

**MASTER PLAN**  
for the Capitol of the State of Washington

June 2006





# Master Plan for the Capitol of the State of Washington

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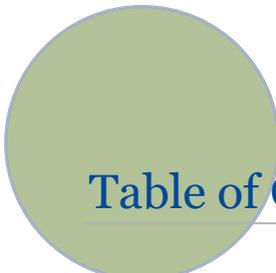
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**General Administration**  
STATE OF WASHINGTON



*Rotunda - Legislative Building*



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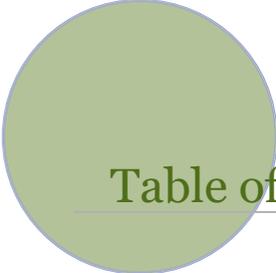
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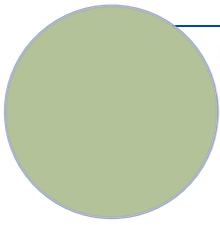
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# Introduction

# Vision

## Master Plan for a New Century

**F**rom the sandstone lantern atop the Capitol dome to the emerald lawns below, the Legislative Building is the symbolic center of our state’s democracy. Together with the surrounding state buildings and grounds, they firmly establish a sense of character, quality and permanence for Washington State and inspire pride and confidence in her citizens. But the practical requirements of governing a thriving society in the twenty-first century have long outstripped the capacity of this small collection of buildings. Today they are only one element of a complex of state government buildings in Olympia and its surrounding communities.

In Thurston County today, over 23,000 state employees operate from over 4.2 million square feet of state-owned facilities and over 4.1 million square feet of leased facilities. In addition, the state manages and operates 485 acres of public park property associated with the State Capitol Campus.

A new era demands a bold new vision. This, the first “Master Plan for the Capitol of the State of Washington” for the 21st century, offers a framework for strategically housing the considerable volume of contemporary state government activity in a way that demonstrates excellence, for the benefit of citizens, effective state services, and the capital community. It articulates a set of values that will positively shape the presence of state government in Thurston County in this new century.



Jeff Johnson

*Legislative Building-Summer Morning 2005*

The first expression of state government is through the hands and hearts of those who develop public policy and deliver public service. But state government is also manifest in the structures that house their activities. Through their physical presence, state government buildings can serve to honor and uplift public service while supporting state programs and activities.

Our experience of state government is further shaped by the vitality of the surrounding capital community, as representative of all of the communities of the state. The capital community in turn is deeply impacted by and derives character from the presence of state government. With carefully planned, high quality buildings and grounds, state government activity and its facilities can invigorate the capital community.

## INTRODUCTION

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This Master Plan expresses a vision in which the design and placement of state facilities are based on sound and unchanging values; a vision in which design excellence means innovation in responding to the functional requirements of public programs and sensitivity to the context of the communities in which they are a vital part; a vision that honors statehood and public service with dignity and quality; and a durability that represents sound investment of public funds.

To achieve such a vision:

- State buildings, grounds and facilities must be highly functional, supporting the effective delivery of public services and providing the public with convenient access to the lawmaking process. This Master Plan describes principles and policies related to this ideal under the heading of *The Function and Purpose of State Government Facilities*.
- High-quality satellite campuses and individual facilities must be planned and sited in cooperation with local communities. They must contribute to community vitality through transportation management, historic preservation, place-making and smart growth approaches; and they must support local urban planning efforts. Principles that guide this vision are found under the heading *The Context of State Government Facilities*.
- Consistently high standards of technical and financial performance will result in durable state buildings that make social, economic and operational contributions. This vision is supported by principles and policies under the heading *The Durability of State Government Facilities*.

These three facility values – function, context and durability – provide the essential framework, or lens, through which future facility decisions can be brought into new focus, enabling this vision for the future of our beautiful State Capitol and the greater capital community to become reality.

### facility values:

**function**

**context**

**durability**

# Strategy and Scope

### A Values-Based Approach

This Master Plan represents an important departure from previous planning methods. As indicated in the Vision statement, this Plan focuses on providing a values-based framework for decision-making. At the same time, it acknowledges that continued anticipation of, and planning for, change is critical and valuable. Where appropriate, the philosophy, direction, and design intent from previous Master Plans have been carried into this Plan. The continued implementation of these elements will be measured against the values framework of this Plan.

### A Broader Understanding

Seeking to address all of the ways in which the state has a visible facility presence in the capital community, the 2006 Master Plan takes a broader perspective than past planning efforts. There are two important aspects to this expanded viewpoint:

- First, it covers all of Thurston County, encompassing major geographic areas unaddressed by previous planning efforts, including the Capitol Lake region in particular.

- Second, it includes facilities that are leased for state occupancy, as well as buildings that the state owns. This is a significant departure from past planning and represents an important acknowledgment of the state's influence on the community well beyond the state-owned campus boundaries.

Specifically included within the scope of this Plan are all of the headquarters, administrative offices and service delivery locations for state government in Thurston County, all of the park lands and grounds associated with these facilities, and Capitol Lake. Not included are technical, operational and field facilities such as fish hatcheries, environmental laboratories, boat launches and other state park facilities. Educational facilities are also excluded.

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*“The Master Plan should be designed not to create projects but to accommodate projects.”*

- Fred King, Capital Campus Design  
Advisory Committee, February 24, 2005

*“The Master Plan needs to be strong enough to be useful but flexible enough to be practical.”*

- Wolfgang Opitz, Office of Financial  
Management, August 11, 2005

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*“Functionality, context and durability are the three factors of good design. And they might fit the Master Plan as well.”*

- Dennis Haskell  
April 29, 2005

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# Organization and Format

**O**rganization of this Plan is based on the following hierarchy of thought:

- **Principles**
- **Policies**
- **Guidelines/Standards/Criteria**
- **Plans**

The Master Plan contains the first two tiers – the principles along with the policies that implement them. Guidelines, standards and criteria that give further dimension to the policies, as well as the specific plans that result, are not contained within this Master Plan. These documents will be found at the Department of General Administration and on the Master Plan’s web site.

The seven principles of this Master Plan are grouped into three major divisions:

### **Function and Purpose**

This section contains the principles and policies at the most basic level of why government buildings exist: public use and enjoyment, access to elected leadership, and the delivery of services to the public.

### **Context**

This section contains the principles and policies that provide decision-makers with a framework and perspective. Government facilities are symbolic of statehood and

state government. Some are also historic by the nature of when they were built and by the timeless quality of their architecture. Government facilities are also important parts of the larger community.

### **Durability**

This section provides the principles and policies for the third value – the capacity of state facilities to perform well for extended periods of time both technically and financially.

### **Opportunity Sites**

A fourth section is included that identifies undeveloped and under-developed areas on the three campuses. No effort is made to identify specific projects for the Opportunity Sites – only the opportunities and constraints they present.

### **Implementation**

Most facility development master plans have an implementation section for accomplishing the many projects identified in its pages. Translation of this Master Plan’s principles and policies into specific projects will take place during the development of departmental strategic initiatives, sub-campus plans, business plans, 10-year capital budget plans, leasing plans, etc., all of which derive their direction from the Master Plan.

# Methodology for Future Updates

**O**ne of the most difficult aspects of any master plan is that it too soon falls out of touch with reality. A common method of updating large complex master plans is to review and revise on a 10-year cycle. However, by that time, much of the plan is outdated (no one has used it for years) and it is usually quite costly to do such a massive re-write.

A better and less costly method is to keep a master plan up-to-date all the time. This is a simple enough concept, but caution must be exercised to find the right frequency and reasons for updating. If the plan is updated or changed too often, it ceases to be a plan, or at least not a “Master Plan.”

It is intended that this plan be reviewed for possible updates on a biennial basis in parallel with biennial budgeting. Additionally, this Plan is bound in a manner that allows partial updates of selected portions.

The organization and format for this Plan provides a systematic approach to updates:

**PRINCIPLES:** These are on the upper-most tier and should be the most stable and least likely to change of any part of the Master Plan.

**POLICIES:** These should be fairly stable and subject to change only when there are strong extenuating circumstances.

### **GUIDELINES, STANDARDS AND CRITERIA**

Although not included in the pages of the Master Plan, these should be reviewed often and changed to keep up with new technology, economic conditions, etc.

**PLANS:** These are on the lowest tier and should be subject to the most frequent revisions.

With this general methodology in mind, it is envisioned that this Master Plan can remain relevant for a much longer period of time than any of the state’s previous master plans.



Unknown

*State Capitol in the Spring*

# Background and History

# Chronology of Past Planning

## Territorial Days and Early Statehood

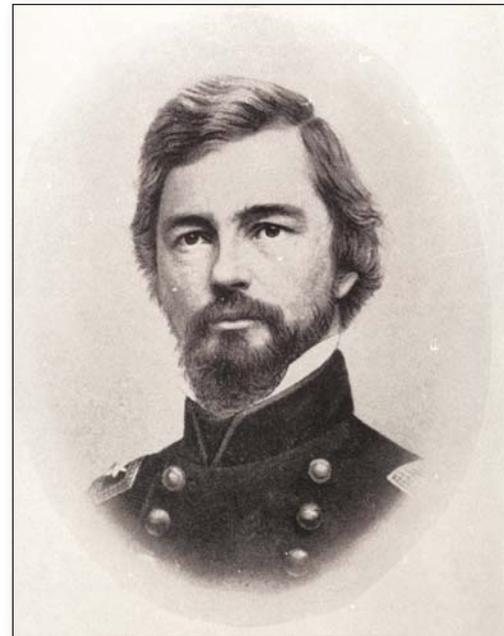
(1850's to 1893)

- February 8, 1853, Congress passes “An Act to Establish the Territorial Government of Washington.”
- Isaac Stevens, first territorial governor, selects Olympia as the state capital in November, 1853.
- In 1855, Edmund Sylvester, co-founder of Olympia, donates 12 acres to the territorial government for the construction of a capitol building. The Sylvester tract is the present-day site of West Capitol Campus.
- The Territorial Legislature votes to accept the land and a two-story, wood-frame building is erected in 1856, using \$5,000 provided by the federal government. The building serves as the State Capitol Building until 1903.
- Washington becomes a state on November 11, 1889.

## Contests to Build Capitol Building

(1893 to 1911)

- In 1893, the newly-formed State Capitol Commission, with Governor John H. McGraw as chairman, announces national competition for selection of an architect to design the state's first permanent Capitol Building, with the total budget not to exceed



Washington State Archives

Governor Isaac Stevens, 1853 - 1857

\$1 million. Almost 200 architectural firms throughout the country submit plans. The Legislature passes initial appropriation to begin the work.

- In 1894, New York architect Ernest Flagg wins competition.
- A Spokane construction company begins excavation and construction of the foundation and basement of the Capitol Building.
- Governor John R. Rogers (elected in 1896), citing national recession, vetoes appropriation funding the next phase of construction.

## BACKGROUND AND HISTORY

Governor Rogers also favors moving seat of government to Tacoma.

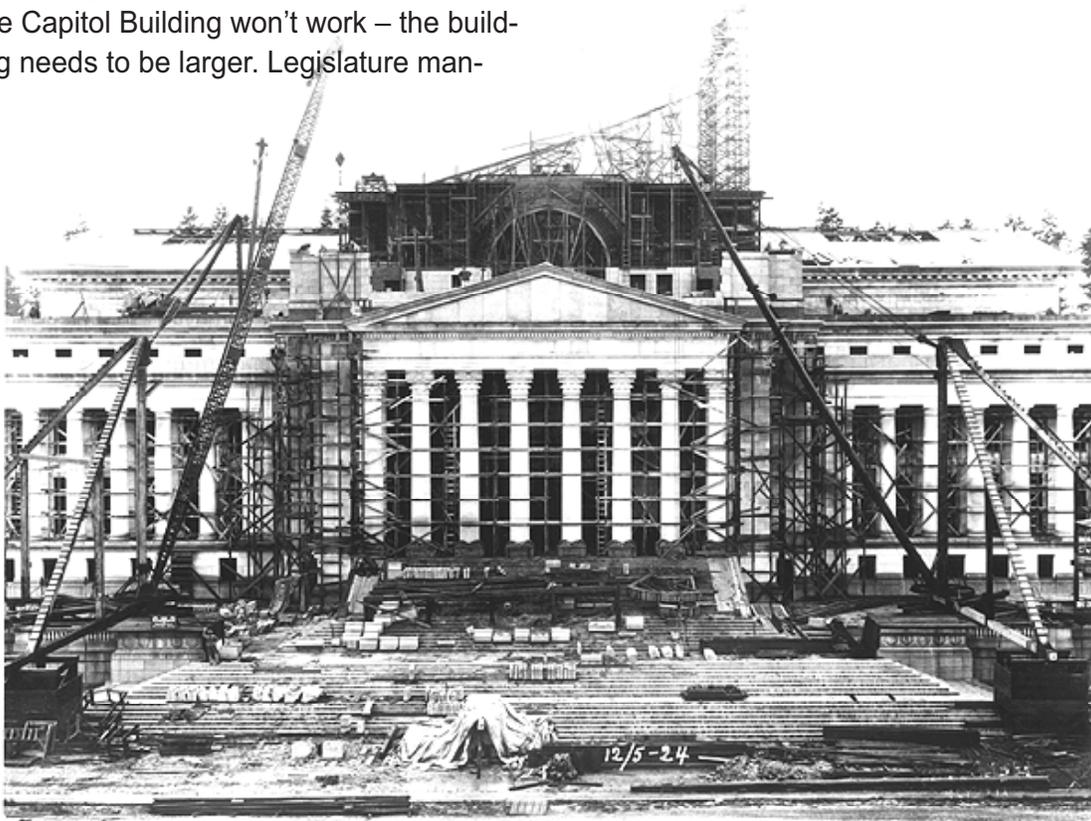
- In 1901, Governor Rogers recommends, and Legislature approves, the purchase of the old Thurston County Courthouse to serve as the State Capitol Building. An addition is constructed in 1905. The building serves as the Capitol Building from 1905 to 1928.

### Wilder & White Plan – Construction of Legislative Building (1911 to 1928)

- In 1909, a new State Capitol Commission is organized and hires Flagg as consultant. He proposes, and the commission approves, a group of buildings, instead of a single Capitol Building, to house the legislature and executive officers. This is the first plan in the U.S. to propose a group of buildings instead of a single Capitol Building. Flagg also says that his old design for the Capitol Building won't work – the building needs to be larger. Legislature man-

dates use of Flagg's 1894 Capitol Building foundation for new building.

- In 1911, the Legislature authorizes the State Capitol Commission to proceed with a new national design competition for the Capitol grouping. The architectural firm of Wilder and White of New York wins.
- The Wilder and White plan calls for six buildings – including a Legislative Building – situated to take advantage of views to the north of Puget Sound and the Olympic Mountains. The plan also calls for the Temple of Justice to be constructed to the north of the Legislative Building, partially obstructing views of and from the building. The Olmsted Brothers landscape architectural firm of Brookline, Massachusetts, hired to design landscape for the new Capitol Building grounds, forwarded their disagreement with directional orientation of Wilder



Washington State Archives

Capitol under Construction - December 1924

## BACKGROUND AND HISTORY

& White plan to the Capitol Commission. The Commission dismisses the Olmsted firm.

- Upon completion of the Legislative Building, Wilder & White recommend the rehiring of the Olmsted Brothers to develop a landscape plan. The Olmsted firm is hired and a plan establishing the basic pattern of streets, walkways and landscaping for the Capitol Campus (West Campus only) is completed in 1930.
- Wilder & White designed buildings: Temple of Justice (completed in 1920); Powerhouse (1920); Insurance Building (1921); Legislative Building (1928); Cherberg Building (1937); O'Brien Building (1940). Another office building to match the Insurance Building is never constructed. The Governor's Mansion is built in 1907.

### East Campus and Satellite Campus Development (WWII to present)

- As state government grows after WWII, some agencies move their headquarters to Seattle. In 1954, the state Supreme Court rules that the headquarters of legislatively created state executive offices and agencies must be located at the state's seat of government – Olympia.
- In 1957, the State Capitol Committee and Olympia Planning Commission prepare a study that proposes East Campus development as a means to relieve traffic problems and congestion on West Campus.
- In 1959, architect Paul Thiry, designer of the Pritchard Building, is hired by the state to analyze design elements for East Campus development. Thiry makes recommendations for creating design linkages between

West Campus and the proposed development on East Campus.

- The Employment Security Building and the Highways-Licenses Building are completed in 1962.
- Additional development is recommended in 1970; the East Campus plan is prepared by architectural firm of Walker/McGough/Foltz.

### The Master Plan for the Capitol of the State of Washington (1982)

- In 1982, John Graham and Company prepares the first comprehensive Master Plan for the State Capitol. The Plan differs from previous plans by addressing urban design, transportation, facilities development and landscaping, in addition to architectural considerations. The 1982 Plan incorporates the philosophy of early designs by recommending that building sites be oriented to views, conserve



1982 Master Plan

## BACKGROUND AND HISTORY

open space and cluster around courtyards and plazas. The Natural Resources Building is the first structure built under this Plan.<sup>1</sup>

### The Master Plan for the Capitol of the State of Washington (1991)

- “Plan is needed now” – state government growth in the 1980’s results in state government being housed in 60 percent leased space, which is costly and inefficient. The goal (by 2010) of reducing leased space to 20 percent and to construct almost 4 million square feet of new state-owned space is set. Includes plans for the “capital community,” which includes Tumwater and Lacey. Department of Labor and Industries headquarters building is constructed in Tumwater in 1991. Department of Ecology headquarters building constructed in Lacey in 1992.



1991 Master Plan

### Thurston County Lease and Space Planning (2000-2001)

- Legislature directs GA to analyze future state office space needs in Thurston County over the next 10 years. The seven-part document, approved by the State Capitol Committee on December 15, 2000, supplements the 1991 Master Plan. The report recommends a balanced program of leasing, lease development and state development to provide 800,000 sq. ft of new office space. The study also recommends a 10-year renovation plan for state-owned buildings.



Thurston County Lease and Space Planning Study

# Definition of Capitol Campus

The capital of the State of Washington was fortunate from its earliest days, gifted by Olympia settler Edmund Sylvester with 12 acres of property in a stunning hill-top location, and endowed by a federal grant of rich timber lands for construction and perpetual care of Capitol buildings. The West Capitol Campus and its historic buildings are the result of that magnanimity.

Today the state owns and occupies far more than the original Sylvester land grant. State headquarters buildings and a variety of other state facilities and offices are found in many places across Thurston County. This has given rise to a confusing set of terms as to what constitutes the “Capitol Campus.”

In an effort to clarify terms and use them consistently, the following definitions are used throughout this Master Plan. They are not intended as legal definitions, though some have been defined specifically in statute or administrative code; rather they provide us with working terminology that supports shared understanding.

**Capitol** – Spelled with an ‘o’ refers to the Legislative Building and the grounds associated with it.

**Capital** – Spelled with an ‘a’ refers to the City of Olympia in its status as the home of the State Capitol Building and center of state government headquarters activities.

**State Capitol Grounds** – Those grounds as defined in WAC 236-12-015(5), as: *“Those grounds owned by the state and otherwise designated as State Capitol grounds, including the West Capitol Campus, the East Capitol Campus, Sylvester Park, the Old Capitol Building and Capitol Lake, ways open to the public and specified adjoining lands and roadways”* plus all other planned campuses and park lands associated with Capitol Campus properties.

**Campus** – Refers to a planned, contiguous cluster of state buildings and associated grounds.

**State Capitol Parks** – Specific portions of State Capitol grounds that are not populated with buildings. These include Heritage Park, Capitol Lake, Marathon Park, Interpretive Center, Sylvester Park, and Centennial Park.

**Olympia Campus** – refers to the combined East and West Campuses.

## **BACKGROUND AND HISTORY**

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**West Capitol Campus** – Those state-owned grounds that constitute the State Capitol grounds west of Capitol Way which includes all of the grounds addressed in the 1928 Olmsted Brothers landscape plan plus the State Capitol Historic District, as designated in the National Register of Historic Places.

**East Capitol Campus** – Those grounds described in RCW 79.24.500 which includes the campus area north of Maple Park (16th Avenue) and south of 11th Avenue, east of Capitol Way and west of Interstate 5 and the Interstate 5 entrance to the state capital.

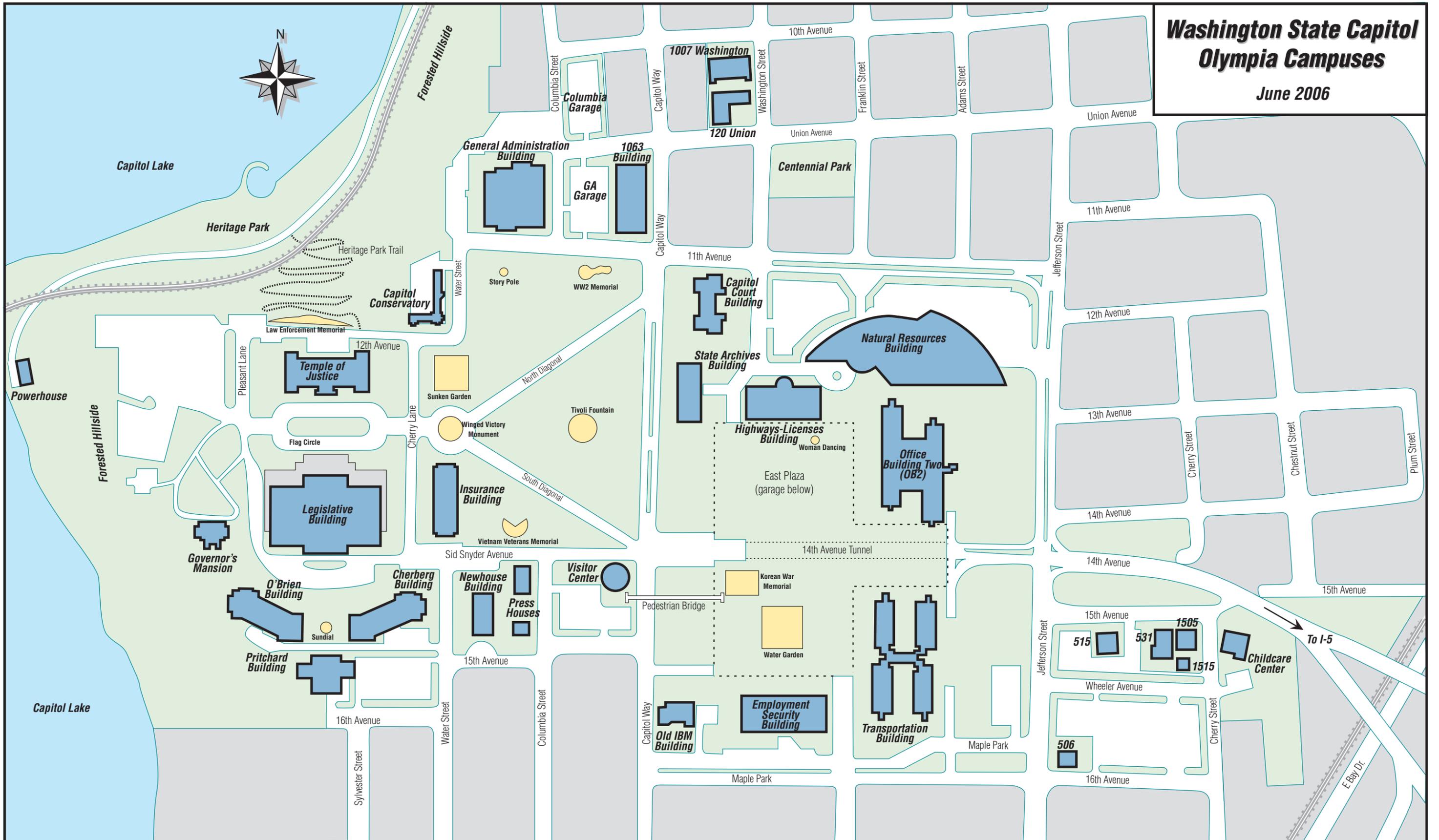
**Satellite Campus** – Refers to state-owned properties that house state agencies in a campus setting in Olympia's neighboring communities. Examples are the Tumwater and Lacey Satellite Campuses.

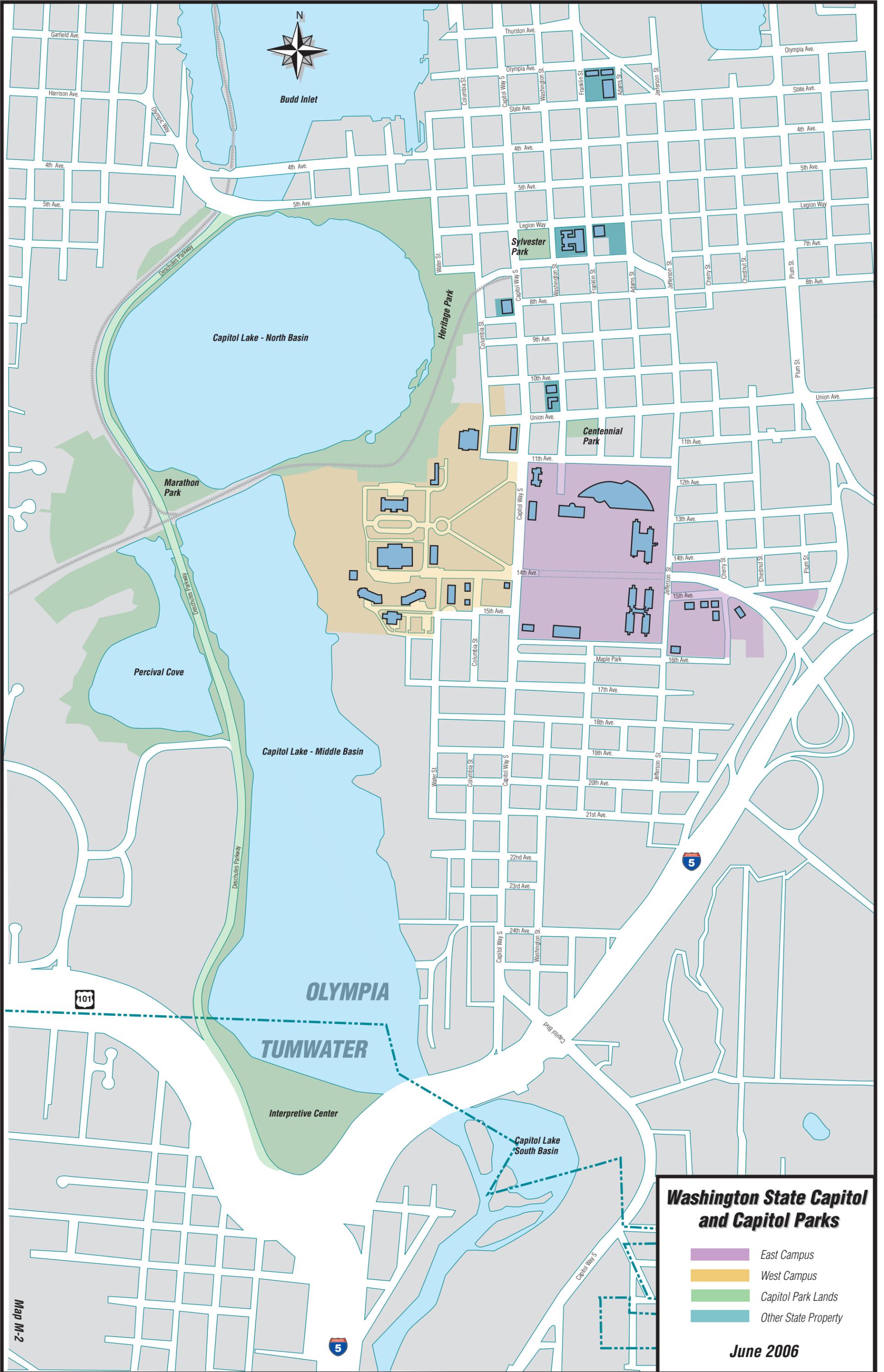
**Tumwater Satellite Campus** – Those state-owned grounds in the city of Tumwater bounded on the west by Interstate 5, on the north by Israel Road, on the east by Linderson Way S.W., and on the south by Tumwater Boulevard (formerly Airdustrial Way).

**Lacey Satellite Campus** – Those state-owned grounds in the city of Lacey bounded on the north by Martin Way, on the west and south by Saint Martin's Park and Saint Martin's Abbey, and on the east by the Woodland Creek protection zone.

# Washington State Capitol Olympia Campuses

June 2006





**Washington State Capitol and Capitol Parks**

- East Campus
- West Campus
- Capitol Park Lands
- Other State Property

**June 2006**