will be provided.

Children's Play Area

A structured children's play area, including play equipment is recommended adjacent to the large picnic area north of the main parking lot in the lowland area.

Active Play Areas

Open, grassy play areas should be maintained in both the lowland area, between the loop trail and the parking lot at Tumwater Historic Park, and in the southern uplands area, south of the fisheries facility at Tumwater Falls Park.

Boat Ramp

A new paved access road with a turn-around area is recommended for the boat ramp. New tree planting along both sides of this road will help screen this route from other activity areas in the park.

Existing Restrooms and Picnic Pavilion

The Master Plan shows the existing restrooms and picnic pavilion remaining in the present form. However, providing on the availability of resources, these structures could be rebuilt in a style more appropriate to the historic character of the district.

Additional Playing Fields

The presently privately-owned land parcels between "C" and "E" streets are currently zoned for mixed use commercial development. This is not incompatible with the intent of the Historic District and could result in service activities such as restaurants, retail sales, etc., that would complement recreation activity. However, the Master Plan suggests that this land parcel should be redeveloped for recreation use as additional playing fields should demand warrant and market conditions justify. Grassy open fields in this area would also provide a nice sense of entry into the Historic District from the freeway and Capitol Boulevard.

Bike Path

The designation of a bicycle route through the Historic District is recommended. It would connect from Capitol Boulevard in the south, and run along "E" Street, Deschutes Way, Grant Street, through the parking area in the lowlands, and along the boat ramp road to connect at the Freeway bridge with the existing bicycle/pedestrian path along the west side of Capitol Lake. The City of Olympia is considering an extension to the regional urban trail system by providing a bicycle trail connection in the vicinity of the Freeway and Capitol Boulevard, traversing down the hillside and along the north shore of the lake, across a new bridge to the existing pedestrian/bicycle path. If further study proves this to be economically and environmentally feasible, the new bridge recommended for pedestrians adjacent to the freeway bridge (see Lowland Pedestrian Trails, page 3 - 8) could be designed to accommodate bicycle traffic.

The thrust of this element of the Master Plan is to make the public more aware of the historic cultural resources that exist in the area and to bring them more in contact with it. The exact nature and configuration of the New Market community is still largely unexplored and not fully understood. Further research and documentation is necessary and recommended (see Section 4 Implementation). The recommendations in the Master Plan provide a framework for realizing opportunities as they are uncovered during ongoing investigations.

Historic Sites

The National Register nomination identified numerous sites within the Historic District where structures of historic significance were once located. It is the recommendation of this Master Plan that these sites (and others as they become identified) be made accessible and interpreted. Regarding accessibility, the Plan recommends the development of a new trail along the west bank of the river that would connect and provide access to these currently known sites (see Recreation Resources above). Other known sites are accessible via existing trails or roadways. Each of these sites can be interpreted in a range of possible ways, increasing in comprehensiveness or detail depending on the resources available.

The Master Plan is recommending a series of alternatives that are both additive in nature and coordinated in character so that they may be implemented individually per site and sequentially over time and still offer a sense of completeness within an overall image. Thus as resources, i.e., funding, does become available, sites can be developed and/or taken incrementally to the next level without compromising the whole, thereby affording maximum flexibility. The Plan suggests four possible levels of development.

- **Step One**

  The historic building site is cleared of vegetation and the ground treated in simple fashion consistent from site to site e.g., grass, compressed cinder or gravel, special paving, etc. An artist designed plaque (similar to the ones described above in Natural Resources) providing written and visual interpretive information is located at the periphery of the space. Thus a "sense of place" is created that identifies the historic location and provides information as to its function and character.

- **Step Two**

  If a structure was once located on the site a next step in interpretation of the site would be to recreate the footprint of the structure on the ground with a concrete curb in its original location. The remainder of the ground surface could remain as above, i.e., grass, paving, etc. The interpretive plaque would remain.

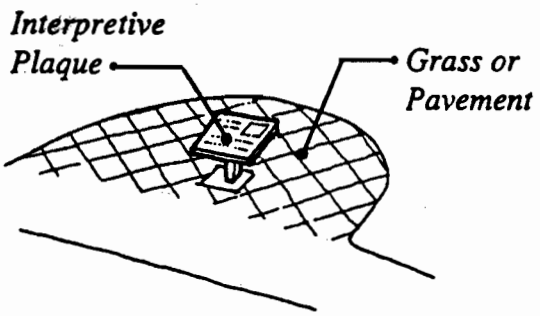
- **Step Three**

  The next step would be to recreate the size and shape of the original historic structure with a tubular steel frame that would trace its profile in the space without a complete reconstruction of the entire building. The interpretive plaque would complete the display. This approach would be most appropriate for historic sites that exist in the Deschutes River Flood Fringe Zone where the unobstructed flow of flood waters is mandated by code.

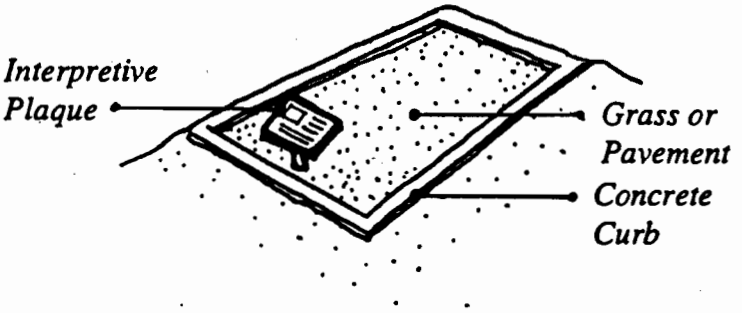
- **Step Four**

  Where flooding is not a condition, the final step of actually creating a historically accurate reconstruction of the prior structure would be possible. This step would require significant resources and might only be accomplished at unique or special locations. The interpretive plaque would still be a part of the display.

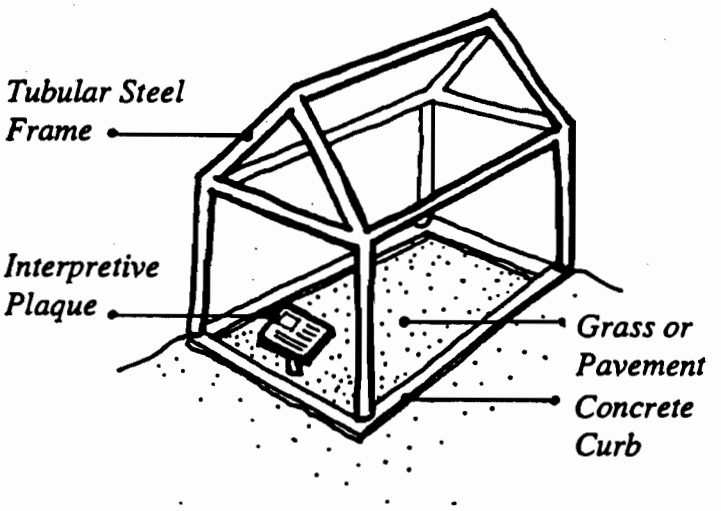
Only currently known sites have been indicated on the Master Plan. Further research may identify additional sites that would then be treated in a similar fashion.



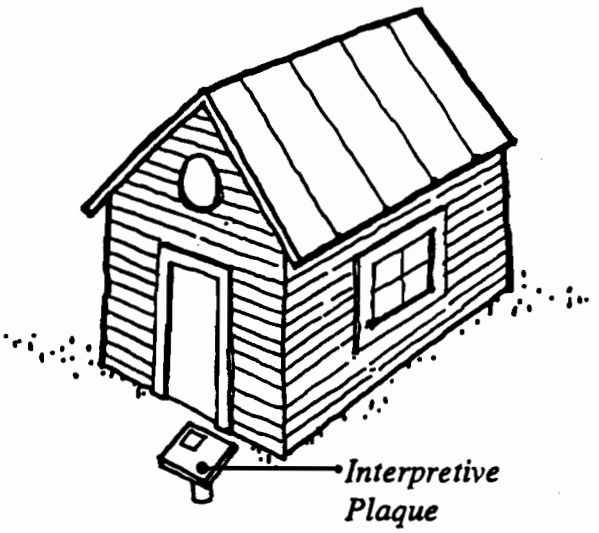
Phase 1



Phase 2



Phase 3



Phase 4

Building Sites

Two building sites have been identified along Deschutes Way. The Master Plan recommends that structures be constructed on these sites in order to create a greater density and sense of arrival at the entrance to the heart of the historic area. If research shows that these sites contained historic structures at one time, the Plan recommends that those structures be identified and interpreted as described above, and given the highest priority for reconstruction. If they prove to be not historic, the Plan recommends contemporary structures be constructed on them. The site at Deschutes Way and Grant Street is especially important in helping to create a sense of arrival. It could be an alternative site for an interpretive center or one of the sites for an interpretive complex. A food concession might also be possible. The other site, closer to Simmons Road, could simply be another picnic shelter, if not a historic location. These additional structures will reinforce the visual image of a "village character" similar to what existed here historically, and create a "gateway" or point of arrival for the Historic District.

Existing Historic Structures

The Master Plan recommends restoring both the Henderson House and Crosby House to their original condition for use as living museums, interpretive events, District administrative offices, or perhaps small meeting facilities.

Interpretive Center

The Master Plan recommends the development of a new interpretive center at the foot of Grant Street at the center of the site next to the main drop-off point and pedestrian plaza. The Historic District Interpretive Program would start and be coordinated from here. It would include displays, printed materials, and a small auditorium for lectures, slide shows, and movies. Tour groups would assemble here with guided tours beginning and ending here. The center would be built into the hillside to reduce its mass and intrusion into the site. It could also be developed incrementally as a complex of smaller structures that would better reflect the scale and character of a village atmosphere. The two building sites described above could be alternate sites, if the one shown turns out to be one of historic significance, or additional sites for a multi-building complex concept. The architectural character of any new nonhistoric structures in the District should be architecturally contemporary and in accordance with the Secretary's rules, but should also respect the scale and character of the historic architecture in the area.

The Homestead

A site has been identified for potential location of the New Market Homestead living museum currently proposed and under development by the Tumwater Historic Association. The site is outside the current boundary of the designated New Market Historic District and thus would accommodate the Homestead without violating the Secretary's rules. (The Homestead's buildings and arrangements are not indigenous to the Historic District and therefore not allowed under the Secretary's rules within the designated Historic District. Placing them outside the actual boundary avoids this conflict.) The Homestead appears to be consistent with the historical time frame of the area and could contribute to a comprehensive interpretive program.

Other site design and landscape elements are recommended both on the site and on its periphery to provide a framework and context for the other major elements described above and to coordinate them into one coherent visual image.

Capitol Boulevard and "E" Street

A sense of entry to the entire Historic District area should be established at this intersection with the introduction of landscaping, lighting, and an entrance sign at the intersection within the public right-of-way. Additional right-of-way should be acquired if necessary.

Deschutes Way Boulevard

Street trees should be planted along Deschutes Way from "E" Street to Grant Street creating a boulevard effect and grand entry to the Historic District. This should include planting trees in the parking area along the freeway bulkhead south of Division Street where every fourth or fifth parking space should be replaced with a tree and landscaped planter. Areas already abundant with trees at the road edge would be skipped over in deference those devoid of street trees.

"The Gateway"

At the intersection of Deschutes Way and Grant Street creation of a drop-off area with special paving throughout would create an arrival point at the entrance to the Historic District Village. The special paving should continue downhill to the pedestrian plaza and waterfront promenade and south along Deschutes Way to the Henderson House and the southern building site.

Landscape Elements

Additional landscape elements should be used throughout the site to establish a consistent and coordinated image for the Historic District. These elements should include:

- **Special paving** at locations of major focus and pedestrian gathering.
- **Standard light fixtures** throughout that reflect and respect the historic nature of the site.
- **Coordinated graphics** both in the directional signing and the interpretive panels throughout the site.
- **Decorative application of the white picket fences** already in use on the site to highlight pedestrian movement and designate special areas or boundaries.
- **Specific plant list** to delineate allowable species for infill, decorative and restorative uses as the site is developed, including canopy trees, understory shrubbing, and ground cover.

Parking Areas

The Master Plan recommends relocating and reorganizing parking areas in three specific locations.

- **The Existing Lot at Tumwater Historical Park** should be reoriented and realigned for more efficient accommodation of automobiles within its existing area up to a maximum of 250 spaces. One such alignment shown in the Illustrative Plan provides direct access to pedestrian areas. Additional parking in this area would serve for both increased use of the park as well as access to the Brewery Complex. Once realigned, parking can be developed incrementally as need develops over time.

- **The Existing Lot at Tumwater Falls Park** should be removed and relocated within the "C" Street right-of-way. Additional spaces should be added as needed by acquiring presently vacant private property to the south. The old parking area should be redeveloped into a picnic area (see above) and the former driveway through the site reduced to a pedestrian trail/emergency drive.

- **The Existing Upper Parking Lot of Tumwater Falls Park** should be reorganized and restriped for employee and service use with access and egress to Deschutes Way only.

District Boundaries

The New Market Historic District boundaries should be extended southward to "E" Street to include Tumwater Falls Park, the north shore of the Deschutes River from Division Street to Capitol Boulevard and the currently private parcels between "E" Street and "C" Street.

Design Guidelines

Architectural and landscape design guidelines that would guide development toward a consistent and coordinated image should be prepared for the entire Historic District. Such guidelines would include signage and graphics.

Introduction

The fourth and final section of the New Market Historic District Master Plan will outline in general the actions required to implement the recommendations and suggestion delineated in prior sections. These actions will be listed by major element of the plan and will include the next steps necessary to move ahead, a relative timing schedule, and estimated budget amounts for completing the actions.

Timing is described in relative terms with intervals being immediate, near term, intermediate term, and long term. In general, the intent is to establish a sense of priority and ordered sequence. Immediate actions should begin as soon as possible as they are often required in order to establish context or direction for subsequent actions. Subsequent focus should be on near term actions until they are completed, then intermediate term actions, and finally long term actions. Progress over time will be dependent on the amount and availability of resources to complete the tasks. The schedule is not rigid, nor is the priority. Opportunities should obviously be addressed as they present themselves, even if out of suggested order.

Budgets are presented as estimates based on a combination of prior experience and unit costs applied to the concept plan. They are not cost estimates based on specific designs, materials, and procedures, as such designs, materials, and procedures do not exist or have not been determined at this time. Final costs could vary significantly from those herein depending on final programs and design solutions. The budgets herein are intended to offer guideline amounts for accomplishing the accompanying tasks and include design, construction, administration, and other normal development costs. Usually a range is provided with the amounts in 1993 dollars.

A lead agency is identified as the group or groups, either public, private, or both, that would have the main responsibility for coordinating and seeing that a specific action is carried out successfully to completion. While the lead agency is not necessarily responsible for contributing all the resources required to implement a given action, it should have the responsibility for pursuing and obtaining those resources. Many actions ultimately will require the participation and cooperation of many groups and individuals.

The restoration and adaptive re-use of the brewery complex, while potentially the most visible aspect of the Master Plan, is not within the City's current capability to perform, and both from economic and pragmatic necessity, must be approached as a separate exercise from the execution of the other components of the plan.

From City and public meetings, and from discussions with the Brewery management and others, the following is concluded:

- No buyer is prepared to acquire the property today, nor is the City interested in purchasing the Brewery complex without an end user identified.
- The Brewery is probably not willing to undertake any significant capital investment to deter further decay and damage, especially in the Brewhouse and Old Warehouse sections not being used for storage.
- The City would like to move forward on at least some aspects of the larger Master Plan, whether or not the Brewery buildings can be saved.
- The City has a strong desire, but not a commitment, to see that the Brewery complex is restored as a historic structure.

Given these conclusions, the challenge for the immediate future is three-fold:

- To establish the role of the City of Tumwater in the process of saving and restoring a private structure, and to determine how the City might fit into an arrangement to purchase the land and buildings from the Brewery;
- to encourage an environment where the sale of the property to a third party might be possible and,
- to enable some level of decay prevention or restoration to be done while the buildings are still owned by the Brewery.

The action plan presented below will suggest a number of tasks and relationships designed to address these three challenges.

Without a specific user/buyer identified for the Brewery complex, the action plan is a combination of tasks that set the stage, prevent backsliding and/or strengthen the vision and commitment to the project. Actions have been divided into six categories:

- Sponsorship
- Brewery Relations
- Program Refinement
- Physical Work
- Marketing
- Funding

- **Action**: Determine Sponsorship Entity

  Previous sections of this report have identified the renovation of the Brewery complex as a $15-18 million project, with a $7-9 million funding shortfall. Even if the project were scaled down to a much smaller scope, there may still be between $2-5 million public sector costs to make it a reality. These costs could include traffic signals, roadway improvements, parking improvements, engineering and legal costs.

Before embarking on such a commitment of public funds, the City must determine whether it has the capacity to sponsor such an effort. This should be measured not only in financial risk and capability, but in terms of the public and political will to dedicate the time and money to make this a priority.

There appears to be a consensus among City staff and the public, that "this is a nice, historic, building and it would be a shame if it weren't here". But except for the current study, there is little indication that public agencies, civic groups, historic groups, individuals or private organizations have claimed that this restoration project should be a priority. The City must therefore determine whether this project can justify the level of attention and commitment that will be required to see it through to completion.

It would be much easier to generate interest if a source of revenues (user/buyer) could be identified, but even the current recommended course of action will require staff time and City resources. This time commitment might equate to 20% of a staff persons' time, along with participation by the City Manager and Planning Director to represent and convey the City's commitment in meetings with the brewery and with State and local politicians.

If a more expansive plan becomes possible, because of interest from users or political change, then full-time project management and broader sponsorship will be necessary. A multi-million dollar redevelopment program for the brewery will require the personal commitment of senior City officials and significant staff time throughout the City organization, since a good portion of the funding will have to come from the City's capital budget.

A project that requires the $7-9 million of public money to fund a financing shortfall should not be sponsored solely by the City of Tumwater, but a broader regional base is more appropriate for a project of this scale. Endorsement and support from Olympia and Lacey, and from Thurston County would be necessary in order to generate the public support and political strength to secure this scale of public funding. Ultimately, some of the funding would be state or Federal money, but these sources cannot be tapped without strong local commitment and support.

Timing: Immediate

Budget: Staff time

Lead Agency: City of Tumwater

- **Action:** Determine City Relationship with Brewery

The Pabst Brewery Company is the owner of the Olympia Brewery and the old Brewery complex. The Olympia Brewery is said to have significant excess capacity, and is a marginal operation economically. The Company has a small management group, and has not been actively involved in the status or future of the brewhouse. The local plant manager handles all operations and local issues. It is apparently difficult to get the attention of the owners of the company on an issue of this scale, and it would be difficult to work out a complicated arrangement with them, simply because they do not have the time to deal with these issues.

Unless the buildings are redeveloped for public use (State museum, performing arts center, convention facilitates), there is little benefit or necessity for the City or a Public Development Authority (PDA) to purchase the property from the Brewery. The more logical transaction would be for the end-user (corporation or developer) to acquire the property directly from the Brewery. It is therefore of little value for the City to commence purchase negotiations or discuss price with the Brewery for the purposes of acquiring the property. A private buyer with a specific use in mind will be in a stronger position when it comes to arriving at a sales price for the property.

However, discussions between the Brewery and the City could be fruitful in three areas:

- To clarify the circumstances under which the Brewery would be willing to sell the property. Pabst has not made any commitment to sell, but has only expressed a willingness to entertain offers. It would not be prudent for the City to invest more effort in the project without a clearer expression of the terms under which Pabst would sell the building.

- To explain the tax advantages of having the Brewery perform some of the initial improvements themselves. It is assumed that Pabst is not interested in spending money to fix the building, but if they are interested in selling the buildings, a small investment to prevent deterioration (and loss of value) combined with preservation tax incentives might be sufficient to encourage them to repair the roof.

- To explore cooperative relationships that might allow the City to gain physical control over some of the property in order to stabilize the building condition.

In any of these discussions, it will be important to build a partnership between Pabst and the City, as neither can accomplish their goals without the other. Pabst will not be able to recover any economic value for the building unless the City shoulders some of the infrastructure costs and supports the historical designation, and the City can do nothing with the building without the Brewery's cooperation, as they own it.

The discussions should also include a determination of the authority of the plant manager. It would probably be useful to determine what steps are within the purview of the local manager, and try to focus on items that can be managed locally.

The following represent possible discussion points for conversations with the Brewery:

- Presentation of the Master Plan, including structural survey and estimated development costs.

- Explanation of the City's aspirations for the buildings, including ways in which the City could assist or facilitate the redevelopment of the property.

- Explanation of the historic designation and the available tax credits for rehabilitation. Discussions of the additional steps the City could take that could either assist or complicate redevelopment of the property.

- Exploration of the Brewery's willingness to actively promote the sale of the property through a discussion of possible sale terms, discussion of impact of the sale on Brewery operations, willingness to show the property, share drawings and engineering data or retain a listing agent/ broker.

- Discussions of ways to improve the marketability of the property through cosmetic repair, water damage control and vacating and cleaning out the areas not being used as active warehouse.

- Discussion of a nominal lease, giving the City access to the Brewhouse for stabilization and repair. Under this concept, the Brewery would lease the Brewhouse and Old Warehouse to the City (or a designated entity) for a nominal amount, and the City would undertake protective and stabilizing actions. The City could use the leased premises for agreed upon uses, including subleasing or conducting tours and awareness activities. Capital costs incurred by the City may be recoverable from an eventual sale.

- Explore potential for the trade of the property or inclusion of the Brewhouse site in some other potential or pending transaction between the City and Pabst.

Timing: Immediate

Budget: Staff time

Lead Agency: City of Tumwater

- **Action:** Refine Program

The appropriate next steps are a series of small, specific actions that move the project forward but are in keeping with the available funding capacity. Until the City has physical control of the property, there is little that can be done in terms of restoration or capital improvements. Most of these tasks represent additional investigation rather than physical work, and are intended to reduce the questions and uncertainties surrounding the conditions and potential for the property. Many of these tasks can be performed by City staff.

- Ownership. Pragmatic dialogue with the brewery regarding their expectations and intentions, as discussed above, is the most important task.

- Development Structure. Determination of the most realistic development structure should follow the discussions with the brewery. Does the City eventually want to buy the buildings from the brewery, facilitate a direct sale to a private developer, or simply set development guidelines and allow the owner to pursue their own course. Control over the project carries a big price tag, and the City must evaluate its priorities, financial capability and public support.

- Legal Structure. An analysis of the optimal legal structure is being prepared and will be furnished under separate cover.

- Historic Status. The City should see that the district and the property have the most favorable historic designation for tax and development purposes, and that the City is certified to participate in the various state and federal programs. This should include obtaining status as a Certified Local Government (CLG) for historic preservation work.

- Further Design/ Investigation. This Master Plan has documented site and building conditions at a cursory level. The investigation has demonstrated the need, at some point in time, for more detailed study in some specific areas. The following areas should be investigated further:

  -- Request a preliminary title commitment for the key properties. Identify the ownership entity and review carefully the title exceptions to the policy. Confirm site access through easements and identify other easements affecting property. Look for issues that would affect the development potential for the site.

  -- Find or conduct a physical survey of the property, identify property corners, building locations and easements. Get a copy of the land title survey (ALTA, is possible) for your files.

  -- Continue the process of historical research. Identify all of the owners and occupants of the Brewery buildings, along with the phases and dates of additional construction. Determine which parts of the building relate to the Brewery, and which sections were built by subsequent users.

  -- Conduct a survey of the services to the site, with the assistance of the Brewery. Identify mechanical, electrical and plumbing systems within the buildings as well as the location and capacities of utility hook-ups that serve the site.

-- Quantify the current traffic levels at the top of the access road. Identify possible intersection improvements and evaluate the costs and level of service for different alternatives.

-- Perform an environmental audit of the buildings. Identify transformer locations, transformer condition, underground and above-ground storage tanks, presence of asbestos and any other potentially hazardous conditions.

-- Confirm status of rail lines and rail beds. Identify which are abandoned and which are in service, who owns/operates each right of way and determine whether any of the lines offer transportation or recreational potential to benefit the project.

The purpose of most of these tasks is to answer questions about the historical or existing conditions. The analysis should not include future design or remediation, because they will have to be done again once a development plan is determined. The objective is to produce a set of base documents that will allow a potential purchaser to evaluate the property, and to determine from them what additional investigation will be necessary.

Timing: Immediate

Budget: Staff time

Lead Agency: City of Tumwater

- **Action**: Undertake Physical Improvements

There is a limited amount of physical work that can or should be done at this stage. Any work that is considered should be evaluated based on four criteria:

- eliminating the cause of deterioration
- improving the "curb appeal" to a potential buyer
- eliminating hazardous conditions
- creating public benefit

Work that the City might consider, or encourage the owner to perform, might include:

- roof repair or replacement
- cornice removal, or disassembly of any other building components that could fall from the building
- garbage/trash removal, including cleaning out the keg house and warehouses of surplus equipment and supplies
- demolition and removal of interior partitions and damaged walls and ceilings
- pest control, boarding up windows and openings
- trail, pathway construction, river access, in accordance with the Master Plan

Estimated construction costs for replacing the damaged roof and cornice sections appear on page 1-26 of this report.

Timing: Immediate

Budget: $290,000 to $295,000 design and development cost for roof repair only

Lead Agency: City of Tumwater and/or Pabst Brewing Company

- **Action**: Delineate Marketing Scenario

The ideal scenario for the restoration of the brewhouse is for a private organization to purchase the complex directly from the Brewery and conduct the rehabilitation themselves. Although it is not currently possible to identify a specific purchaser, or even a specific use, it is possible to create the conditions that will allow a purchaser to step forward.

The first step is to have answers to a fairly obvious set of questions. These include the following:

- ownership - who is the seller, exactly what property is being sold, how much do they want for it?
- tax status - what tax benefits are available because of the buildings historical designation, how can one take advantage of these benefits
- physical condition - what is the condition of the property, what services are available?
- development rights - what will the City permit in terms of redevelopment, who has jurisdiction, what is the permit/approval process?
- City support - what is the City willing to do, in terms of infrastructure development, cost sharing, site amenities, roadway/intersection improvements, public financing and sponsorship, to assist the redevelopment process?

The answers to these questions should be summarized into a reproducible package that can be used by the seller, by the City or by brokers to promote the sale.

The second step is to gain the cooperation and participation of the seller. Without a clear understanding between the brewery and the City, any marketing efforts by the City are fruitless. This cooperation should include parameters for sale terms including price, agreement on the information included in the sale package, selection of a sales agent (whether exclusive agreement, broad and non-exclusive representation or promotion only through the City) and an understanding of the affirmative cooperation of the Brewery, in terms of information sharing, site visits and negotiation.

If the Brewery will support the process, a more formalized buyer search can be conducted. Whether performed by the Brewery, by the City or by a broker, the steps are all the same:

- assemble presentation package
- prepare mailing lists (to brokers, to developers, to corporations)
- conduct open house, site familiarization tours
- promote balance of Master Plan and development opportunity in the media
- build awareness through appropriate associations and economic development agencies

The search process used in preparing this Master Plan produced interest from a number of parties that should not be forgotten. A number of brokers requested information, and feel that a purchaser can be found once the brewery and the City work out their respective needs and contributions. All of these contacts should be considered as the project gains definition.

Perhaps the most important component of the marketing effort is the process of political education and awareness. The City should endeavor to secure regional consensus and support for the project among agencies and legislators; it should build and demonstrate City commitment to the project; and it should seek and identify individual sponsors and political leaders to support and champion the process. Without the personal commitment of regional and community leaders, the City cannot hope to procure the public funding to bridge the financing gap for the project.

This can best be done by building project awareness among a key group of committees and individuals. One list of critical players that should be aware of the Tumwater project include:

- Olympia City Manager
- Thurston County Executive
- Thurston County Economic Development Council
- Thurston County Regional Planning Council
- the Schmidt family
- Washington Secretary of State
- State Representative
- US Representative
- The Heritage Caucus

This is a representative, not an exhaustive, list. The importance of this aspect of the project is illustrated by the case study regarding the "Officers Row" project in Vancouver, Washington. That project could never have been implemented without local, state and federal political and financial support.

Timing: Immediate

Budget: Staff time

Lead Agency: City of Tumwater

- **Action:** Undertake Funding Search

At the same time that the City is building awareness in regional and state government regarding the project, it should identify the possible funding sources from the various agencies, along with the criteria for funding from each of them. Federal programs relating to historic preservation are described on pages 2-5 to 2-7 of this report. Additional sources that should be considered include the following:

- Housing Trust Fund, administered by the State Department of Community Development, for low income housing projects
- Public Works Trust Fund, administered by the State Department of Community Development, for local infrastructure costs

- Community Economic Revitalization Board, within the State Department of Trade, which makes loans and grants to support industrial and business development
- Community Development Block Grants (CDBG) for design or construction costs. See the "Officers Row" study for a description of practical application of CDBG funds
- other state grants
- General Obligation Bonds from the City of Tumwater
- Revenue Bonds, which can be used if a PDA is created for the project
- funds from the City Capital Budget
- funds from the City Operating Budget
- private contributions, made into a non-profit organization, or made directly to the City

The City may consider contracting for outside advice in both the lobbying/awareness programs and to help identify potential sources of public funding.

Timing: Immediate

Budget: Staff Time

Lead Agency: City of Olympia

Pedestrian Trails

- **Action**: Initiate contact with the State of Washington, City of Olympia, Puget Power, and the Pabst Brewing Company and establish a steering committee for delineating responsibilities, authority, and agreements for development of the long and short loop interpretative trails including two new bridges and interpretive program.

  Timing: Immediate

  Budget: Assigned staff time and potential cost for access easement through Pabst Brewing Company property

  Lead Agency: Joint/all of the above

- **Action**: Begin design and development of short loop interpretive trail system

  Timing: Near term

  Budget: $75,000 to $85,000 estimated design and development cost

  Lead Agency: City of Tumwater and State of Washington

- **Action**: Begin design and development of long loop interpretive trail system including both bridges

  Timing: Intermediate term

  Budget: $1,200,000 to $1,400,000 estimated design and development cost

  Lead Agency: Joint/all of above

Shoreline Restoration and New Tree Planting

- **Action**: Undertake shoreline restoration program

  Timing: near term

  Budget: $70,000 to $80,000 estimated design and development costs

  Lead Agency: State of Washington and Olympia-Tumwater Foundation

Interpretive Program

- **Action**: Design and installation of interpretive program

  Timing: Near term

  Budget: $90,000 to $100,000 estimated design, fabrication, and installation costs

  Lead Agency: City of Tumwater and State of Washington

General

- **Action**: Initiate discussion and negotiations with the Olympia-Tumwater Foundation and establish agreement and plan for joint development and operations of Foundation property in river ravine and Tumwater Falls Park as part of City of Tumwater park system and New Market Historic District.

  Timing: Immediate

  Budget: Staff time and any potential costs associated with transfer of property rights

  Lead Agency: City of Tumwater and Olympia-Tumwater Foundation

River Ravine and River's Edge Pedestrian Trails

- **Action**: Begin design and development of west side trail connections and additions, including conversion of Simmons Road to a pedestrian/bicycle trail.

  Timing: Intermediate term

  Budget: $50,000 to $60,000 estimated design and development costs

  Lead Agency: City of Tumwater

- **Action**: Begin design and development of east side trail additions including extension north to Brewery and south to Capitol Boulevard Bridge.

  Timing: Intermediate/long term (north extension depending on progress with Brewery)

  Budget: $30,000 to $40,000 estimated design and development costs

  Lead Agency: City of Tumwater and Pabst Brewing Company

- **Action**: Begin design and development of the north trail connecting the Crosby House and "Gateway" area to the lowlands.

  Timing: Intermediate term

  Budget: $40,000 to $50,000 estimated design and development costs

  Lead Agency: City of Tumwater

Central Plaza, Drop-Off, and Parking Area

- **Action**: Begin design and development for restructured access and parking at the lowland area including the new pedestrian plaza and waterfront promenade. Restoration of active play areas are part of this action.

  Timing: Intermediate term (include first increment of parking); long term (additional increments of parking)

Budget: $800,000 to $1,000,000 estimated design and development costs (inclusive)

Lead Agency: City of Tumwater

Boat Ramp and Access Road

- **Action**: Begin design and redevelopment of the boat ramp and access road in the lowland area, including landscaping on both sides of the road.

  Timing: Near term

  Budget: $65,000 to $75,000 estimated design and development costs

  Lead Agency: State of Washington

Picnic Areas

- **Action**: Begin design and development of four new picnic areas within the Historic District.

  Timing:

  - Long loop trail area -- intermediate term
  - River bend area -- intermediate term
  - Lower falls area -- intermediate term
  - Tumwater Falls Park -- long term

  Budget:

  - $30,000 to $40,000 estimated design and development costs at long loop trail
  - $20,000 to $30,000 estimated design and development costs at river bend area
  - $15,000 to $20,000 estimated design and development costs at lower falls area
  - $45,000 to $50,000 estimated design and development costs at Tumwater Falls Park

  Lead Agency: City of Tumwater

Children's Play Area

- **Action**: Relocate and enhance the children's play area north of proposed dedicated parking area.

  Timing: Intermediate term and concurrent with parking, central plaza, and drop-off area

  Budget: $30,000 to $35,000 estimated design and development costs including new equipment.

  Lead Agency: City of Tumwater

Historic Interpretive Program

Three implementation elements are highlighted: preservation of extant structures; development of an historic interpretation program, and public involvement. The emphasis of this section is on the best practices of historic preservation stewardship.

The Master Planning process resulting in a consensus that passive recreation is a primary focus of the New Market Historic District. With this strong public interest in mind, the plan recommends that improved recreation measures should be based on expanding the interpretation of the site. To that end, the Master Plan proposes to significantly upgrade the interpretive capacity of the historic district by developing extensive new interpretive displays in permanent structures, complemented with free-standing interpretive signs dispersed appropriately throughout the park.

The specific interpretive facilities proposed should be designed to address a broad spectrum of interests. The primary interpretive facility will be a proposed interpretive center, which will be open to the general public. The extant historic structures in the district will be incorporated in the interpretive experience and will continue to provide public access and museum services. To complement exhibits to be housed in an interpretive center, the plan calls for interpretive displays at various locations around the district, including observation platforms and trail markings. Some of the dispersed interpretive displays will be large panels mounted above the ground and facing upward at an angle suitable for all visitors to read. Others will be as simple as species identification signs on trees and shrubs.

The following themes are appropriate for historic cultural interpretation within the New Market Historic District:

- Native American heritage: materials/methods/artifacts;
- History of the first industrial settlement on Puget Sound;
- History of the Olympia Brewery; and
- History of power development including generation of electricity, and

A detailed interpretive strategy needs to be developed to create a high quality and accurate historic park. Protection and preservation of existing structures and collection of detailed and accurate historical information are the first steps.

- **Action**: Prepare a Preservation Maintenance Plan including delineating policies and procedures.

  The Master Plan recommends preservation of the Brewhouse as a pivotal historic structure in the district. Until an appropriate user is identified with an interest in restoring the Brewhouse, protection of the resource from further deterioration should be a priority. Phased or temporary measures should be taken to protect this resource. While the current focus is on stabilizing the Brewhouse, preservation of all other historic structures in the district should not be overlooked.

  A preservation maintenance plan should include an engineering report on safety and load-bearing limits of the extant structures, recommended steps for preservation, a discussion of the basis for each recommendation, and preliminary drawings and engineering designs.

  - Step 1

    Arrest deterioration that is leading to structural failure. Weather resistant conditions should be restored. Reinforcement should be undertaken in such a manner as it detracts as little as possible from the property's appearance and significance. Accurate documentation and records should be let and made available for future needs.

- Step 2

  Establish on-going maintenance procedures to monitor the building's condition and to prevent further deterioration.

- Step 3

  Adopt regulatory and incentive policies to encourage a public-private partnership to protect the building.

- Step 4

  Adopt policies to protect the structure from demolition. These policies should address procedures to be followed in the event of a demolition permit request and to protect the building from demolition through neglect.

- Step 5

  Require documentation of historic structures to Historic American Building Survey standards to create a thorough record of the structure in the event of demolition.

- Step 6

  Review structural integrity of contributing historic structures including but not limited to the Crosby , Henderson, Schmidt, McIntosh, Biles, and Esterly houses and other features listed in the National Register nomination.

- Step 7

  Provide incentives to maintain historic structures.

Timing: Immediate

Budget: City staff time plus $4,000 to $5,000 for consultant fees

Lead Agency: City of Tumwater

- **Action**: Research and write an historic structures report. An historic structures report should be prepared including an update of the National Register Nomination to provide a more thorough and detailed record of the historical significance and contributing features of the historic district. The findings should be used as the base information for the historic interpretation program. The following National Park Service Bulletins should be used as guidelines:

  - No. 15: How to apply the National Register Criteria
  - No. 18: How to evaluate and nominate designed historic landscapes
  - No. 30: Evaluating and documenting rural historic landscapes
  - No. 29: Restricting information about historic and prehistoric resources

  This report should contain the following information:

  - A statement of the anthropological/archaeological/historical, and architectural/engineering significance of the structures in the district and their setting, including associated above-ground and subsurface features and their

relationship to national, regional or local history. The historic context should be expanded to incorporate pre-history, Native American activity, early settlement and the demise of New Market.

- A narrative and graphic description of the appearance, occupation, and use of the structures and their setting during significant periods or over time, based on documentary and oral history evidence, physical evidence from architectural fabric investigation, and any archaeological investigation; all sources of data must be cited. Analysis and records of all periods of construction (not just "significant" periods), modifications, source materials, building techniques, other evidence of use and setting should be included.

- Provide documentation in written form as well as a chronological outline. Documentation should be collected to provide a record of how the village functioned, the early appearance of buildings and significant changes over time.

Timing: Immediate

Budget: $35,000 to $40,000 consultant fees

Lead Agency: City of Tumwater

- **Action:** Develop graphic material to identify and locate resources. A description and record of existing conditions, using measured drawings to HABS/HAER standards. Identify each building structures construction type, use, area, height, etc., including remnants and foundations. Provide as-built documentation for buildings itemizing deficiencies. Include site infrastructure. Photograph and catalog each building. Provide 4"x5" rectified photographs.

  Boundaries of the district should be clearly established by a survey and each structural remnant should be accurately located and mapped. A detailed site map should compare the village at its hay-day to its current condition.

  Timing: Immediately following above

  Budget: $45,000 to $50,000 for consultant fees

  Lead Agency: City of Tumwater

- **Action:** Prepare an Interpretive Program Plan. Identify location for signs and markers. Include text to be presented at each location and graphic design. Develop drawings for construction of interpretive plaques and specify materials. Address weather protection and vandalism.

  Timing: Immediately following above

  Budget: $90,000 to $100,000 estimated design and development costs

  Lead Agency: City of Tumwater

- **Action:** Prepare public information materials and exhibit. Research findings from the National Register update could be packaged in a format for city use in creating historic interpretation materials: Products such as, site map for publication, site drawings showing historic functions of the village, photographic chronology of the village's evolution and interpretive sign text could be developed based on the findings from the National Register research.

Timing: Immediately following above

Budget: $40,000 to $50,000 consultant fees

Lead Agency: City of Tumwater

- **Action**: Public Involvement Strategies. Prior sections of the master plan identify potential sources of grant support to leverage the City's investment in this project. Public involvement strategies to build support for this project include:

  Step 1: Assign a project manager to direct the historic documentation and interpretation program;

  Step 2: Write a work plan and assigning roles among all interested constituencies and partners;

  Step 3: Create a project task force and work groups;

  Step 4: Develop a fundraising strategy linked to the implementation plan.

  Timing: Immediate and ongoing until completion of Master Plan

  Budget: Assigned staff time

  Lead Agency: City of Tumwater

Historic Sites

- **Action**: Begin design and development of individual historic sites through step one and/or step two as appropriate to each site and based upon established priorities and available resources. (Interpretive plaques included under Interpretive Program Plan.) The Master Plan has identified 13 currently known sites.

  Timing:

  - Step one and/or two -- intermediate term
  - Steps three and/or four -- long term

  Budget:

  - Step one -- $7,000 to $9,000 each estimated design and development costs
  - Step two -- $8,000 to $10,000 each estimated design and development costs
  - Step three -- $10,000 to $20,000 each estimated design and development costs
  - Step four -- $ NA

  Costs shown are inclusive through each step and not additive.

  Lead Agency: City of Tumwater

Building Sites

- **Action:** Upon determination as to whether or not these sites have historic significance, begin with their design and development. If historic, one or both should be included in the above action and given the highest priority. If not the lower site should proceed as a picnic shelter area and the upper site as part of the interpretive center and program.

  Timing:

  - Both as historic sites -- near to intermediate term
  - One as picnic site -- near term
  - One as interpretive center component site -- intermediate term

  Budget:

  - Both as historic site -- see Historic Sites above
  - One as picnic site -- $40,000 to $50,000 (including shelter) estimated design and development costs
  - One as interpretive center component site -- $ NA

  Lead Agency: City of Tumwater

Existing Historic Structures

- **Action:** Begin design and restoration of Crosby and Henderson Houses including roof, foundation, and surface improvements.

  Timing: Near term

  Budget: $50,000 to $60,000 each estimated design and development costs

  Lead Agency: City of Tumwater

Interpretive Center

- **Action:** Begin programming design and development of an interpretive center facility and/or complex.

  Timing: Long term

  Budget: $1,900,000 to $2,400,000 @ approximately 12,000 square feet for estimated design and development costs

  Lead Agency: City of Tumwater

The Homestead

- **Action:** Establish conditions and agreements, delineate boundaries and allow development to begin on the Homestead complex.

  Timing: Immediate

  Budget: $ NA

  Lead Agency: City of Tumwater and Tumwater Historic Association

Capitol Boulevard and "E" Street

- **Action**: Begin design and development of district entry improvements including landscape and pedestrian amenity elements.

  Timing: Near term

  Budget: $30,000 to $40,000 estimated design and development costs

  Lead Agency: City of Tumwater

Deschutes Way Boulevard

- **Action**: Begin design and development of street tree planting along Deschutes Way.

  Timing: Near term

  Budget: $50,000 to $60,000 estimated design and development costs

  Lead Agency: City of Tumwater

The "Gateway"

- **Action**: Begin design and development of surface improvements and pedestrian amenities at the intersection of Deschutes Way and Grant Street.

  Timing: Intermediate term

  Budget: $170,000 to $180,000 estimated design and development costs

  Lead Agency: City of Tumwater

Parking Areas

- **Action**: Design and development of restructured parking lot at Tumwater Historical Park. (Done in conjunction with Central Plaza and Drop-Off under Recreation Resources -- see above for timing, budget, and responsibility.)

- **Action**: Design and development of new parking area in city right-of-way at Tumwater Falls Park.

  Timing: Long term

  Budget: $220,000 to $240,000 estimated design and development costs

  Lead Agency: City of Tumwater

- **Action**: Reorganization of upper parking lot at Tumwater Falls Park for more efficient layout and access from Deschutes Way.

Timing: Long term

Budget: $70,000 to $80,000 estimated design and development costs

Lead Agency: City of Tumwater and Olympia-Tumwater Foundation

District Boundaries

- **Action:** Extend New Market Historic District Boundaries.

  Timing: Immediate

  Budget: Assigned staff time

  Lead Agency: City of Tumwater

Design Guidelines

- **Action:** Prepare Architectural and Landscape Design Guidelines for the entire New Market Historic District

  Timing: Immediate

  Budget: $20,000 to $30,000 for consultant fees

  Lead Agency: City of Tumwater