

# Sand Point Tennis Center - Building 41 Demolition

## **Background**

Since 1993, the City of Seattle and Seattle Parks and Recreation has considered reuses for Building 41. Since 1998, more than 50 inquiries and/or proposals have been submitted to the department for potential reuse of buildings located within the Sand Point Historic District; and none identified Building 41 for redevelopment.

The location of a tennis center in the immediate area of Buildings 18, 47 and 41 has been a key element in several master plans since 1993. In 2006, Seattle Courts Sports Unlimited, Inc. (SCSU) proposed construction of a tennis center in this area, and investigated potential use of Building 47 (Magnuson Community Center) and Building 18 (Firehouse) for a potential clubhouse. Comparably sized ten court tennis centers typically have clubhouses ranging in size from 2,600 SF - 4,210 SF. Although, Building 41 contains 2,083 SF which is less than the smallest comparable clubhouse, SCSU decided the space would be suitable for a clubhouse. In 2007, following public meetings and review and recommendation by the Board of Park Commissioners, the Seattle City Council approved a concession agreement with SCSU to construct six indoor tennis courts housed inside an air-supported structure and 4-outdoor courts; make roadway improvements; and, renovate building 41 for use as a clubhouse.

## **Rationale for Demolition**

In early 2009, during pre-design by SCSU consultants, it was determined that more extensive work would be required to meet current seismic retrofit standards and energy codes. Complying with these two elements meant higher per square foot construction costs than originally budgeted and less finished space for occupancy.

***Table 1 - Construction Estimates***

| <b>Estimates</b>                            | <b>Total</b> | <b>Gross SF</b> | <b>SF Construction Cost</b> |
|---|--------------|-----------------|-----------------------------|
| Renovation Bldg 41 - Initial                | \$523,475    | 2083            | \$251.31                    |
| Renovation Bldg 41 - Revised                | \$719,350    | 2083            | \$345.34                    |
| Demolition Bldg 41 – Construct New Building | \$875,400    | 3427            | \$255.44                    |

Soil analysis also revealed site conditions unfavorable to the longevity of a tennis court lifespan, thus requiring additional work.

- Original estimate for site work \$689,500
- Additional site work soil remediation \$365,000

Based on this additional information and to ensure project success, the department concurred with SCSU plans to demolish Building 41 and build a new clubhouse structure. This structure will contain 3,427 SF, additional space for classrooms and meeting rooms, and a proper sized cafe, all of which are key amenities for ensuring a tennis facility that successfully meets the

needs of the community. These spaces will also provide sources of revenue for required construction and site improvement costs.

Seattle Parks proposed other development options to SCSU as listed in Table 2.

**Table 2 - Building 41 Options**

| Option   | Pro   | Con   |
|--|---|---|
| Construct new clubhouse south of Building 41 and retain Building 41    | <p>Building 41 retained for future undefined use</p> <p>Building 41 retained for potential use as visitor or interpretive center</p>  | <p>New clubhouse not visible from main park entry road (NE 74<sup>th</sup> Street)</p> <p>Building 41 has no identified use or maintenance funding, visually detracting from new tennis center</p> <p>No city funding available for visitor or interpretive center</p> <p>Loss of 10-15 parking spaces, estimated parking space value \$200,000 - \$300,000</p> |
| Renovate Building 18, SCSU as majority user, other users to be defined | <p>Building 18 retained as key historic building along main park entry road (NE 74<sup>th</sup> Street)</p> <p>Federal historic preservation tax credits potentially available for renovation</p> | <p>Building 18 contains 14,000 SF and SCSU requires less than 25% of available space.</p> <p>No other defined tenants for remaining SF</p>  |

When original planning for the tennis center was undertaken, Building 41 was listed in the Sand Point Historic Properties Reuse and Protection Plan (1998) as a **non-contributing building** to the Sand Point Historic District. Review by historic preservation experts and guidance by the Navy at the time of property transfer determined this building was not historically significant on its own or as part of the historic district. In early 2009, citizens and then concession agreement holders proposed to prepare a nomination to the National Register of Historic Places. The goal of citizens was to establish additional protection for the district while the goal of concessionaires was to gain access to federal historic preservation tax credits. Despite the concerns of Seattle Parks, the historic preservation consultant listed several previously undesignated buildings/structures as contributing to the national register district, including Building 41. From May through November 2009, SCSU and Seattle Parks met with the Washington Department of Archaeology and Historic Preservation (DAHP) to refine the clubhouse design. On January 11, 2010 DAHP concurred that Seattle Parks had adequately investigated all alternatives to demolition, in effect, giving permission to demolish Building 41 and construct a new structure.

## **Status**

In January 2010 the newly formed citizen's group, *Friends of Naval Air Station – Seattle Historic District*, submitted a nomination to create a city Landmark District. As with the entire Sand Point Historic District and the National Register nomination, the historic value of the campus is solely as an ensemble of buildings. According to the Seattle Historic Preservation Officer (Karen Gordon), demolition of Building 41 will not jeopardize the city landmark nomination process.

In May 2009 Seattle Parks completed a State Environmental Policy Act (SEPA) checklist for the tennis center, including renovation of Building 41. This was submitted as part of the initial requirements for land use permits from Seattle Department of Planning and Development. To analyze the proposed demolition of Building 41 a new SEPA checklist was prepared on March 12, 2010. A Determination of Non-Significance (DNS) was published on March 26, 2010. Due to citizen comments an addendum to the DNS was prepared which addressed potential soil contamination surrounding gasoline tanks removed in the late 1980s.

## **City Renovation & Funding Priorities**

Although Building 41 is now listed as a contributing building in the National Register of Historic Places district there are other contributing buildings which are more critical to preserving the historic character of the district, and call for ongoing maintenance. Table 3 provides summary project information and costs. Note that these projects are not listed in any order or priority. However, DAHP has stated that from a historic perspective Building 2 is the most significant building in the district, with Building 18 also playing an important role. Seattle Parks is also considering the renovation of Building 30 in order to meet master planning goals, to provide arts and cultural facilities, and to generate revenue. To address the maintenance needs of buildings and utility systems, estimates range from \$35 to \$48 million.

***Table 3 – Sand Point Historic District Renovation Needs***

| <b>Project</b>             | <b>Estimated Cost</b> | <b>Rationale</b>   |
|----------------------------|-----------------------|--|
| Building 30 Renovation     | \$9 - 11 million      | Renovate west wing, hangar, east wing for artist studios, community multi-purpose space, and non-profit tenant offices                       |
| Building 2 Renovation      | \$20-25 million       | Renovate for undefined use, as significant building located in the Sand Point Historic District and NAS – Seattle National Register District |
| Electrical System Upgrades | \$300,000 – 800,000   | Complete transition of Seattle Parks buildings to 26kV SCL power, and provide campus wide electrical system capacity                         |
| Building 18 Renovation     | \$3-5 million         | Renovate for undefined use, as significant building located in the Sand Point Historic District and NAS – Seattle National Register District |
| Building 47 South Wing     | \$1.5 – 3 million     | Renovate former two level space and swimming pool area for undefined use   |
| Parks Crew Quarters        | \$800,000 – 2 million | Renovate existing building or construct new building for Seattle Parks ground crews  |
| Building 138 renovation    | \$300,000 – 800,000   | Conduct major maintenance and/or renovation for non-profit tenant offices  |
| Totals                     | \$34.9 – 47.6 million |  |

In 2008 and 2009 public meetings were held to identify and prioritize potential future funding priorities for Magnuson Park and the Sand Point Historic District. At a February 2009 meeting citizens were assembled into seven teams and by consensus selected projects and their relative priority. Table 4 below lists the top three projects by organized by total team votes.

**Table 4 - Tally Top Three Consensus Items MPCCC Meeting, February 3, 2009**

| <b>Item</b>   | <b>Tally</b> |
|---|--------------|
| <b>Facilities: Retain Bldg 30 Citywide Community Event Space</b>                  | <b>7</b>     |
| <b><i>Write-In: Develop West Side of Bldg 30 into Arts Facility</i></b>           | <b>7</b>     |
| <i>Facilities: DEVELOP PERMANENT FACILITIES FOR FRIENDS OF LIBRARY BOOK SALES</i> | 6            |
| <i>Facilities: DEVELOP SAFE TRAILS AND WALKWAYS</i>                               | 6            |
| <i>Facilities: INCREASE DISABLED ACCESSIBILITY TO THE PARK</i>                    | 6            |
| <i>Facilities: PRESERVE HABITAT AND RETAIN UNDEVELOPED OPEN SPACE</i>             | 6            |
| <i>Facilities: PROVIDE TRANQUIL AREAS IN THE PARK</i>                             | 6            |
| <i>Services: INCREASE METRO BUS ROUTES FOR EVENTS AND PARK USE</i>                | 6            |
| <u>Facilities: IMPROVE ONSITE SIGNAGE</u>   | <u>5</u>     |
| <u>Facilities: PROVIDE PERMANENT PUBLIC RESTROOMS IN PARK</u>                     | <u>5</u>     |
| <u>Operations: COMMUNICATE EARLY AND OFTEN TO COMMUNITY</u>                       | <u>5</u>     |
| <u>Operations: DEVELOP TRANSPORTATION MASTER PLAN TO IMPROVE EGRESS</u>           | <u>5</u>     |
| <u>Operations: MAINTAIN SPECIAL EVENT DIVERSITY</u>                               | <u>5</u>     |
| <u>Operations: RESTORE NATIVE VEGETATION</u>                                      | <u>5</u>     |

Recently, citizens have stated their interest in creating an interpretive center in Building 41. Though Parks supports the idea of an interpretive center, having a standalone center will require not only renovation of the building, but ongoing operating and maintenance costs. At a time when Seattle Parks has over \$170 million in deferred systemwide maintenance needs, assuming added O & M costs is not possible. Instead, Parks would explore with interested citizens, the possibility of dedicating space as an interpretive center, in another contributing building once it is renovated.