

**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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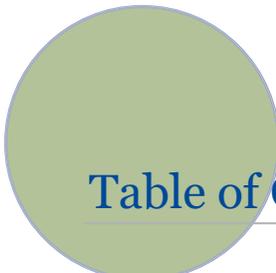
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**General Administration**  
STATE OF WASHINGTON



*Rotunda - Legislative Building*



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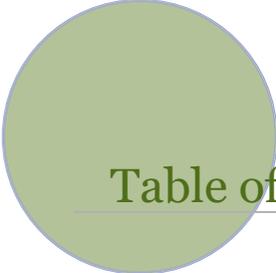
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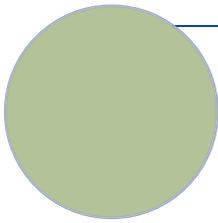
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# Introduction

# 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

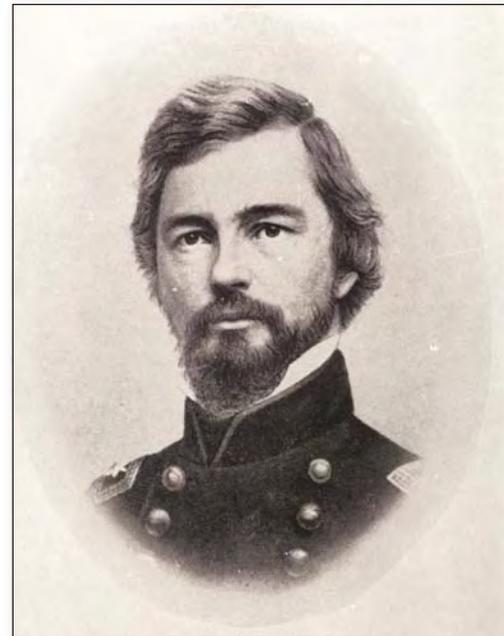
(1850's to 1893)

- 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.

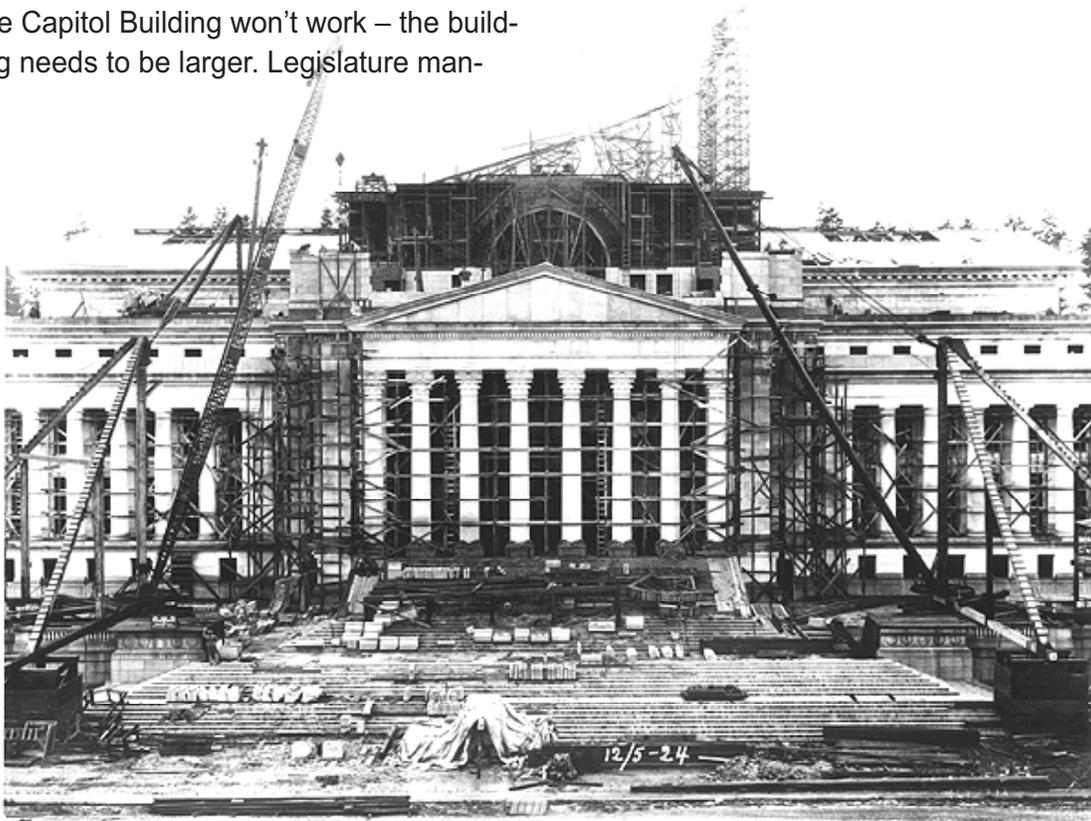
- In 1901, Governor Rogers recommends, and Legislature approves, the purchase of the old Thurston County Courthouse to serve as the State Capitol Building. An addition is constructed in 1905. The building serves as the Capitol Building from 1905 to 1928.

### 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)

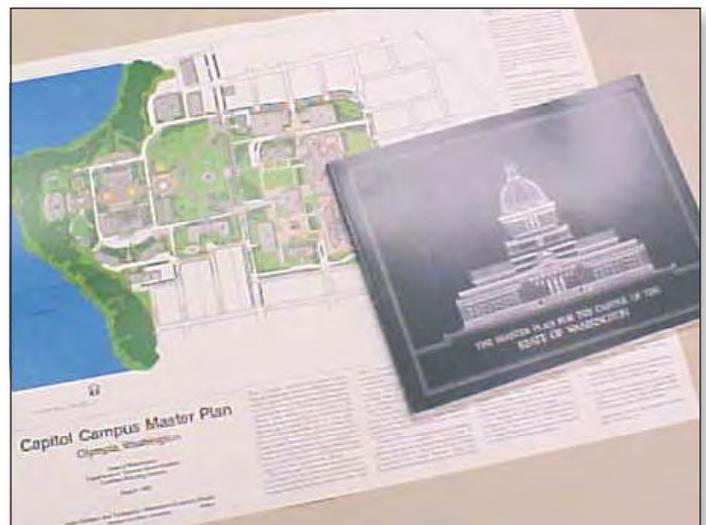
- As state government grows after WWII, some agencies move their headquarters to Seattle. In 1954, the state Supreme Court rules that the headquarters of legislatively created state executive offices and agencies must be located at the state's seat of government – Olympia.
- In 1957, the State Capitol 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

**T**he 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.

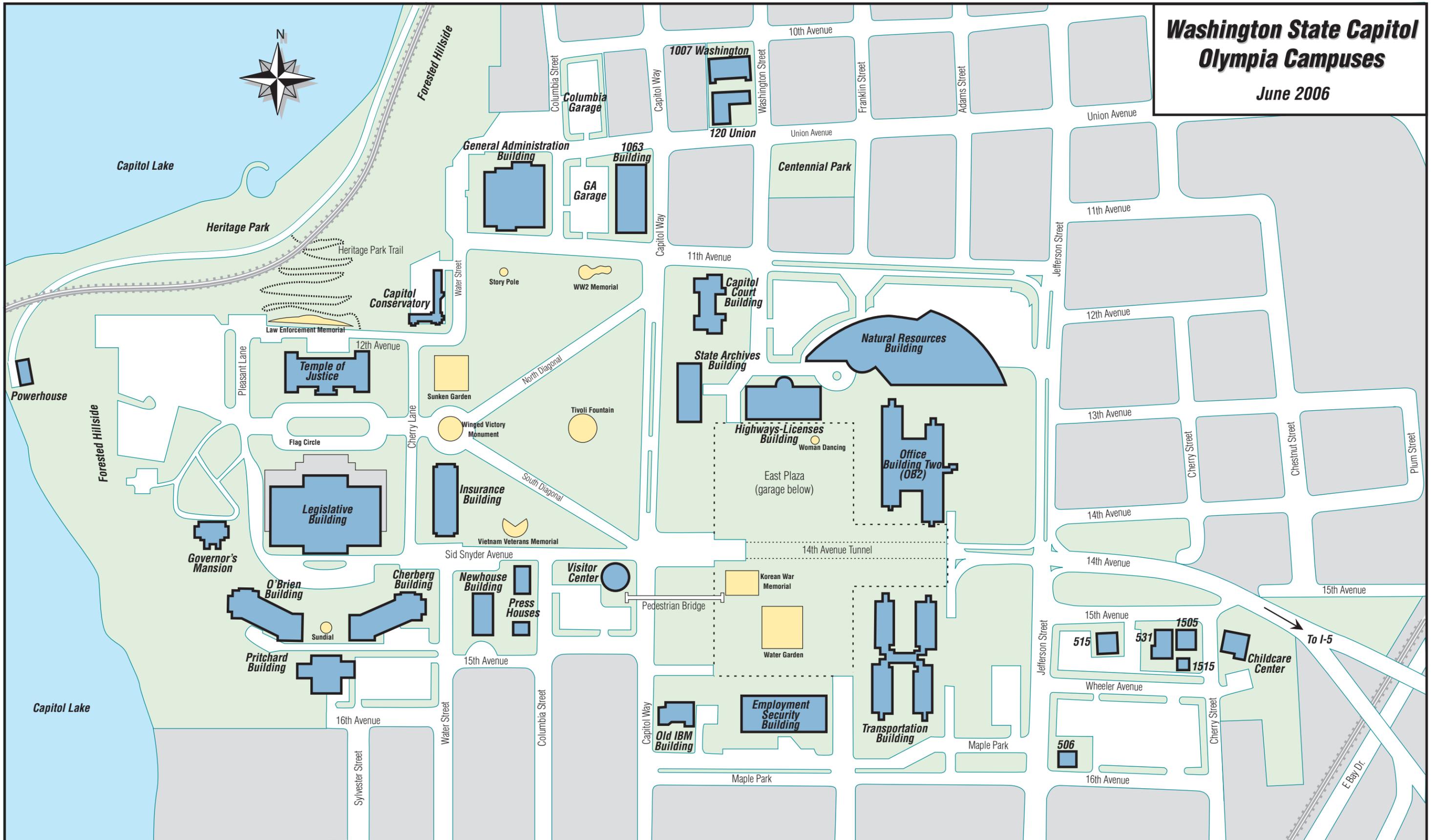
**Satellite Campus** – Refers to state-owned properties that house state agencies in a campus setting in Olympia's neighboring communities. Examples are the Tumwater and Lacey Satellite Campuses.

**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





Budd Inlet

Capitol Lake - North Basin

Heritage Park

Sylvester Park

Centennial Park

Marathon Park

Percival Cove

Capitol Lake - Middle Basin

OLYMPIA

TUMWATER

Interpretive Center

Capitol Lake South Basin

**Washington State Capitol and Capitol Parks**

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

June 2006

# The Function and Purpose of State Government Facilities

**C**onvenient and free access to our elected leaders and state agencies, along with safe and functional places for them to conduct their duties, are the two most fundamental reasons for the existence of government buildings and the grounds on which they are located.

## **PUBLIC USE AND ACCESS**

**Principle #1** of the Master Plan for the Capitol of the State of Washington, along with its supporting policies, confirms that government buildings and grounds, like government itself, should be *“of the people, by the people, and for the people.”*

## **DELIVERY OF PUBLIC SERVICES**

**Principle #2** and its supporting policies establish the basic criteria for where state government facilities should be located, what functions will operate out of them, and the space allocation within them. These primary factors ensure that government buildings support rather than hinder efficient and effective public services.

Dick Milligan



Capitol Lobby - 2005

# 1

## Public Use and Access

State Capitol buildings and grounds are a source of beauty and pride, and a resource for celebrating our heritage and democratic ideals.

State Capitol buildings and grounds should be managed and maintained to the highest standards of excellence, while maximizing opportunities for public access and enjoyment.

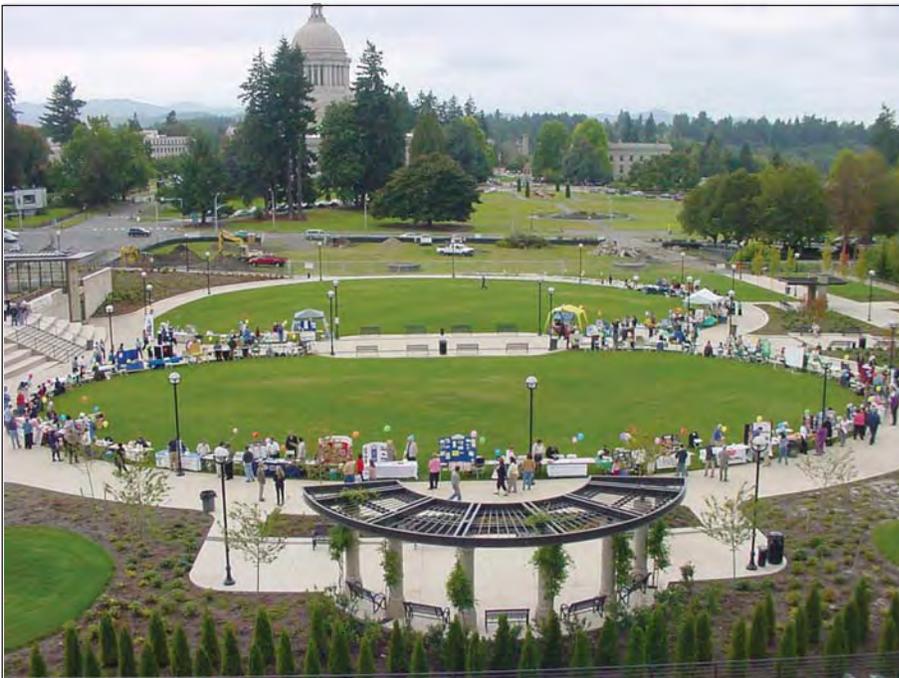
The State Capitol Campus in Olympia along with the Tumwater and Lacey satellite campuses are a reflection of the health and vitality of our state. The many public spaces available within our State Capitol buildings and the 485 acres of associated state Capitol grounds are actively used by the public year round, not only for the activity of state governance, but for as-

sembly, ceremony, recreation, and education. The symbolism of these special places, together with their visibility to the public and intensive use, requires heightened levels of care and management to sustain their condition and enable continued public enjoyment.

The first amendment right of every citizen to free speech and representation is exercised

daily at the Capitol. It is a critical function of the Capitol Campus to support this activity with public spaces in buildings and grounds that meet the diverse needs of the visiting public (from business people, to protesters, to school children).

Mike Rickey



Charity Fair - 2005

## PUBLIC USE AND ACCESS

These needs must be managed and balanced to maximize public opportunity while safeguarding the orderly conduct and decorum of state government activity.

The State of Washington is blessed with not a single Capitol building, but a grouping of buildings; not a small city block but an entire

campus; and not a single campus, but several distinctive campuses and parks.

These special places offer a range of venues for a large variety of public activities. The State of Washington places very high priority on the availability of these resources to the people of the state for their enjoyment and celebration of our common heritage and democratic ideals.

*Jim Erskine*



*Teachers Rally on East Campus, 2003*

## Policy 1.1 - Public Use of State Buildings

The state shall facilitate public interaction with the lawmaking process and offer welcoming, safe, convenient access to the activities and services of state government.

Principle 1

### Background

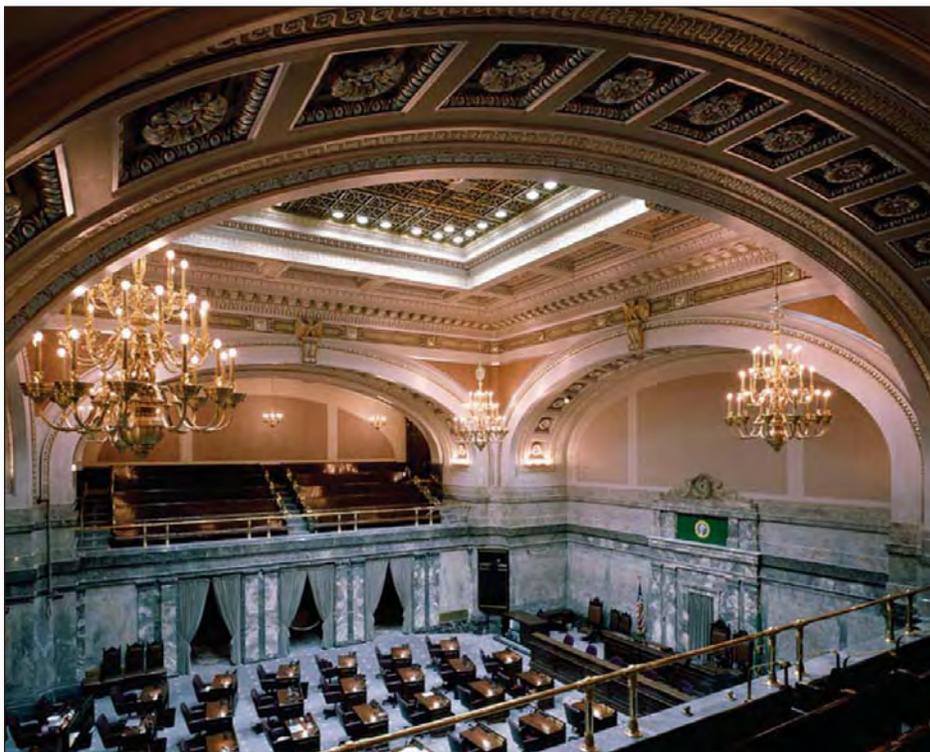
In addition to serving as workplaces, many of our public buildings are also architectural and cultural treasures and symbols of statehood. As such, the state has an obligation to share them as freely as possible and to help the public readily access, enjoy, and appreciate them. All state buildings (large and small) need to meet the needs of all types of visitors, business interests, clients, tourists, diplomats, dignitaries, protesters and politicians;

and must do so while protecting the welfare of employees and the quality and professionalism of the workplace.

Equitable Access for people with disabilities is one very practical area in which public access has and must continue to improve. Until the mid 1960's, there was not much formal action or attention given to how people with temporary or permanent mobility problems gained access to public buildings. Without assistance, an entire segment of our society was effective-

ly denied one of democracy's most cherished rights – the right to participate in the law-making process. Barrier-free access to public buildings is now the law of the land and has been incorporated into the Washington State Building Code by RCW 19.27.031 and WAC 51-50-005.

Dick Milligan



Senate Chambers from the Public Gallery

## PUBLIC USE AND ACCESS

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### Principle 1

The desire for heightened security in public buildings is another area with significant implications for state facilities. Both visitors and state workers need to feel safe. Yet security measures do not have to be intimidating or intrusive. New technology is rapidly altering the way security is perceived and handled, and innovations must be sought that do not impose a large or visible presence.

Public entries and lobby areas and the areas within our buildings that are designated for public use all require a heightened level of attention to ensure that they are welcoming, professional, accessible, and secure. Those facilities with designated public spaces that are in demand for public activities related to the lawmaking process must further be managed to optimize public use, with careful attention to equal opportunity as well as preservation and maintenance of the asset itself. Such measures are simply good business, for state government and for its citizens.

### Intent of Policy

Guidelines governing the use of public buildings are necessary to balance the following priorities:

- Provide equal opportunity for use and access
- Protect and preserve public property
- Ensure the safe and effective conduct of state business

The intent of this policy is to ensure that the people of the State of Washington can fully access and enjoy their public buildings and the public spaces within them. It is further intended that this policy will apply to all major renovations of existing facilities not currently meeting ADA standards.

This policy places special emphasis on the need to balance the potentially conflicting priorities of state business activity, public engagement in the democratic process, and protection of state assets.

### Goals of Policy

To support public interaction with the lawmaking process and provide safe, convenient access to state services, owned and leased state facilities must:

- Recognize public entrances and lobbies as critical gateways that should be welcoming and professional, offer guidance and visitor services, and be readily accessible to all visitors including people with disabilities
- Support the exercise of First Amendment rights within the spaces designated for public use and activity, and ensure equal access to, and opportunity for use of, these spaces
- Facilitate efficient access by any and all visitors
- Safeguard the welfare of employees and visitors through security measures that are as seamless and transparent as possible
- Support civic education and public appreciation for locations of architectural and cultural significance

## Policy 1.2 - Public Use of Capitol Grounds

State capitol grounds shall be designed and managed to maximize opportunities for public access to state government, encourage public engagement in the democratic process, and facilitate citizen use and enjoyment of the parks and features of the State Capitol Campuses, while preserving public assets and safeguarding the orderly conduct of state business.

Principle 1

### Background

The historic Capitol grounds of the State of Washington provide a truly stunning setting for the grouping of monumental buildings that comprise the heart of it. The beauty and openness of these grounds is the design legacy of the Olmsted Brothers, who established a tone of dignity and decorum for the center of state government.

The beauty, history and symbolism of the state's capitol grounds and parks make them highly attractive places for a myriad of public activities, from weddings to war protests, art installations and concerts to volleyball tournaments. State grounds, especially those closest to the Legislative Building, are a preferred site for memorializing important people and events. All of these activities, in turn, are celebrations

of our democratic ideals, demonstrations of our constitutional right to free speech, and reflections of the character of our times that color, inform, and enliven state government.

Unknown



*Tivoli Fountain*

## PUBLIC USE AND ACCESS

### Principle 1

### Intent of Policy

The intense and diverse uses of State Capitol grounds and parks necessitate careful management to preserve and protect them, ensure equal access, and support the work of state government.

It is the intent of this policy to provide for public use of State Capitol grounds and parks in a manner that supports the design and decorum of these public spaces. Guidelines and procedures to implement this policy should:

- Give highest priority to uses that are related to state government needs
- Protect public safety and preserve public assets
- Provide equal opportunity and access
- Direct planned activities to the areas of the grounds best suited to support them
- Avoid disruption of state services, minimize risk to the state, and anticipate, as well as provide for extraordinary set up, clean-up, and maintenance costs

- Provide amenities and services that increase the attractiveness and comfort level for users, in a manner that is consistent with the design character and planned use of each area

It is further intended that the policy will ensure that permanent installations of memorials and commemorative works are of statewide significance and honor the design integrity and planning goals of the areas in which they are placed.

### Goals of Policy

The goal of this policy is to ensure that public use of State Capitol grounds and parks, particularly as it relates to the exercise of first amendment rights, be supported as a value of democratic governance, while simultaneously providing a framework that respects our public places.



*“Viewed from Capitol Way, the district appears as a vast expanse of carefully-tended lawn and beyond, as an imposing cluster of classic architecture dominated by a huge dome. Two roads lead diagonally into the district from Capitol Way, one from the south and one from the north. The two meet in a traffic circle, in the center of which is a large bronze sculpture on a granite pedestal. In the foreground is a circular fountain. Gently curving across the lawns are pedestrian walks connecting Capitol Way with the buildings at the west end of the district. Tall evergreen trees dot the fringes of the lawns and carefully-pruned black locust trees line the north approach street. A large sunken garden to the west is a colorful contrast of warm colors in the cool greens of the lawns and trees. These grounds were designed by Olmsted Brothers, a successor firm to that of Fredrick Law Olmsted, America’s foremost landscape architect.”*

*- National Register of Historic Places.*

## Policy 1.3 - Educational Opportunities at State Facilities

The state shall leverage the educational value of its public and historic facilities and the activities of state government to extend an array of educational opportunities to the broadest possible audience.

Principle 1

### Background

The democratic process is founded on an educated citizenry. Indeed, public education is “the paramount duty of the state” according to the Washington State Constitution (Article IX). The policy development and lawmaking activities that take place at the State Capitol offer opportunities for observation and interaction with the democratic process, while our historic properties and assets provide a tangible link to the past, imparting a deeper appreciation of our cultural heritage. The State

Capitol, then, presents a very rich environment for educating both adults and children, from our own state and from afar, about our democratic ideals, the process of democratic governance, and our state’s history, heritage, and cultures.

The State Capitol is closely tied, as well as directly and intentionally linked, to the history and heritage of the local community. It is also symbolically connected to Puget Sound and the Olympic Mountain vistas to the north, as

Donovan Gray



School Children on Campus - 2006

## PUBLIC USE AND ACCESS

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well as our natural environment, native people, local history and many cultures. They help define the character of our statehood, and provide a rich context for the lessons of democracy enacted within our capitol buildings.

### Intent of Policy

The State Capitol is an exceptional educational resource. The intent of this policy is to recognize and emphasize the educational value of these public assets.

### Goals of Policy

Policy goals include:

- A full range of high-quality services for visitors that facilitate public use of these state resources and offer educational and interpretive programs and materials
- Educational programs that are fully available to persons with disabilities and meet the needs of learners of all kinds
- Partnerships with local and state agencies, associations, private and public interest groups, for initiatives that invest in and enrich the visitor experience
- Marketing efforts that communicate State Capitol educational resources and opportunities to the broadest possible audience through a variety of means, including media and partnerships
- Strong preservation programs that protect and showcase our historic State Capitol Campus assets and allow visitors, through shared appreciation, to take pride in the legacy it constitutes
- Increased emphasis on heritage tourism offerings within State Capitol Visitor Services, and thematic links to local and state history
- Direct ties to state public school curricula for history and U.S. government



Carving inside the Capitol

## Policy 1.4 - Accessibility for All

The state shall ensure that access to state facilities and the activities of state government is extended to everyone.

### Background

The Americans with Disabilities Act (ADA) and Washington State's Barrier-Free Code (WAC 51-50-005) require access to all facilities, goods and services. The first barrier-free laws were adopted in Washington State in 1967.

### Intent of Policy

It is imperative that all people have access to the democratic process, that everyone is welcome, and that their opinions can be voiced. It is the intent of this policy to ensure

that providing accessible state buildings is an integral part of all new construction and major alteration projects.

### Goals of Policy

Policy goals include:

- Access to the full range of public and visitor services
- Preservation of historic structures while at the same time providing universal access to the maximum extent possible



Donovan Gray

East Campus Ramp - 2006





## Delivery of Public Services

The location of state government facilities and the layout of spaces within them are vital components to effective and efficient delivery of public services.



The buildings that house state functions should enhance state services.

Citizens expect to find the appropriate state agency or elected official quickly and easily. They intuitively assume that the highest ranking officials and elected leaders will be located at the center of state government – the Capitol Building – and that lesser ranking officials and agencies will be in other buildings within proximity, yet still easily located.

Additionally, state agencies and officials have a reasonable expectation that the buildings that house their programs will be sensibly sited so that essential public services are not hindered by location.

They also reasonably expect that the space within their buildings will be sized and arranged such that the building itself helps improve productivity and customer service while providing a healthy work environment. At the same time, interior space layouts must be flexible and capable of being changed, without great

expense, to accommodate ever-changing program needs.

Location and space layout decisions should be proactive, made on the basis of advance planning and established criteria. If they are reactionary decisions made in response to real estate market pressures or uncoordinated growth, the effectiveness of state facilities is likely to suffer.

Coordinated, long-range, strategic facility planning by all state agencies, large and small, is essential. This includes analysis of space needs, identification of co-location potential, and opportunities for consolidation.

Taken together, strategic planning for location, co-location, consolidation, and space layout will maximize the contribution that facilities can make to the effective and efficient delivery of public services.

## Policy 2.1 - Location of State Government Functions

The state shall locate its various government functions in accordance with guidelines that maximize the efficiency and effectiveness of its operations.

### Background

In the 2000 Supplemental Capital Budget, the Legislature directed the State Capitol Committee, in conjunction with the Legislative Building Renovation Oversight Committee, to identify the priority use of space in the following group of buildings: Legislative Building, Cherberg Building, O'Brien Building, Insurance Building, Newhouse Building, Pritchard Building, and the Governor's Mansion.

To determine these functional priorities, criteria and guidelines were developed based on the *"functional affiliation with the legislative process and the ceremonial functions of statewide elected officials, taking into consideration emerging telecommunication capacity."* By definition, the Legislative Building was (and is) considered the center of the legislative process and, thus, of state government.

The results of this directive are documented in a **Report to the Legislature**<sup>2</sup> dated November 30, 2000, hereinafter referred to as the *"Space Use Study."* The criteria were approved by the joint State Capitol Committee/Legislative Building Renovation Oversight Committee on October 10, 2000.

### Intent of Policy

The intent of this policy is to incorporate the criteria developed by the Space Use Study into the Master Plan, and expand them to apply to all state office buildings throughout Thurston County. The location of state agencies is therefore guided by their relationship to the legislative process.

It is further intended that, as planning takes place for the Opportunity Sites identified in the last section of this Master Plan, these criteria for location will apply.

### Goals of Policy

The goals of this policy are to ensure that:

- Those functions most closely affiliated with the legislative process, ceremonial activities of statewide elected officials, public ceremonial functions, plus respective critical support functions and storage space, are housed within the Legislative Building or in facilities closest to the Legislative Building
- Those functions less closely affiliated with the legislative process, ceremonial functions of statewide elected officials or public ceremonial functions, as well as respective, less critical support functions and storage space, are housed on or off campus according to their level of affiliation

<sup>2</sup> Washington State Legislative Building Space Use Study & Rehabilitation Plan Options; HHPA & Department of General Administration; November 30, 2000; pages 29-31

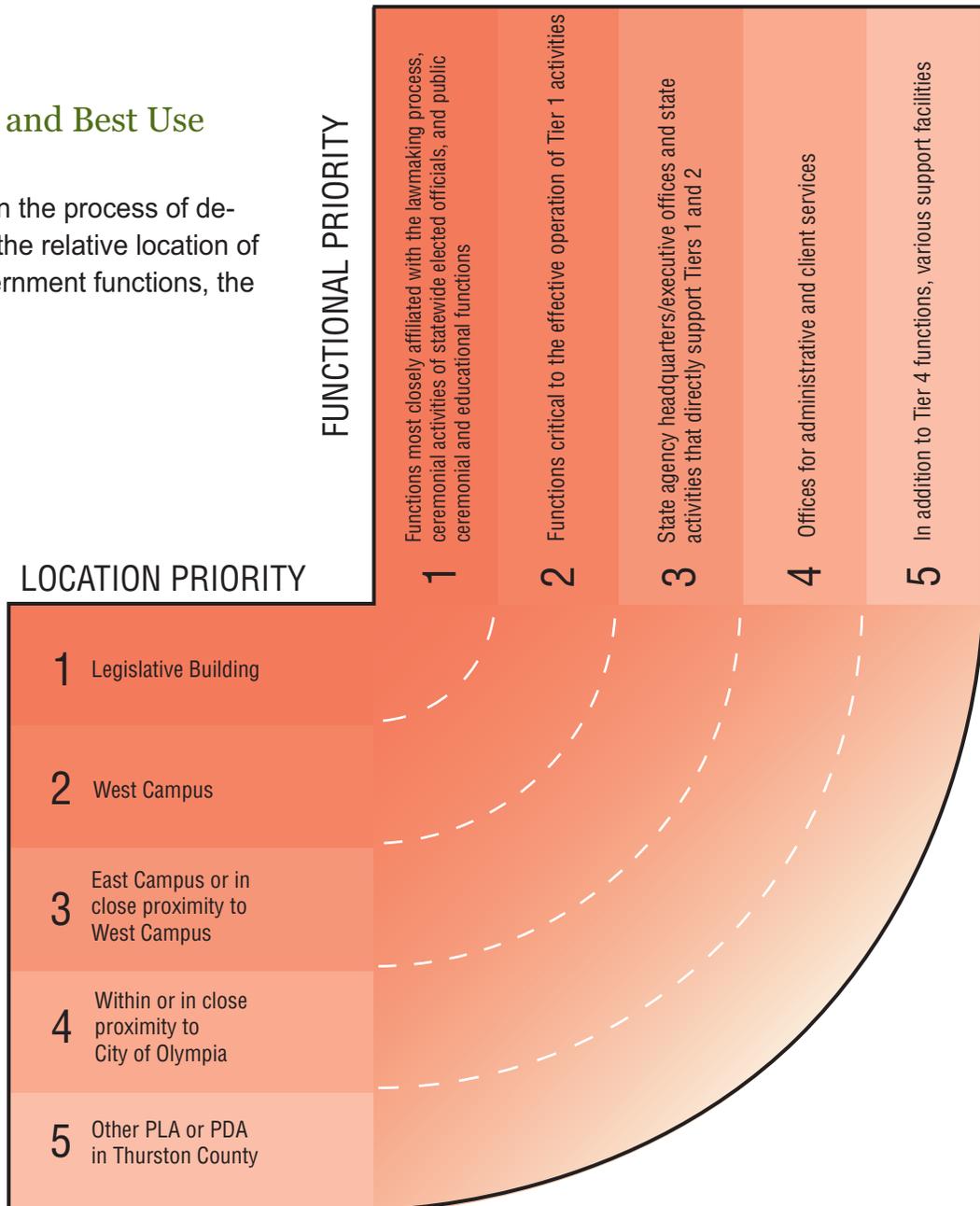
- State warehousing and light industrial needs are concentrated in industrial parks that are outside preferred development and preferred leasing areas. These industrial parks should take advantage of freeway and transit access as well as lower land prices. Uses include storage, motor pool, printing plants, central stores, laboratories, and maintenance facilities.

chart below depicts the priority (highest and best use) of locations in proximity to the Legislative Building.

It is not intended that this chart be a rigid “function locator” but rather a general guide as to the most appropriate locations for the various levels of state government activity.

**Highest and Best Use Chart**

To assist in the process of determining the relative location of state government functions, the



**Principle 2**

## Policy 2.2 - Long-Range Planning by State Agencies

The state shall prepare a strategic, long-range development plan for state office facilities in Thurston County through the Department of General Administration and in consultation with state agencies and the capital area cities.

### Principle 2

### Background

The 2001 Thurston County Lease and Space Planning study examined a number of facility issues and, with regard to long-range planning, concluded:

*“The benefits of cost-effective long-range planning will pay dividends in greater certainty, by promoting sounder decisions and improved facility quality.”<sup>3</sup>*

Historically, there has not been a consistent approach to facility needs assessment, facility planning or facility budgeting by agencies for new owned or leased facilities. These things have primarily been reactive. As a result, state government offices differ markedly in cost, quality, community benefit, accessibility, and investment value.

### Intent of Policy

It is the intent of this policy to ensure that there is a cooperative effort among all state agencies and the Department of General Administration to create a coordinated and consistent long-range facility plan for housing state government in Thurston County.

State agencies shall, on a biennial basis, prepare a list of their Basic Facility Needs as part of the budgeting process. At a minimum, this compilation shall be a six-year projection of space requirements for the agencies' programs. The Department of General Administration, in consultation with the agencies and the capital area communities, will develop a Six-Year Facilities Development Plan.

### Goals of Policy

The goals of this policy are to:

- Gain a clear understanding of the quantity of office space needed to house state government in Thurston County
- Maintain an accurate database of the current office space inventory, both leased and owned
- Identify the differences in space needs compared to available inventory, enabling the preparation of a coordinated strategic Facility Development Plan (leased and owned) that would close this gap

## Policy 2.3 - Co-Location and Consolidation of State Facilities

The state shall encourage the co-location and consolidation of state services into single or adjacent facilities, increase efficiency of operations, and to promote sound growth management planning. RCW 43.82.10(5)

### Background

Dispersal of agency functions is largely the result of rapid agency growth coupled with market constraints on available, appropriate, leased space, as well as lack of advance planning. The consequences of multiple locations are duplications of space, equipment, and sometimes personnel. It causes increased costs in lease management, and hampers efforts to promote ride-sharing, van-pooling, and other transportation alternatives. Most important, fragmentation results in reduced service to the public and inefficiency (high cost) of operations.

*The Thurston County Lease and Space Planning Study*<sup>4</sup> examined the issues of co-location and consolidation of state services in extensive detail. Consolidation is defined as the relocation of programs, departments, or divisions of one agency at a single location. Co-location is defined as a shared site, complex or building occupied by two or more agencies. Lack of a common mission or client base is not a barrier to co-location if activities are generally compatible.

### Intent of Policy

The intent of this policy is to require consolidation and co-location of state functions whenever possible, and to discourage fragmentation and dispersal.

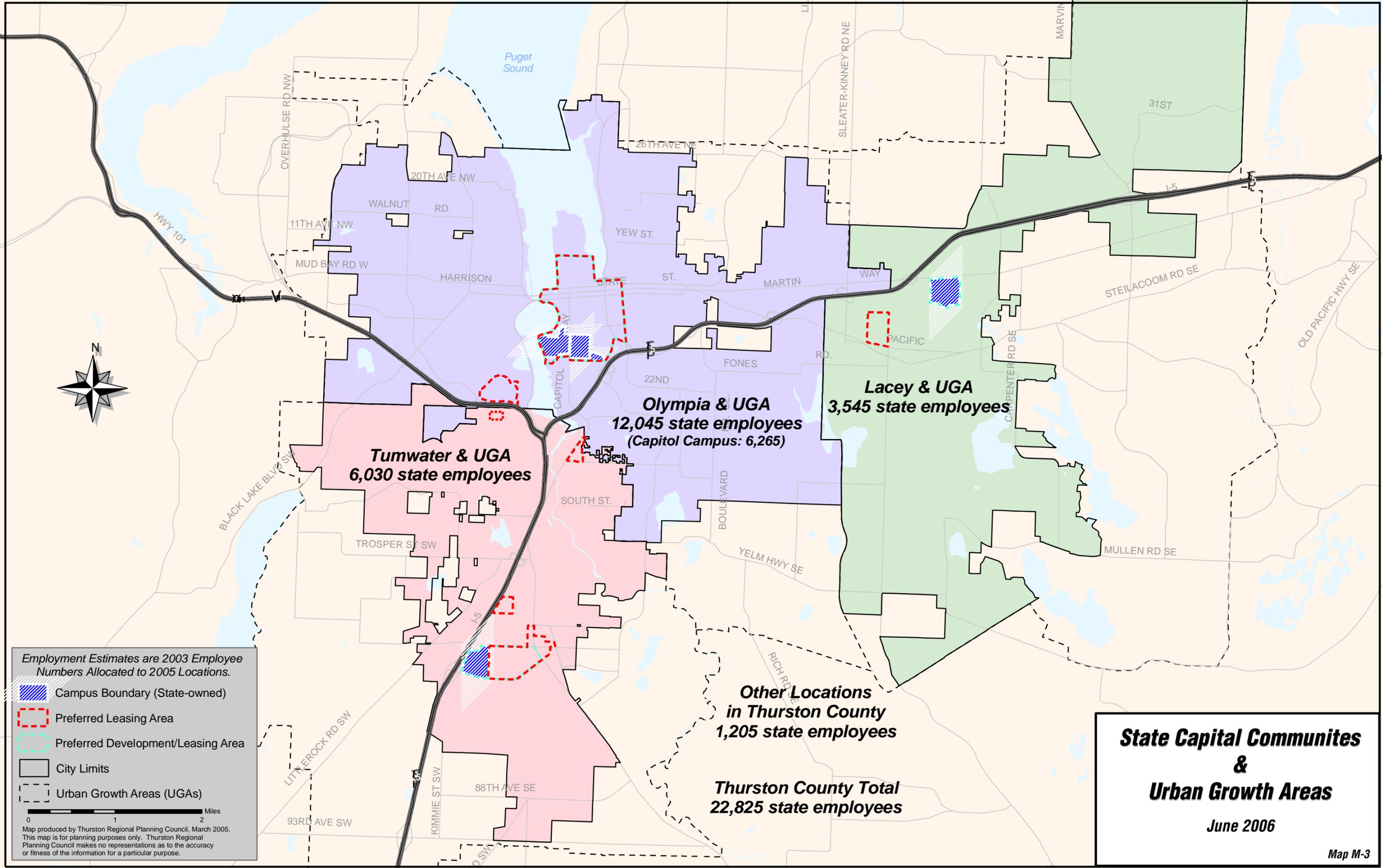
### Goals of Policy

The broad goals of this policy include:

- Improved access by the public
- Improved service delivery through reduction of fragmentation
- Reduced cost of modern technology through shared resources
- Reduced duplication of services to the public
- Reduced duplication of staff, equipment, and spaces
- Reduced travel time and cost needed to coordinate between facilities
- Increased effectiveness of teamwork and interdisciplinary programs
- Increased accountability and measurement of effort
- Improved physical security and access
- Increased potential for shared parking
- Improved internal management and communication
- Promotion of sound growth management with more compactly sited facilities

<sup>4</sup> Report #4, May 1999, p 16-19





Employment Estimates are 2003 Employee Numbers Allocated to 2005 Locations.

- Campus Boundary (State-owned)
- Preferred Leasing Area
- Preferred Development/Leasing Area
- City Limits
- Urban Growth Areas (UGAs)

0 1 2 Miles

Map produced by Thurston Regional Planning Council, March 2005. This map is for planning purposes only. Thurston Regional Planning Council makes no representations as to the accuracy or fitness of the information for a particular purpose.

**State Capital Communities & Urban Growth Areas**  
June 2006

# The Context of State Government Facilities

**T**he context and siting of state offices, whether leased or owned, can have a tremendous impact on the greater capital community's vitality in terms of economic growth, the environment, and the overall quality of life. Property taxes for leased office space, plus the retail and service trade generated by state activities, can provide significant economic stimulus for the communities in which they are located.

## **COMMUNITY VITALITY**

**Principle #3** and its supporting policies provide the framework for how state government relates to the surrounding communities in terms of planned and cooperative land use and transportation issues.

## **HISTORIC PRESERVATION**

**Principle #4** and its policies articulate how important it is to preserve the Capitol Campus and its historic buildings and surroundings. Preservation of our architectural heritage, while vital for the sake of history, also has a significant impact on the local economy.

## **DESIGN**

**Principle #5** and its supporting policies provide the framework and design guidelines for the architectural character of state facilities and how they should relate to the larger community, as well as exemplify the best in aesthetic quality.





# Community Vitality

The presence of state government facilities and activities can contribute significantly to the economic and social well being of the surrounding communities.



State facilities should serve to support growth management principles and comprehensive plan goals of the local communities. In particular, state government facilities should conserve existing urban resources, infrastructure and services, and encourage the development and redevelopment of central business districts and other mixed-use designated urban centers.

**D**ecisions on where and how to house state agencies can directly affect the surrounding community. The sprawl of state facilities has, in the past, contributed to the deterioration of community infrastructure and quality of life, imposing significant costs on communities and the local economy.

This Master Plan identifies Opportunity Sites for future development of state facilities. As planning for these sites takes place, the prin-

ciples of good urban planning and a sensitivity toward the surrounding community must be at the forefront.

Sprawl or low-density growth reduces the ability of local government to maintain older infrastructure, gradually undermining the sustainability of the existing infrastructure inventory. This disperses and minimizes, rather than maximizes, the use of existing public and private resources.

*“If all things are equal, a building paying property tax would no doubt be preferable. However, perhaps more important than the lease versus own issues, is that the development be concentrated in designated areas, be of high quality, good urban design, have access to local services and amenities, and preferably be mixed use development.”*

- Comment by officials from City of Olympia during Thurston County Lease and Space Planning Study, 2001



## COMMUNITY VITALITY

Possible outcomes of the unplanned location of state office buildings are: increased congestion, longer commute times, customer dissatisfaction and reduced worker productivity. In addition, some unplanned locations will require additional infrastructure expenses for parking and transportation improvements to manage the additional traffic.

State development must be sensitive to urban areas and in particular to residential neighborhoods. Siting state facilities in downtown areas and other designated urban centers, particu-

larly those well served by transit, ensures that state services and programs are accessible to more people. Enabling and encouraging both state employees and clients to travel by transit, walking, or other methods besides the single-occupant vehicle, aids communities in their efforts to reduce air pollution, traffic congestion and energy consumption, as well as avoiding detrimental impacts on the existing transportation infrastructure. This approach exemplifies the goals of sustainability by utilizing existing infrastructure.

### Principle 3

Inercity Transit



*DASH shuttle bus*

## Policy 3.1 - Preferred Development and Leasing Areas

The state shall concentrate state offices in medium-to-high density locations that are well served by public transportation. To this end, the state will build to own in Preferred Development Areas (PDA's) and lease facilities in Preferred Leasing Areas (PLA's)

### Background

In 1991, *The Master Plan for the Capitol of the State of Washington* intended that most future state office development should be owned and located in Preferred Development Areas (PDAs). It did not deal with a state leasing strategy, other than assuming the need for one. It called for “*the coordination of government facility needs with adjoining communities through urban redevelopment and the creation of satellite campuses*” and “*new construction (of state office buildings) to be concentrated in three preferred development areas.*” It identified those preferred development areas as Lacey, Olympia, and Tumwater; and promoted consolidation and co-location of state office facilities, transportation demand management, and growth management principles. In addition, the 1991 Master Plan called for a leasing strategy to be devised “*to improve the cost-effectiveness and manageability*” of leased property.

But after 1991, for a variety of reasons, state office needs were being met mostly by private lease development. As a result, state offices were scattered throughout the urban and suburban area of the cities of Lacey, Olympia and Tumwater. This resulted in significant problems with urban sprawl and detrimental impacts of the publicly funded infrastructure, as well

as air pollution and traffic congestion, absorption of open space, extensive use of energy for mobility, higher costs for infrastructure, and fragmentation of state agencies. This sprawl also reduced the ability of local government to sustain its existing infrastructure and added to public spending.

This scattered development caused Thurston County, the cities of Olympia, Lacey, Tumwater, the Intercity Transit Authority, and the Port of Olympia to ask the state to clarify its policy about locating its offices. The state worked with the three surrounding communities to develop the concept of Preferred Leasing Areas (PLAs) emphasizing the 1991 Master Plan goal of concentrating state offices. The three cities identified their respective PLAs, which were then subjected to extensive analysis by the Department of General Administration. In 2000, the State Capitol Committee added the Preferred Leasing Areas Strategy and the recommended PLAs as an amendment to the 1991 Master Plan.

### Capacity of the PDAs and PLAs

As of April 2006, the state is leasing over 4,100,000 square feet of office space from the private sector in Thurston County. Of this quantity, approximately 90 percent is inside the PLAs and 10 percent is outside the PLAs.

## COMMUNITY VITALITY

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Total office development capacity of all the existing PDAs and PLAs is approximately 6.2 million gross square feet, which is equivalent to 5.8 million rentable square feet. This is three times the amount of office space added between 1900 and 2000, and more than seven times the amount of development anticipated in the Department of General Administration's 10-year development forecast of 800,000 rentable square feet in the *Thurston County Lease and Space Planning Study of 2001*.

### Intent of Policy

The intent of this policy is to maintain and enhance the vitality of the communities within which state facilities are located, and to support the comprehensive plan goals of these communities.

### Goals of Policy

The goals of this policy are to:

- Ensure that it is the state's space needs that drive building location decisions, and that the Department of General Administration will provide leadership in making these determinations<sup>5</sup>

- Provide a framework to enable the state to assess its space needs and effective siting decisions
- Support growth management principles, transportation demand management objectives and the comprehensive plan goals of the cities of Lacey, Olympia and Tumwater as well as Thurston County
- Ensure that the growth of state government does not contribute to urban sprawl
- Promote consolidation and co-location, and reduce the fragmentation of state office facilities by coordinating with state agencies, boards, commissions, and local jurisdictions
- Ensure that the efficient and effective delivery of state services is maximized for the benefit of its customers
- Create more transportation choices for the state's employees and the visiting public
- Promote mixed use of state office buildings (such as retail space on ground floors) where appropriate
- Continue to work with local jurisdictions to ensure that the state's siting policies address the urban planning issues of transportation choices, congestion, design character, parking, state identity, construction standards, etc.

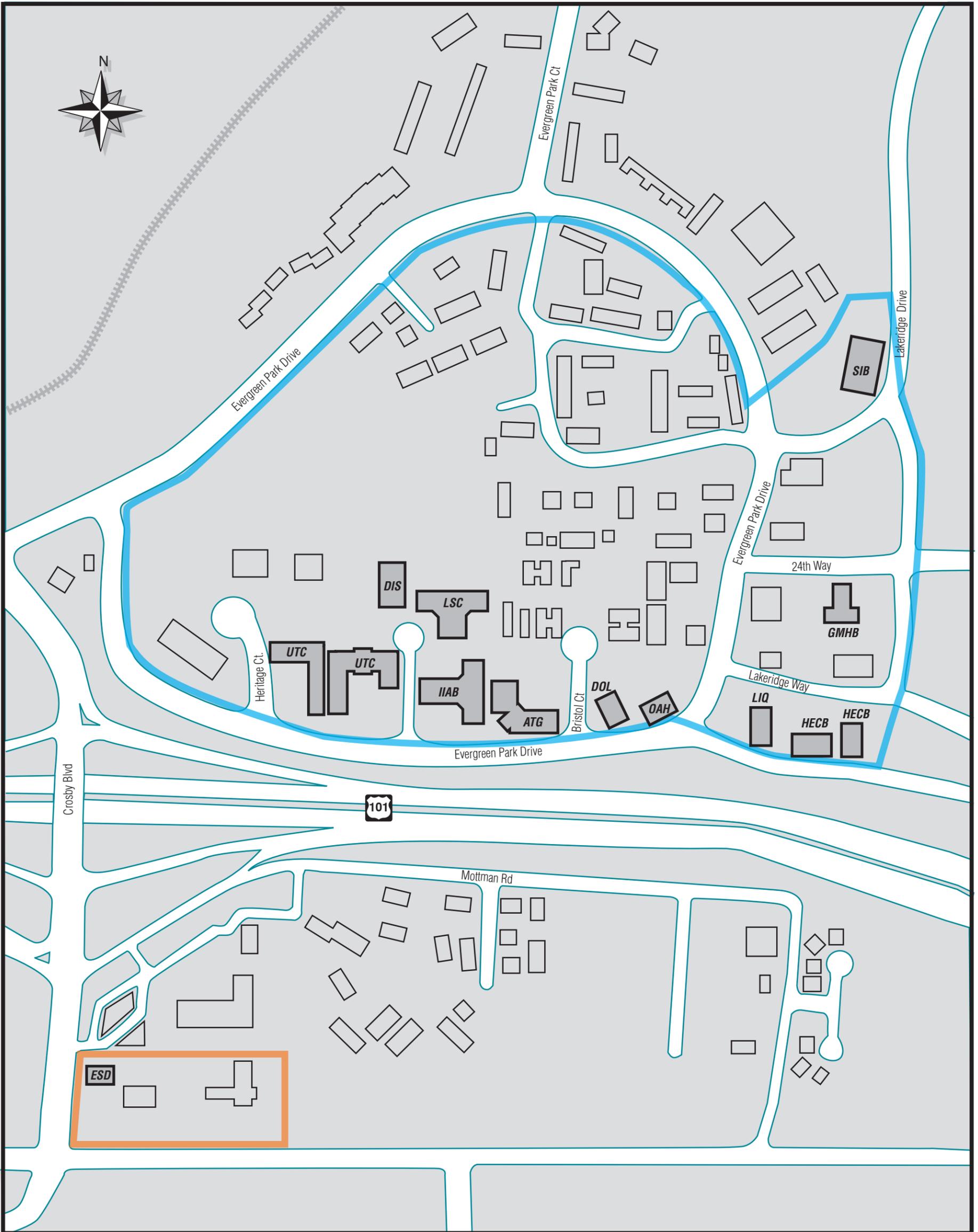
<sup>5</sup> The Department of General Administration is responsible for providing real estate services to state elected officials, state agencies, boards, commissions and educational institutions in accordance with RCW 43.82, State Agency Housing.



**Washington State Capitol  
Olympia  
Preferred Development & Leasing Area 1**

- State Owned Property
- Leased Property
- Leased Buildings
- State Owned Buildings
- Preferred Development /Leasing Area

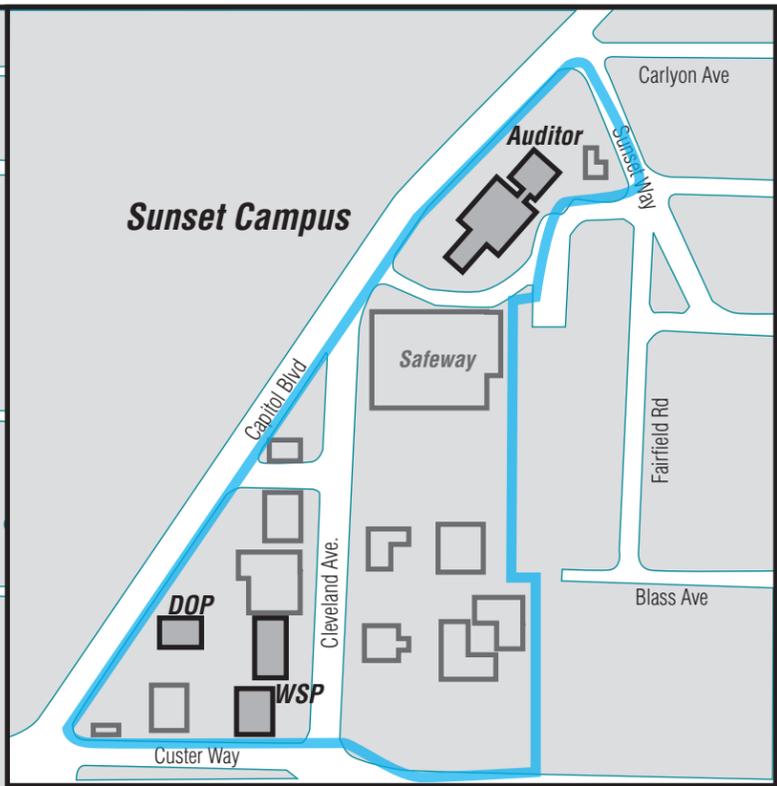
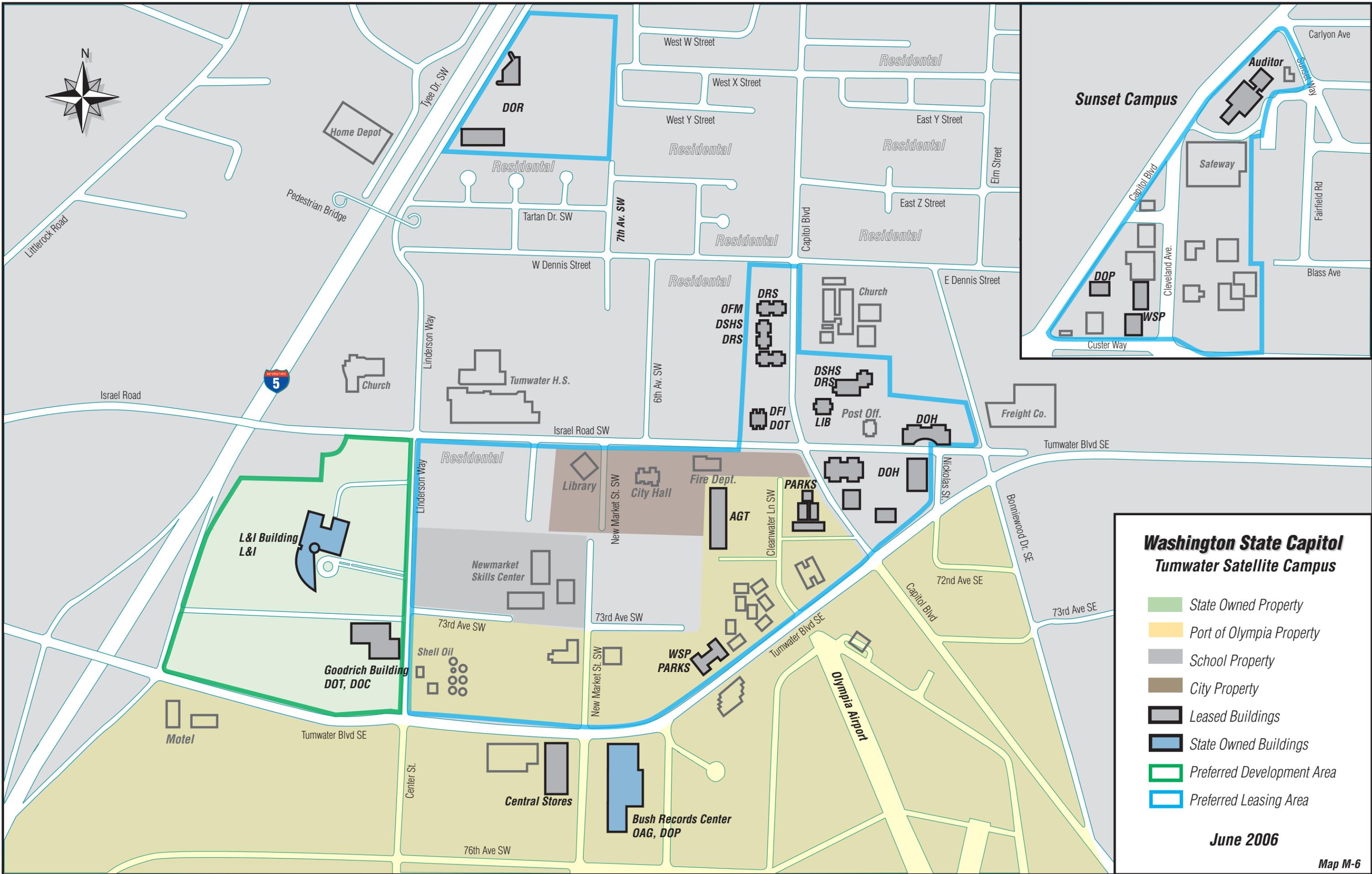
**June 2006**



**Washington State Capitol  
Olympia  
Olympia Preferred Leasing Area 2  
&  
Tumwater Preferred Leasing Area 4**

- Leased Buildings
- Olympia Preferred Leasing Area
- Tumwater Preferred Leasing Area

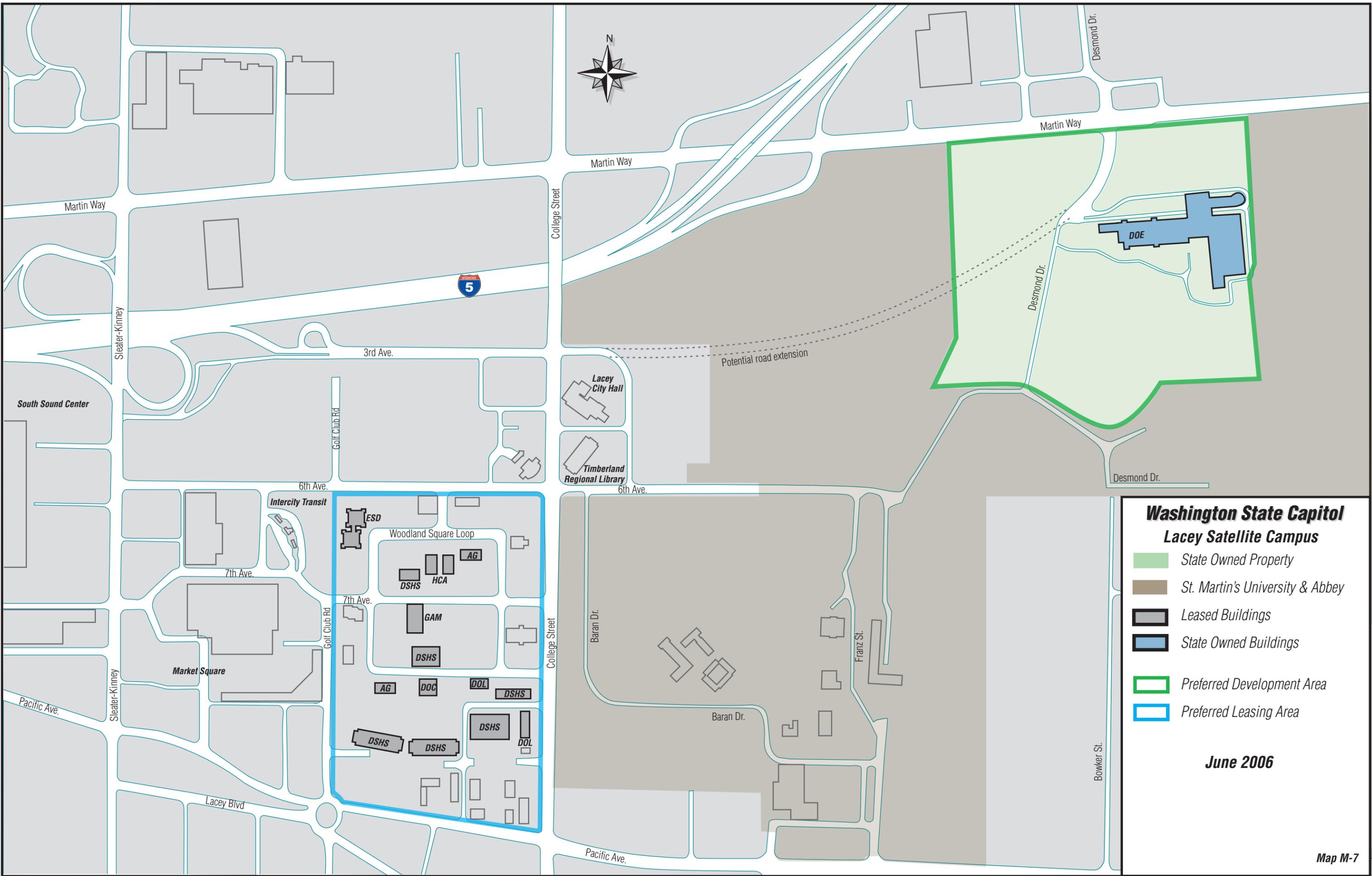
**June 2006**



**Washington State Capitol  
Tumwater Satellite Campus**

- State Owned Property
- Port of Olympia Property
- School Property
- City Property
- Leased Buildings
- State Owned Buildings
- Preferred Development Area
- Preferred Leasing Area

June 2006



**Washington State Capitol  
Lacey Satellite Campus**

- State Owned Property
- St. Martin's University & Abbey
- Leased Buildings
- State Owned Buildings
- Preferred Development Area
- Preferred Leasing Area

**June 2006**

## Policy 3.2 - Transportation Demand Management

The state shall locate, develop and manage its owned and leased properties to achieve local and state transportation demand management policies, while meeting the business needs of state agencies.

### Background

State law supports Transportation Demand Management (TDM) in that all state facilities are subject to:

- **Commute Trip Reduction (CTR):** RCW 70.94.521-551 requires work sites of 100 or more employees to develop and implement a trip reduction program, aimed at reducing employee drive-alone trips to work.
- **Parking:** RCW 43.01.240(3) applies to all state-leased work sites and mandates that agencies not enter into leases for employee parking in excess of the local jurisdiction’s zoning requirements.

### Intent of Policy

Transportation demand management planning will be integrated into all facility site planning. Strategies to reduce travel demand will be considered equally with strategies to increase capacity. The state will partner with the local jurisdiction and transit agency to determine access to the facility by all modes, including transit, walking, and biking. This policy is also intended to ensure transportation choices by locating state facilities near existing bus routes or park-and-ride lots.

### Goals of Policy

Implementing transportation demand strategies for commute trip reduction and employee parking at state work sites in Thurston County will provide significant support to the state’s goals to:

- Reduce leasing or construction costs by controlling the amount of parking needed
- Ensure that alternative commute modes are maximized
- Support local government’s growth management policies and comprehensive plans
- Be a good steward of the environment
- Encourage parking and transit enhancements at all three campuses

Principle 3

*“Opportunities for access to governmental functions and employment should not be conditioned upon the ability to afford and operate a vehicle.”*

Department of General Administration Statewide Co-Location Study, June 1994, page 66.

*Viet La*



*Wrapped in Snow - 2003*

## Policy 3.3 - Environmental Stewardship

The state shall, in the process of developing, redeveloping and maintaining its real estate assets, be a model to the citizens of the state by employing the highest standards of environmental protection.

### Background

Being a leader in the protection of the natural environment is one of this state's defining characteristics.

### Intent of Policy

Construction and maintenance of buildings and the infrastructure that goes with them will always have some impact on the environment. It is the intent of this policy to limit and/or mitigate those impacts by including these important considerations as early as possible in the planning stages. See also Policy 6.1, High Performance Buildings.

### Goals of Policy

The goals of this policy are to:

- Seek opportunities to retrofit and restore existing buildings whenever possible, rather than new construction
- Seek opportunities to infill vacant properties whenever practicable, rather than contribute to urban sprawl
- Site state buildings close to mass transit hubs, thus providing opportunity for less use of the single-occupant vehicle
- Include alternative transportation amenities in new and renovated buildings, such as bike lockers, shower facilities, carpooling resources, nearby bus stops, etc.

- Follow low-impact site development practices that limit stormwater runoff, recharge aquifers, protect aquatic species, and beautify public grounds
- Utilize predominantly drought-resistant native plant species and organic composts in landscaped areas
- Minimize the use of pesticides and herbicides
- Minimize irrigation demands
- Minimize heat islands and light pollution

# The Greater Capital Community

## How Communities are Impacted by State Government

The state is the largest employer in Thurston County and the largest landowner. These two factors tend to characterize the state's relationship with the greater capital community of Olympia, Tumwater, and Lacey.

Each of these communities has its own unique characteristics, and the presence of the state in each reflects this uniqueness. In the capital city of Olympia, the state's presence is concentrated on the East and West Campuses as well as the immediate surroundings of the downtown area. The city has encouraged the state to expand more into the downtown as a way of increasing density and activity. In Tumwater, the state's presence is clustered on the northeastern and western edges of the city's newly designated town center. The city wants to use state office development to "jump start" the development of the town center, endeavoring in the process to create a mixed-use area with the state as an anchor. Lacey, on the other hand, has encouraged the state to remain in its designated central core, focusing on leased space as a way of maintaining property tax revenue.

Several issues related to the state's presence in these communities affect all of them. These inter-jurisdictional issues are:

Principle 3



Department of Transportation

Downtown Olympia - May 2006

*"The state has a responsibility to enhance the physical environment of both communities and employees, and demonstrate leadership in land use and energy management."*

Local Government official during preparation of Thurston County Lease and Space Planning Study, 2001. Report 7, p 2-13.



Department of Transportation

Tumwater Commercial Area - May 2006

- Impact on economic activity
- Use of public open space and capital parks

Perhaps the most significant impact has been the dispersal of state government throughout the urban area. This impact has had manifold effects, including deterioration of public streets, stress on land use capacity, sudden changes in land use, and reallocation of city and regional resources to meet unanticipated infrastructure needs.

It is imperative that the state remain a “good neighbor” to its surrounding communities. The following goals should guide the state’s interface with the greater capital community:

**State and local government cooperation.**

As different governmental entities, it is inevitable that at times there will be disagreement between the state and local governments. However, it is essential that the state and the local governments remain committed to open dialogue on issues of mutual concern.

**Transportation impact.**

The state, the surrounding communities, Thurston Regional Planning Council, and Intercity Transit have a long history of cooperation on transportation issues. It is in the state’s best interest to continue working with these entities to ensure that not only do the transportation linkages facilitate the delivery of services and accommodate its employees, but also that they facilitate the economic vitality of the region. To this end, the state needs to ensure that its policies and procedures on siting and location of state facilities are supportive of the Regional Transportation Plan.

**Conscious approach to development.**

The greater capital community is justifiably concerned with how state facilities (whether owned or leased) interface with its existing fabric. Thus the state should take a sensitive approach to development – whether public or private – that ensures compatibility with the goals of the surrounding communities as articulated in their Comprehensive Plans and as mandated by the Growth Management Act. More effort should be undertaken to coordinate facility planning as well as continued vigilance to ensure adherence to the policies for Preferred Development Areas and Preferred Leasing Areas.

Department of Transportation



Lacey Commercial Area - May 2006

# Capitol Parks

## Introduction

The State Capitol Campus serves as the seat of state government and celebrates Washington’s environmental and cultural heritage. Interpretive learning through exhibits that represent the state’s political, economic, and historic features is integral to the campus environment. Recreational components contribute to the beauty and accessibility of the campus, furthering the state’s commitment to the environment and its people.

The state owns many recreational parks scattered throughout the state that are managed by the State Parks and Recreation Commission. But the parks included here are those located in and around the State Capitol and referred to as State Capitol Parks. These parks are managed by the Department of General Administration and include Heritage Park and its associated Capitol Lake, Marathon Park, Deschutes Parkway, Sylvester Park, and Centennial Park.

These parks serve as open space for recreation and provide both buffers and linkages to the surrounding community. The parks reflect the earliest plans for the campus, including both the 1911 Wilder and White plan and the 1928 Olmsted landscape plan. Subsequent planning for the Capitol has reinforced the importance of park land and open space as a part of the campus.

## Heritage Park

Wilder and White, a New York architectural firm, created the first Master Plan for the Washington State Capitol in 1911. An integral part of that plan was an elegant open space that connected the Capitol Group to the city, the Sound, and the Olympic Mountains. Today, Heritage Park aspires to fulfill that vision.

As a northward extension of the historic West Capitol Campus, the park serves as a symbol of government for all Washingtonians. Area residents are closely connected with the park and the surrounding state properties as recreational assets, as a destination for visitors, and as important links to the natural environment from within the urban setting. Heritage Park, Capitol Lake, Deschutes Parkway, Marathon Park, and the Interpretive Center are all connected. Together, these properties serve as nature's 'right-of-way' for the Deschutes River, which flows through the city on its way to Puget Sound. Heritage Park serves as an important symbol of our state's commitment to community development in harmony with environmental stewardship.

The first funding for the park was authorized by the 1991 legislature. This was followed by subsequent appropriations that enabled the park's physical formation and provided paths, edges, minimal infrastructure and trees. Completion of the basic park is scheduled for 2007. Additional enhancements such as plazas, plantings, memorials, and visitors' facilities will further strengthen the tie with the West Campus and establish focal areas that support public gatherings. Possible facility improve-

ments include a maintenance building, new public restrooms, a lawn theater, and additional landscaping and park furniture.

A 1976 study by Richard Haag lauded the value of Heritage Park as a setting for interpretive activities. This was reinforced by the 1994 predesign study which stated that expressions of the state's heritage should be "integral with the design of Heritage Park and should not appear contrived." County markers installed along the developed portions of the lake edge link the



*Heritage Park Pathway - 2003*

facility with the diverse regions and communities of the state. The state's environmental heritage is represented through unique features such as the wetlands at the south of the lake that characterize the state's coastal and riverine areas, while the state's arid eastern environment is represented by a bluff at the north edge of the basin. Specific future enhancements might include apple trees and other plantings representative of our agricultural heritage, history of the Northern Pacific railway,

# COMMUNITY VITALITY

## Principle 3

T.R.P.C.



*Western Washington Inlet at Heritage Park - 2003*

Native American heritage, and local history, especially as it reflects communities that matured from native settlements to pioneer developments to urban centers all across the state.

Unlike the core West Capitol Campus, Heritage Park has not typically been used as a venue for political expression, except occasionally as a location for organizing groups that then march uphill to the legislative build-

ings. Nor has it been the preferred location for monuments or dedicated plantings associated with statehood. Instead, the park has served as a place of recreation and celebration, often chosen for its connection to the Capitol Building, but at least as often selected for its size, openness, and proximity to downtown Olympia. It forms an ideal nexus between the Capitol and its capital city; and appropriately, it serves both.

Looking ahead, Heritage Park should emphasize our state's natural and cultural heritage and serve as a resource for celebration and recreation for the citizens of the state and the citizens of Olympia. It should be clearly identified with the State Capitol Campus, united by consistent park furniture, pathways, and signage. It should also serve as a compatible and graceful addition to the capital city and the activities of a healthy downtown core.

Department of Transportation



*Heritage Park Looking South - 2006*

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## Marathon Park

Marathon Park was constructed in 1970 by placing 58,000 cubic yards of fill material next to an existing railroad berm in the north basin of Capitol Lake. Nestled into the southwestern corner of the north basin, this small park provides waterfront recreation that is removed from the bustle of downtown Olympia while being within easy walking distance from the West Capitol Campus and Heritage Park. It is approximately 2.25 acres in size.

Most often used by walkers, runners, and joggers, Marathon Park is also a favorite for car shows, dances, family reunions, weddings, and other outdoor events. Its importance to pedestrians and athletes is natural because the park sits at the junction of two major pathways that encircle Capitol Lake.

Marathon Park carries its name with great pride. It commemorates the first U.S. Trials for the Women's Olympic Marathon that began and ended at the park site.

The trials were run in May 1984 and won by Joan Benoit Samuelson.

Samuelson went on to win the first Women's Olympic Marathon later that year. The park continues to serve many runners and joggers who use the facility every day as a starting point for less historic but no less valuable events.

The February 2001 earthquake with its 6.8-magnitude tremors brought heavy damage to Marathon Park. Reconstruction and repair of nearly all of the park's features were completed in December of 2003.

Looking ahead, Marathon Park will become increasingly well-used. With 50 parking stalls, a restroom building, a dock, benches and tables, the park is already a popular destination. Its lawns, picnic areas, and quiet location welcome visitors to relax and recreate in a natural environment.



*Marathon Park Looking West - 2003*

*Dave Scott*

## Deschutes Parkway

Integral to the 1951 Deschutes Basin Project, the construction of a causeway on the west side of the Deschutes River was a significant transportation improvement for the Olympia region. After decades of planning, completion of the Deschutes Parkway finally put in place an important connection between Olympia and Tumwater. In 2001, this 1.68 mile roadway

between Interstate 5 and 5th Avenue carried 7,000 vehicles per day. It serves as an emergency response route, a mass transit route, a bike route and, along its edges, as overflow

parking for downtown Olympia. The parkway provides access to private property as well as nature trails. Additionally, it serves as a utility corridor and jogging path.

Walkers, runners, and joggers make extensive use of the Parkway as part of two improved loops that circle Capitol Lake. The loop around the north basin is 1.52 miles, while the full lake loop is 4.95 miles. These pathways connect

with downtown Olympia, Tumwater, Heritage Park, Marathon Park, Tumwater Historical Park and the Capitol Lake Interpretive Center, giving users an ever-changing view of the lake, its topography, natural habitats, and urbanized areas.

The Parkway was damaged in the 1965

earthquake and required various spot repairs. By contrast, the 2001 earthquake brought real havoc to the Parkway and shut it down for 20 months while \$8 million of repair work was performed. This work improved illumination, removed barriers in compliance with ADA standards, and upgraded the

shoreline of Capitol Lake from sterile rock embankments to habitat-fostering vegetation.

Looking ahead, the improvements that were completed in 2003 brought Deschutes Parkway up to modern roadway standards and will provide a pleasant and functional link for the Capitol Campus and the local vicinity for years to come.



*Deschutes Parkway Looking South - 2006*

*D.O.T*

## Capitol Lake

The State of Washington approved the sale of bonds for the impoundment of the Deschutes River in 1947. The resulting earthen dam and concrete tide gate trapped the water of the Deschutes at what had been the high tide level, to create a reflecting pool for the Capitol buildings, to improve the link between east and west Olympia, and to establish a recreational lake which has become symbolic of Washington's seat of government and the greater Olympia area. The lake was a popular swimming hole until 1985 when it was closed to swimming due to health concerns.

Over time, the dynamic character of the river system and the impact of human development have become evident and are offering challenges to the continued management of Capitol Lake.

The lake originally covered an area of approximately 320 acres. Since the installation of the 5th Avenue Dam in 1951, sedimentation has significantly changed the character of the lake

by making it shallower. It now covers about 270 acres. On average the lake bottom has risen about 9 feet. The southern-most reaches of the lake have seen the greatest impact, with some areas losing as much as 20 feet of depth.

To respond to the variety and complexity of interrelated management concerns, a Steering

Committee consisting of nine organizations was formed in 1997 to develop and implement a ten-year plan for the management of the water body. The organizations have adopted objectives to guide

management, including some which have been accomplished and some that require an ongoing commitment.

Looking ahead, several challenges remain: water quality, noxious weeds, sediment accumulation, flood hazards, and habitat degradation among other. Management strategies are expected to change over time, reflecting contemporary scientific, economic, and cultural norms.



*Capitol Lake Looking North - 2006*

*D.O.T*

## Sylvester Park

In 1850, Edmund Sylvester donated the land which is now known as Sylvester Park to the City of Olympia, as a town square for perpetual public use. While the face of the park has changed over the past 150 years, it has served as a public facility since Mr. Sylvester's original plat of the city. The park was deeded to the State of Washington in 1905 when the grand stone building across Washington Street became the State Capitol Building. In 1928 the Olmsted Brothers prepared a landscape plan for the Capitol Campus, including Sylvester Park.

The park is now listed on the national, state, and local registers of historic places. The park is by no means a static show-piece of the past. It continues to serve its vibrant, traditional purpose as a central downtown gathering place for political and cultural interests, both statewide and local, and a peaceful green haven in an urban setting.

The current park landscape has two trees approximately 100 years old, one tree approximately 80 years old, and ten trees that are 45-55 years old. The landscaping and features such as statues and markers reflect the essentials of a design that has been in place since the early 1900's, in spite of changes to walkways and a reconstructed bandstand.

Looking ahead, Sylvester Park will not be developed or altered beyond the preservation and replacement of current or historic features

without a thorough assessment and approval process. As an historic resource, the State will perpetuate and maintain the park in accordance with the U.S. Secretary of the Interior's Standards for Treatment of Historic Properties.

Some rejuvenation of the historic landscape is needed. Additionally, the park provides exceptional opportunities for interpretive features.



Sylvester Park - May 2006

D.O.T

## Centennial Park

In the spring of 1988, the state established

*“a Centennial Park and green belt area... the focus of which is a one hundred year old coastal redwood tree. The tallest tree in Olympia.”*

Centennial Park was conceived and established to commemorate the state’s and the redwood’s 100 contemporaneous years. In addition, it was the intent of the park’s founders to maintain the park as a natural area, with consideration of the tree as paramount in decisions concerning the operation and maintenance

of the park. Concurrently with the establishment of the park, the State Capitol Committee issued a proclamation naming the coastal redwood The Daniel J. Evans Tree “in honor of our environmental governor.”

Located near downtown Olympia, Centennial Park is on the south side of Union Avenue between Washington and Franklin Streets. The site still holds the old foundation of a residence. The southeast corner is currently being used for parking. The balance of the park supports numerous trees and shrubs. Much of the park is covered with English ivy, which threatens to smother or choke the other species.

The Daniel J. Evans Tree was found to be more than 100 years old in 1987. At that time it was 148 feet tall and 67 inches in diameter at 4.5 feet above the ground. This species (sequoia semperviren) commonly reaches 200 to 275 feet in height and 8 to 12 feet in diameter. The tree is located on a small knoll in the approximate center of the park. Specialists have advised that an area with a 50-foot radius surrounding the tree should be left undisturbed to prevent mortality.

Looking ahead, plans for the park should remain in line with the original intent of the founders: a

natural setting that provides respite and recreation with minimal development. Removal of the old foundation walls that are constraining root development is needed. In addition, control of the English ivy and the thinning of overgrown shrubs and trees will contribute to a

healthier and more usable park.

Centennial Park is a diamond in the rough. As the area surrounding the park continues to experience high-density development, the importance and civic value of this park will become more apparent.



Centennial Park - 2006

D.O.T

## Capitol Lake Interpretive Center

Development of the Capitol Lake Interpretive Center has taken an ironic path since its start in 1979. In that year, approximately 250,000 cubic yards of sediment was dredged from Capitol Lake and an 18-acre, two-cell, dewatering basin was created to process the spoils of future dredge operations. In 1986, approximately 57,000 cubic yards of material was removed from the lake and placed in the basin to de-water over time. In the mid-1990's, when the state sought to undertake a third dredge in the lake, portions of the dewatering basin were considered to be a wetland and could not be disturbed.

The construction of Heritage Park in 1997 involved designating these 18 acres as an Interpretive Center with a commitment by the state to establish and maintain high quality wetlands. These new wetlands mitigate the loss of open-water habitat and the loss experienced by expansion of park grounds into formerly submerged areas. Spoils from the 1986 dredging were used to fill portions of the new

park's footprint, and the reconstituted dewatering basin was redesigned specifically to host wildlife species.

Today, the Interpretive Center holds great promise to provide visitors with an experience that contributes to their understanding of our natural systems. It is one of the most unique

components of any State Capitol Campus in the nation.

When the February 2001 Nisqually Earthquake caused extensive damage to the Interpretive Center, it was being evaluated for improve-

ment. Steep slopes, inappropriate vegetation, lack of irrigation for plants, lack of plant maintenance, and the lack of soil augmentation were all cited as contributing to the poor performance of the Interpretive Center as a wetland. The earthquake repairs provided an opportunity to address these concerns.

The reconstruction of the wetland area was completed in March 2003 and celebrated with a community planting activity during which



thousands of plants were planted by more than 150 volunteers. The Interpretive Center now stands as an example of a successfully engineered wetland, providing a natural area in the midst of urban life, which supports native species and provides visitors with recreational and educational opportunities.

Looking ahead, the buildings, bridges, kiosks, boardwalks, and dock, which serve the facility, are showing their age and will require rehabilitation. Ongoing management of the Center will be necessary to control invasive species, and to assure that the artificial wetlands continue to function as intended. These investments will guarantee that the benefits provided by this facility will continue into the future.

Department of Transportation



Capitol Lake Interpretive Center Looking SE - May 2006

Principle 3



# 4

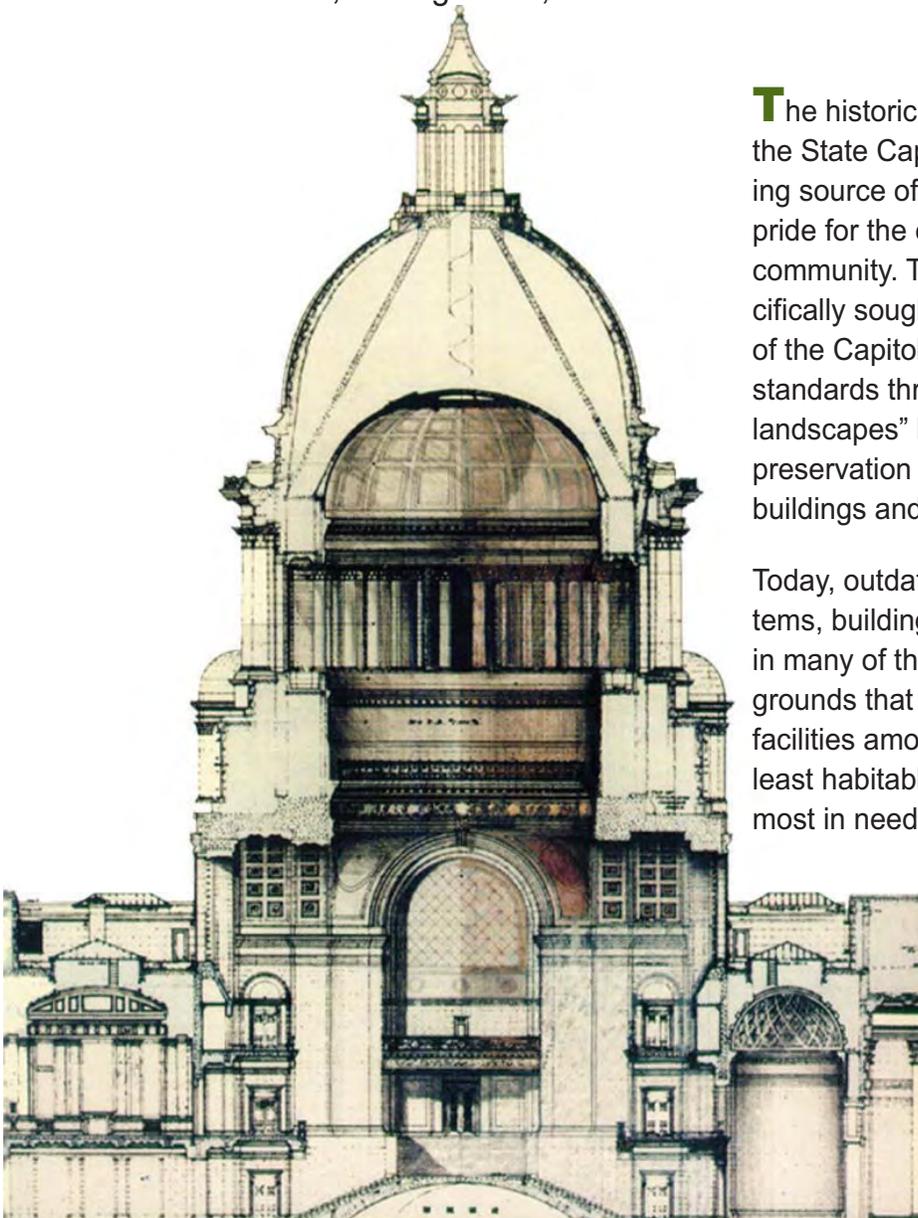
## Stewardship of Historic Properties

The historic buildings of the Washington State Capitol are the most important public buildings in the state.

The state should model the best of historic preservation practices in the maintenance, management, and treatment of its historic State Capitol properties.

The historic buildings and grounds of the State Capitol Campus are a continuing source of identity, character, and pride for the entire state and the local community. The 1991 Master Plan specifically sought to “preserve the heritage of the Capitol Campus and retain its high standards through quality buildings and landscapes” but did not set goals for preservation of these standard-setting buildings and grounds.

Today, outdated and aging utility systems, building systems and materials in many of these buildings, and in the grounds that surround them, place these facilities among our most fragile and least habitable. This fact leaves them the most in need of update and alteration.



*Cross-Section of Legislative Building*

## HISTORIC PRESERVATION

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As a result, without thoughtful stewardship, the cultural history and architectural character of these buildings and grounds are at risk. Our historic grounds already reflect years of gradual, unplanned change--some of it natural progression--that obscures the original Olmsted Brothers design.

The first step toward preservation of our historic resources must be to recognize what we have and to document its uniqueness and cultural significance through inventory, survey and formal designation. The state must then fully embrace the preservation responsibilities inherent in stewardship of historic facilities and actively work to safeguard historic integrity, while fully supporting the governing activities these facilities were created to host.

*The U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties* is nationally recognized and accepted, and will be the standard to guide these steps and all future alterations to historic State Capitol buildings, grounds and interiors.

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*“Master plans evolve with time and details so we need to be flexible. But we also need to be respectful of the original Wilder & White/Olmsted plan.”*

Ron Tan, April 29, 2005

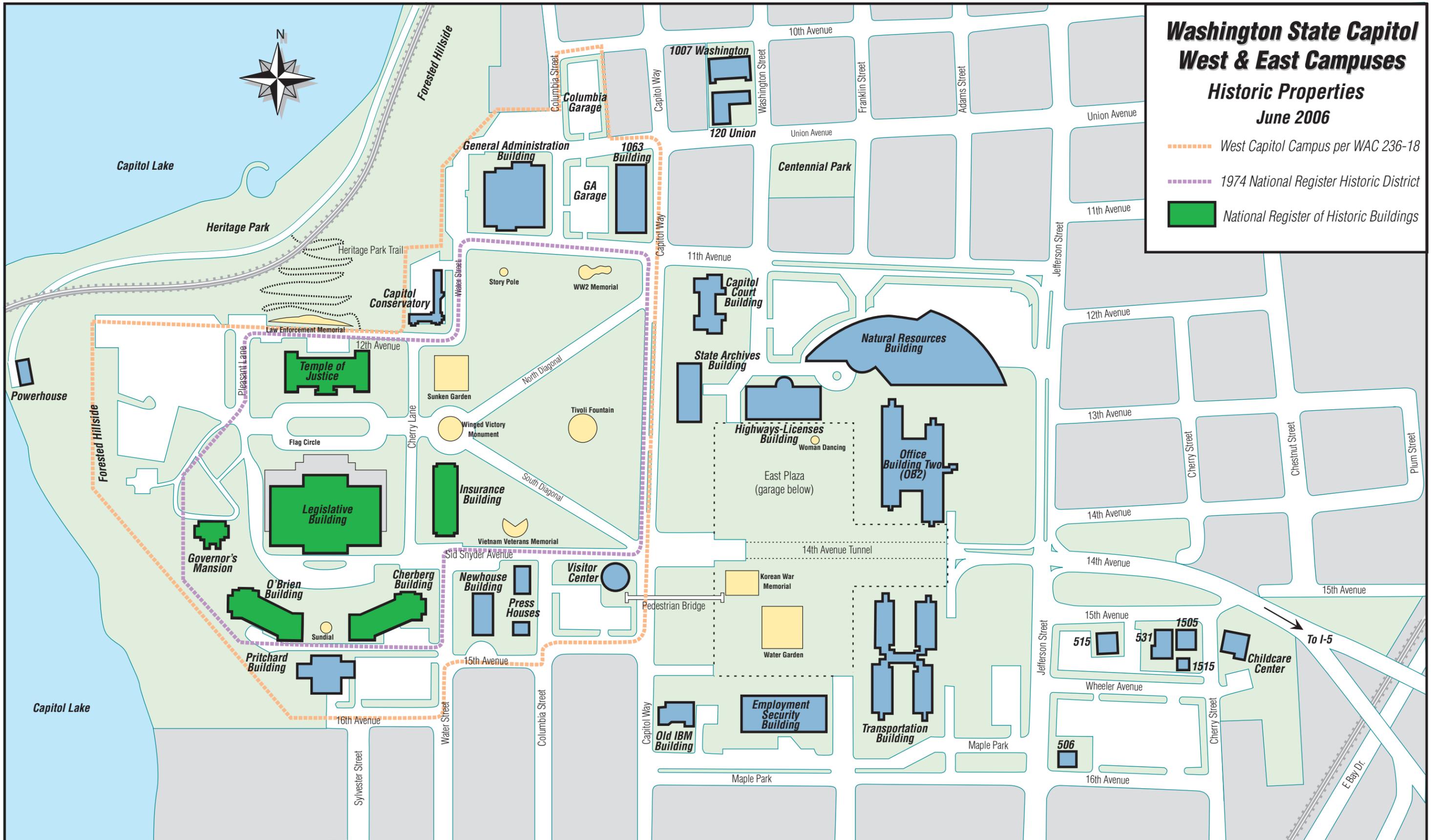
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*Legislative Building North Side Column*

# Washington State Capitol West & East Campuses Historic Properties June 2006

- West Capitol Campus per WAC 236-18
- 1974 National Register Historic District
- National Register of Historic Buildings



## Policy 4.1 - Preservation of State Capitol Buildings, Grounds and Collections

The state shall apply preservation planning methodology to the ongoing care of State Capitol properties, and promote public enjoyment and appreciation through interpretive information and programs.

### Background

Responsible preservation stewardship is not possible without first understanding what is worthy of protection and how best to protect it. The West Capitol Campus includes 51 acres of grounds (30 acres within the Historic District), 170 significant trees, and 14 historic public buildings that are home to a collection of nearly 3,000 historic furnishings, uniquely designed interior fixtures and finishes, and 66 pieces of commissioned artwork.

In the 78 years since the completion of the Legislative Building, inventory and documentation of these assets has been piecemeal, and levels of care and maintenance have been inconsistent.

Some very visible areas of our historic buildings, such as the main hallways and rotunda of the Legislative Building, have received high levels of attention and care to maintain special finishes and sustain intensive use. In most other aspects however, this building and other historic and monumental buildings have been managed and maintained as office buildings, without special regard for original design or character-defining features. Major renovations as well as incremental alterations have obscured original designs, replaced historic fixtures, altered exteriors

and windows, relocated commissioned works of art, and introduced new finishes and materials. The current, collective result is a very different character and sense of place. A similar process of unplanned evolution, spurred by nature as well as man, has greatly degraded the Capitol's landscape designs over time. The tangible link to history and to the characters that populate our State Capitol's history is becoming blurred.

### Intent of Policy

It is the intent of this policy to step up to our long-term stewardship responsibility for significant Capitol properties and assets. Sound stewardship of these public resources must include an understanding of their historic value, to inform our care and treatment and activate efforts to halt deterioration.

Because our Capitol buildings must also continue to serve as highly functional office, ceremonial and administrative facilities for state government, preservation efforts must be measured and supportive of essential business functions. Therefore we must seek innovative strategies that help us balance today's functional needs with tomorrow's preservation interests.

## HISTORIC PRESERVATION

It is important to note that this policy is applicable not only to what is understood as historic today, but also to those assets and properties of outstanding quality and design that are destined to become historic.

### Preservation Planning

**Know what we have.** Through research, inventory and documentation of assets and their existing conditions, develop a clear understanding of the State Capitol stewardship responsibilities.

**Understand its value.** Establish the relative value of our historic properties through careful analysis of historic integrity, condition, intrinsic value, and historic or cultural significance.

**Properly care for and preserve.** Attune care and maintenance regimens and preservation treatment plans to the current—or future—historic value of each asset. Take a long-term view that protects assets from non-essential, or insensitive alterations, employing simple, non-intrusive and innovative solutions that meet functional needs and leverage advancing technology.

**Plan for the long-term.** Put funding mechanisms and preservation maintenance practices and strategies in place for ongoing care.

### Share these treasures with the public.

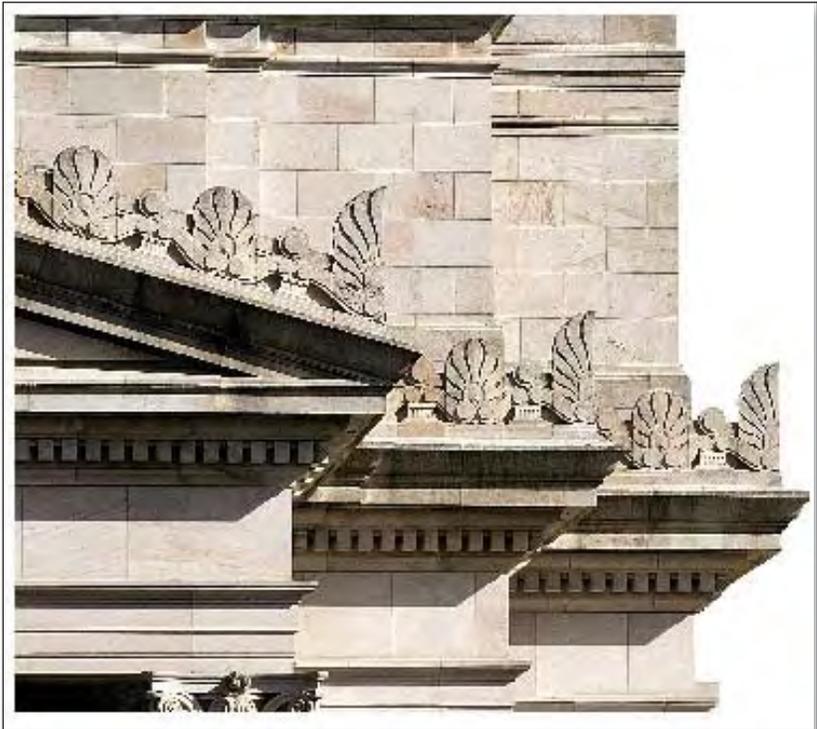
Offer interpretive programming and information to broaden public understanding and appreciation.

### Goals of Policy

The single goal of this policy is to prevent further loss of State Capitol historic and cultural resources. The tools and procedures that support the intent and goal of this policy include:

- Inventories
- Historic Structure Reports
- Condition assessments for facilities
- Conservation assessments for artwork and furnishings
- Preservation maintenance manuals, for new designs as well as old
- Careful review of proposed alterations to buildings, grounds and landscape features
- Collections management

Dick Milligan



*Motif on the Legislative Building*

## Policy 4.2 - Adoption of National Standards

The state shall apply the United States Secretary of the Interior's Standards for the Treatment of Historic Properties in the stewardship, preservation, and maintenance of its historic State Capitol buildings and grounds.

### Background

In 2005 the State Legislature directed the Department of General Administration to apply the United States *Secretary of the Interior's Standards for Treatment of Historic Properties* in the care and stewardship of the historic properties of the State Capitol, under the policy direction of the State Capitol Committee (RCW 79.24). Developed by the National Parks Service, the Standards provide a nationally-accepted, recognized practice for sound and thoughtful care of historic assets. The Standards describe four different levels of treatment:

- Preservation
- Rehabilitation
- Restoration
- Reconstruction

Guidance for selecting the appropriate treatment for an historic property and guidelines for application of each treatment level are also provided. Similar guidelines are provided for the treatment of cultural landscapes.

Chapter 330, Laws of 2005, defines the state's historic buildings as the Governor's Mansion, the Legislative Building, the John L. O'Brien Building, the John A. Cherberg Build-

ing, the Irving R. Newhouse Building, the Joel M. Pritchard Building, the Temple of Justice, the Insurance Building, the James M. Dolliver Building, Capitol Court, the Old Capitol Building, and other facilities as determined by the State Capitol Committee in consultation with the Department of General Administration.

Historic State Capitol grounds include the grounds west of Capitol Way addressed in the 1928 Olmsted Brothers' landscape plan for the State Capitol grounds, and the property included in the State Capitol Historic District as designated in the National Register of Historic Places.

### Intent of Policy

Following the intent expressed by the state legislature, this policy will "model the best of historic preservation practice...for the care and stewardship of the public and historic facilities of the State Capitol, to facilitate public access, use and enjoyment of these assets, and to carefully preserve them for the benefit of future generations." (SHB 1995, Chapter 330, Laws of 2005)

## HISTORIC PRESERVATION

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### Goals of Policy

The goals of this policy are twofold:

- To provide practical guidance for maintenance and care of historic state properties that models the best of preservation practice
- To balance the functional needs of state government operations with public access and the long-term preservation needs of the properties themselves

## Policy 4.3 - Preservation of Off-Campus Cultural Resources

The state shall comply with all applicable state and federal policies and regulations governing the protection of archaeological resources and stewardship of historic properties addressed in this plan.

### Background

In addition to the historic properties of the State Capitol Campus, the state’s portfolio of owned properties in the capital region includes historic properties in neighborhoods, downtown cores and urban areas, in addition to hidden archaeological resources and building structures. The state has an important role to play in protecting these cultural resources.

Recent Executive Order 05-05 directs state agencies to minimize impacts to historic properties, and requires careful planning by state agencies to avoid disturbing archaeological resources. State and federal law provides additional protections for archaeological resources and for historic properties where federal funding or actions are involved.

### Intent of Policy

It is the intent of this policy to ensure that, in addition to Capitol Campus properties, all state-owned properties of historic or archeological significance addressed in this plan are thoughtfully managed in accordance with state and federal protections for cultural resources.

### Goals of Policy

The goal of this policy is to ensure that existing laws and policies for protection of cultural resources will be applied in evaluating state actions affecting historic and archaeological resources within the scope of this Master Plan. State actions may include alterations, excavation, or sale of a property



Donovan Gray

Old Capitol Building - 2006

Principle 4



*The 1911 Wilder and White Concept for the Capitol of the State of Washington*



*The 1911 Vision as it Appears in 2006*



## Design

### State buildings and grounds are symbols of statehood and civic pride.

The state should employ the highest standards of design and construction, appropriate to the undertaking, to express the very best of the art and innovation of the era.

The 1982 Master Plan, which focused on state-owned buildings on the West and East Campuses, had the following statement as its general design guideline:

*“New buildings should be designed and constructed to be consistent with the historic architectural context of the original Capitol grouping. New buildings should complement the classically inspired architectural and spatial relationships between buildings. All new buildings must recognize the Legislative Building as the Capitol complex’s predominant feature.”*

The 1991 Master Plan had a broader scope that included Preferred Development Areas located in the communities of Olympia, Tumwater and Lacey. Included in its vision is the following statement:

*“... this document makes a point of extending to off-campus sites the quality standards, if not the specific design themes, of the 1911 Wilder and White plan. Thus we can ensure that state facilities at satellite campuses will be distinctive buildings, attractive and easily recognizable, with an openness and accessibility reflecting the best traditions of the government of Washington.”*

This current Master Plan extends the importance of these design standards and guidelines even further to include all buildings that house state offices, whether owned or leased. This principle and its policies are intended to apply to major renovations of state-owned buildings and all new facilities. Further, the state will work with local jurisdictions and private building owners to apply the principles and policies to leased facilities.

## Policy 5.1 - Capitol Campus Open Space

The state shall develop facilities on its campuses with an emphasis that ensures architectural harmony with existing buildings and the landscaped setting, with special attention to the effect on the spaces between buildings, and in a manner that preserves generous open spaces.

### Background

The following text is taken from the 1982 Master Plan. Although outdated in some areas, the original text has been left intact to show that much of the thinking from over 20 years ago still applies today. It is also interesting to note how several observations in 1982, on things that were considered poor design or missing altogether, have actually been corrected in the intervening years to a significant extent. *[Updated information is shown in brackets.]*

*The Wilder and White design for the Capitol was the first in the United States to be com-*

*prised of a group of buildings. The original plan, calling for five buildings, four symmetrically arranged around the domed Legislative Building, took advantage of the views to the north of Puget Sound and the Olympic Mountains. Access to the Capitol was to be from the north along Capitol Lake beginning at the train depot in downtown.*

*Building placement was complemented by a landscaping plan prepared in 1928 by the Olmsted Brothers of Brookline, Massachusetts. The Olmsted plan created the basic pattern*

*of streets, walkways and landscaping that in combination with the Capitol group buildings of Wilder and White, account for most of what is now seen on West Campus. Capitol Lake, formed from damming the Deschutes River, was completed in 1951.*

*Major departures from this plan are the State Library [now known as the Joel M. Pritchard*



Winter 2003

## DESIGN

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*Building], the Institutions Building [now known as the Irving R. Newhouse Building], and the General Administration Building. Of the Olmsted Plan, the promenade north of the Temple of Justice is a major element that was never constructed. [The Washington State Law Enforcement Memorial incorporates the promenade into the memorial site.] The Governor's mansion, built in 1907 was retained although it conflicted with the Wilder and White Plan.*

*By the mid-1950's, state growth required expansion of the Capitol. In 1957, the State Capitol Committee and Olympia Planning Commission prepared a joint study that focused on possible solutions to traffic and circulation issues, and identified an area east of Capitol Way for campus expansion.*

*In 1959, as part of a comprehensive plan for Olympia, architect Paul Thiry further analyzed design elements of expanding the Capitol east across Capitol Way. Recommendations were made of linkages between the west and the east portions of the campus that were consistent with the surrounding Olympia downtown and residential community. These conceptual plans were adopted by the State Capitol Committee.*

### Intent of Policy

This policy is intended to strengthen awareness of, and appreciation for, the unique and special character of the Capitol Campuses that has been created by the buildings and by the landscaped open spaces between them. It seeks to treat them together as a composition of designed spaces and places. It is also intended to reinforce and protect the historic Capitol plan on West Campus and extend this concept of a building group, with strong spatial

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*“There is a tendency to define landscape as just plant materials. However, it is really the space between objects and it is comprised of many elements.”*

Barbara Swift, May 26, 2005

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and design relationships, to other areas of the present and future Capitol Campus, including the satellite campuses. Additionally, it is highly desirable that this concept be applied to Preferred Leasing Areas.

### Goals of Policy

The following are the specific goals that apply to all three state campuses:

- To maintain and enhance the major view corridors of the campuses as well as views into the campuses from surrounding neighborhoods
- To provide features which visually link the different areas of each campus and which enhance the design identity of each campus as a whole
- To develop the campus perimeters and create a physical and visual transition to the adjacent neighborhoods

### Organizing Elements

This policy includes a map of “Organizing Elements” that depicts the primary urban planning geometrics used by the original planners of the West and East campuses.

### Open Space

Open spaces on State Capitol grounds are precious, and must be preserved to allow places for expression of the hopes, needs, and senti-

ments of future generations. Open spaces shall be designed to create a sense of place that is pedestrian-friendly and attractive and shall lead pedestrians comfortably and intuitively to other planned spaces, circulation routes, monuments, and building entrances. Landscaped areas shall be protected from unplanned alterations.

Department of Transportation



*West Campus Looking NW - December 2005*

### Spatial Relationships – West Campus

A major element of the Wilder and White plan and its present day development is the strong organization of buildings and open space areas along major compass axes (see Organizing Elements map at the end of this policy). The main organization of the group was intended to be north-to-south. Along it were set the Legislative Building, the Temple of Justice, and the House Office (now known as the John L. O'Brien Building) and Public Lands Building (now known as the John A. Cherberg Building). As originally designed, the axis continued north, with a grand staircase descending from the terrace to a landscaped esplanade and finally to a terminus with the train station in downtown Olympia. The train station has never been constructed, however the same location is now anchored by the City's Heritage Park Fountain and successfully connects the north-south axis of the campus

to Puget Sound and the Olympic Mountains beyond. The secondary east-to-west axis ties a series of formal landscaped areas to the central courtyard of the Legislative and Temple of Justice buildings.

The construction of Heritage Park from 1991 to 2005 included the construction of the Hillside Trail. The trail is free-form and departs from the formal, geometric staircase envisioned by the Olmsted Brothers. The primary factor contributing to this decision was the modern requirement for accessibility by all citizens.

The west portion of the campus is the historic Capitol group. The large forecourt open space, the mature trees and landscape materials, the strong architectural style, and the massive Capitol dome lend a distinct character to this campus.

The building relationships within the West Campus focus on the Legislative Building, the

## DESIGN

activity center of the group. The Legislative Building is complemented by auxiliary buildings on all sides, and the courtyards between the buildings are scaled to encourage pedestrian flow in and out of the buildings as well as around them. The 1957 addition of the State Library Building, and the Sundial commissioned with it, enhanced this effect. The new building completed a quadrangle that encircles the Sundial in a courtyard and effectively leads pedestrians into the surrounding buildings and northward to the South Portico entry of the Legislative Building.

The general orientation of buildings on West Campus is toward the original northern approach to the Legislative Building as proposed by Wilder and White. This orientation presents difficulties in urban design since the actual approach is from the east (Capitol Way) as designed by the Olmsted Brothers.

### Spatial Relationships – East Campus

East Campus is characterized by buildings set far apart in a semicircular arrangement around a vast open plaza. Nearly 900 feet of plaza separate the north and south buildings of East Campus. Prior to completion of most of the East Plaza Repairs Project in 2005, there was little relationship between buildings, or between the buildings and the plaza. Each building sat within the large open area and was a distinct unit. The redesigned East Plaza, with its broad walkways, provides improved connections and completes the large open lawn concept of the West Campus across Capitol Way.



*East Campus Looking NE - December 2005*

Tom Evans



*Mt. Rainier from GA Building*

Tom Evans



*Puget Sound & Olympic Mtns from Temple of Justice*

Unknown



*The Capitol from Deschutes Parkway*

Construction of the west entry to Office Building 2 in 2004, centered precisely on the east/west axis of the West Campus, has resolved previous incompleteness. The east/west axis had formerly terminated in an undefined manner at the west wall of Office Building 2. See Organizing Elements map at the end of this policy.

### Campus Entries

An additional component of the special organization of the East and West Campuses is the role of the Capitol within the larger community. These campuses currently lack definition as a special district within the city. This is due to the undefined character of the campus perimeters and the lack of definition of any entry point, or gateway, to the State Capitol. The entry from Capitol Way (either north or south) is not fully developed, and the entry from I-5, while well marked, consists of an imposing tunnel and wall, without a sense of the ceremonial arrival suitable to the State Capitol. As improvements are made to these gateways, they need to be both vehicle and pedestrian friendly.

### Visual Axes

Currently, the Legislative Building can be viewed from several surrounding vantage points, including northbound and southbound on Interstate 5, eastbound on U.S. 101, Puget Sound, Capitol Lake, downtown Olympia, the Cooper Point area, and the South Capitol Neighborhood. These view corridors (from outside looking in) should be protected. Likewise, there are views (from inside looking out) of the Olympic Mountains to the north, Capitol Lake to the west, and Mount Rainier to the east, all of which should be preserved. Careful placement and design of buildings and landscape features that provide cues to these view corridors will preserve and enhance these important elements of campus planning.

## DESIGN

### Boulevards and Streets

Capitol Way is the primary linkage between the East and West Campuses and downtown Olympia. That portion from 11th Avenue to Maple Park Avenue should be distinctive from the remainder of the roadway so the traveler is aware that there is something special here.

The approach to the Capitol Campus from Interstate 5 (14th Avenue tunnel) should also be distinctive and attractive.

State development at the boundaries of its campuses should be sensitive to the character of the adjoining neighborhood, particularly residential neighborhoods.

Street-level retail or pedestrian-oriented uses on Capitol Way should be considered in state buildings where practical to help ensure street vitality.

Pedestrian pathways should be efficient and effective, but they should also be attractive connections from the campus and its interior spaces and buildings, to campus perimeter streets, neighborhoods, and transit connections.

### Spatial Relationships – Tumwater Campus

In addition to the general goals listed under “Goals of Policy”, the following more specific considerations apply at the Tumwater Campus.

Open space, even in a more intensely urban setting such as envisioned for the Tumwater Campus, is a significant land use that can be created as blocks of park-like space between buildings or left as a natural, untouched buffer.

At the Tumwater Campus, the major open space is the naturalistic buffer that rings the campus on the west end, separating the campus and Interstate 5. This buffer should seek to preserve and enhance native vegetation.

### Spatial Relationships – Lacey Campus

In addition to the general goals listed under “Goals of Policy”, the following more specific considerations apply at the Lacey Campus.

Of all the state’s campuses, the Lacey Campus provides the greatest opportunity to create (preserve) a truly unique blend of modern architecture within a natural northwest forest. Tall, dense stands of predominantly mature second-growth Douglas fir define the edges of the site. The woods are interrupted only by large open meadows that meander across the site and link the state’s property to the adjacent St. Martin’s University and Abbey.

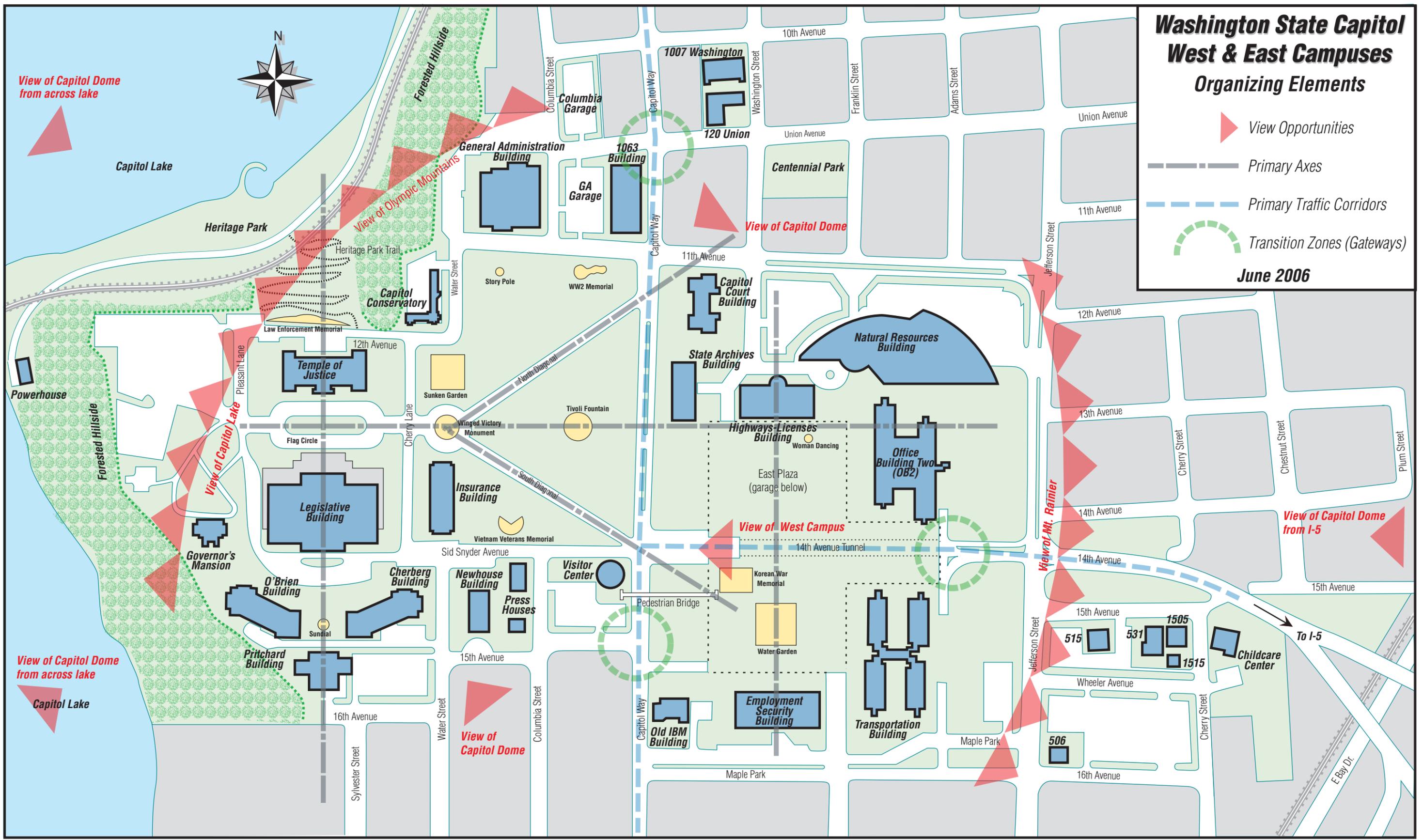
The Department of Ecology’s headquarters building is currently the only structure on the Lacey Campus. Additional state buildings in future years must be carefully planned to respect the natural setting of not only the state’s property but also of St. Martin’s property.



# Washington State Capitol West & East Campuses Organizing Elements

-  View Opportunities
-  Primary Axes
-  Primary Traffic Corridors
-  Transition Zones (Gateways)

June 2006



## Policy 5.2 - Design at the Capitol Campus

The aesthetic quality of state-owned office buildings shall possess a dignified and formal character, shall have a sense of strength and permanence, and shall reflect the symbolic themes of pride in statehood and citizenship.

### Background

The following italicized text, with minor editing, is from the 1991 Master Plan and is still applicable today.

*The original campus plan, designed by the New York architectural firm of Wilder and White in 1911, provided for five buildings symmetrically arranged around the domed Legislative Building, the first such planned Capitol grouping in America. The plan took full advantage of the views to the north of Puget Sound and the Olympic Mountains. A landscaping plan prepared by the Olmsted Brothers of Brookline, Massachusetts, followed in 1928. This design established the basic pattern of streets, walkways and landscaping that joins with the group of buildings by Wilder and White to make up most of what is now the historic West Campus.... The work of both the Olmsted Brothers and Wilder and White have given the State of Washington a campus of national prominence and lasting beauty and a design from which to build.<sup>6</sup>*

In the 1960's, the Capitol Campus was expanded across Capitol Way to the east. The Employment Security Building and the High-

ways-Licenses Building were constructed as the initial move toward development of the East Campus. The 1970's saw the construction of the Transportation Building and Office Building 2. The most recently constructed building, the Natural Resources Building, was completed in 1992.

The large expanse of open space surrounded by the East Campus buildings, known as East Plaza, originally consisted of a geometric pattern of terraced brick pavement and lawn areas. As described in the 1982 Master Plan:

*"The space is straight-sided, complicated by low raised ledges and geometric plots of grass or plantings. Its many raised planting levels and complex walking routes make it difficult for pedestrians to cross and presents a scale too vast for comfort."*

Approximately 65 percent of East Plaza is directly above an underground parking garage, and during the 1980's considerable water leakage began to develop. To repair this problem the entire East Plaza landscape, including the areas around the Transportation Building and Office Building 2, had to be removed to gain access to the failed waterproofing membrane.

<sup>6</sup> Master Plan for the Capitol of the State of Washington, 1991, p 15

This gave opportunity to redesign the surface features of East Plaza to create a more human-scale environment as well as a more organic and inviting urban park setting. As of May 2006, one section of the Plaza remains to be completed including restoration of the Water Garden designed by Lawrence Halprin.

### Intent of Policy

The intent of this policy is to provide broad guidelines for the architectural character of new state-owned office buildings located on the West and East Campuses.

### Goals of Policy

The goals of this policy are to ensure that

- The original concept on the West Campus of a building cluster with the Legislative Building as its dominant architectural element remains intact
- The developed concept on the East Campus of a group of contemporary buildings surrounding a broad, open, landscaped plaza remains intact
- New state office buildings are designed in a way that represents the best architectural and technical examples of the era in which they are created

## DESIGN

### Design Guidelines for West Campus

The following guidelines for West Campus are, with minor editing, taken directly from the 1982 Master Plan<sup>7</sup> and still apply today.

**General** – All new buildings must recognize the Legislative Building as the Capitol complex's predominant feature. No new building should attempt to compete with the grandeur of this central symbol of state government.

**Materials** – Historically compatible materials should be used as much as construction appropriations will allow. Materials which have the color and smooth texture of the present stone construction are recommended. Large areas of glass and/or metal are to be discouraged to reduce the potential for large reflective surfaces. No other visibly new or contrasting building materials should be introduced.

**Color** – Colors should blend and not stand out. Light sandstone colors should be used. No contrasting dark or bright paint or materials should be allowed to detract from the original color pattern of the Legislative Building.

**Scale** – The Legislative Building should not be rivaled in size. The height of the O'Brien and Cherberg buildings should be the maximum height above grade of all new West Campus construction.

**Design** – The design concept of new buildings should be sensitive to more than the color and height of buildings on West Campus. Attention must also be paid in the following ways:

- Siting – West Campus buildings are uniformly sited with attention to the architectural axis between buildings, and the view opportunities from them and to them. Also, the distance and volume of open space between buildings is an important consideration of siting

Department of Transportation



Looking NE - December 2005

Principle 5

<sup>7</sup> Master Plan for the Capitol of the State of Washington, 1982, p 74-76

*new buildings on West Campus. The buildings are also to be uniformly sited as part of the existing landscape pattern of West Campus. For example, the buildings form the edges of pedestrian-scaled open spaces, but do not intrude into them; and the open spaces are soft and landscaped, not paved.*

- **Building Proportion** – *Geometric proportion, the spacing of bays, vertical pillars, and specific architectural elements are carefully designed elements on West Campus. New architectural projects must also carefully consider similar features to ensure that the geometric proportions of any new design relate harmoniously with the established architectural theme of West Campus buildings. The General Administration Building should, however, be specifically excluded as a prototype.*
- **Architectural Style** – *New West Campus buildings must blend with the established architectural style of West Campus. This recommendation is not intended as a requirement that new buildings be of an eclectic or classical style. They can, and should, be representative of the architectural thinking of their time, just as the original Capitol Campus complex represents the architectural philosophy of a specific time in history. A well-designed contemporary building can embody the spirit of its historic setting without being a copy. The sensitive use of building colors, materials, siting guidelines, design proportions, and the detailing of architectural elements such as doors, windows, entries, roofs, cornice lines, etc., can blend new buildings as uniformly as copying a past architectural style.*

## Design Guidelines for East Campus

**Materials** – *The use of contemporary materials such as concrete and/or substantial glass and metal curtain wall construction should be continued. Materials must be quality products and substantial. Wood, stucco, or economy building materials should not be allowed as primary construction materials.*

**Color** – *Generally, the East Campus color scheme should be similar to West Campus. Light sandstone colors should be used, with dark, contrasting, or bright color only to accent very special situations.*

**Scale** – *The height of any new building on East Campus should not exceed the height of the existing buildings above the main plaza. Buildings sited near Capitol Way should be even shorter.*

**Design** – *The architectural character of East Campus buildings should remain contemporary. However, efforts should be made to unify the architecture with consistency in landscaping, signage, pathways, and other elements.*



Natural Resources Building

Unknown

## Policy 5.3 - Design at Off-Campus Locations

The state shall apply the same quality of design to its major off-campus buildings as it does for those located on the Capitol Campuses.

### Background

It is important to resist the temptation to relax design policy goals and intent just because a particular building is located away from the main centers of state government. Indeed, design aspirations may need to be applied even more rigorously lest important state government buildings become victims of architectural mediocrity so often associated with “bottom line” developments where cost is the overriding (and sometimes only) consideration.

There are three existing state-owned, off-campus office buildings within the city of Olympia that possess a monumental and classic style of design more akin to West Campus architecture. They are:

- Capitol Court Building at the corner of Capitol Way and 11th Avenue
- Dolliver Building at the corner of Capitol Way and 8th Avenue
- Old Capitol Building on Washington Street between Legion and 7th Avenues

These buildings demonstrate an unmistakable appearance as important civic buildings. New off-campus buildings, state-owned and leased, should reflect the architecture of their era yet strive to set a similar tone of dignity and permanence.

### Intent of Policy

This policy applies to state-owned off-campus facilities and to privately owned buildings that are constructed and financed with the intent of becoming state-owned facilities. This policy applies to all off-campus sites, including those in Preferred Development Areas, Preferred Leasing Areas, or elsewhere.

### Goals of Policy

The goals of this policy are to ensure that:

- New, major state office buildings, regardless of location, are designed in a way that represents the best architectural and technical examples of civic buildings for the era in which they are created
- New, off-campus buildings enhance and contribute to the cities and neighborhoods in which they are located

## Policy 5.4 - Universal Access

All new state facilities, whether leased or owned, shall be designed to provide the opportunity for everyone to enter and access government services using the same pathways, doors, and corridors.

### Background

Universal access is an approach for buildings to be as usable as possible, in an equitable manner, by as many people as possible regardless of age, ability, or situation. Universal access is not difficult or costly to achieve when access concepts are developed early in the design process.

### Intent of Policy

The intent of this policy is to provide universal concepts for the architectural character of all new state-owned office buildings and leased facilities. It is further intended that the concept of universal access shall be incorporated into all major rehabilitations of existing buildings wherever practicable.

### Goals of Policy

The goals of this policy are to ensure:

- That new state office buildings are designed using universal design concepts
- That universal access is provided to parking facilities, building entrances, reception areas, restrooms, and exterior pathways
- That all existing barriers to public areas are removed to the maximum extent possible
- That implementation of security measures maintain access and continued use of buildings by people with disabilities
- That there is equal ability for all to enjoy the state's commemoratives and artwork

## Policy 5.5 - Commemoratives and Artwork on State Capitol Grounds

Works of art and commemoration on State Capitol grounds shall be of the highest quality and reflect subjects of lasting statewide significance for the people of Washington. Works will be selectively placed to protect open space, preserve views and vistas to and from the Capitol, and conserve options for placement of works by future generations.

### Background

Previous Master Plans have sought to respect and reinforce the unique character of the historic Capitol Plan, including “the strong organization of buildings and open space areas along major compass axes.” The open spaces designed into the West Capitol Campus are called out again and again as an important design element, scaled into courtyards between buildings, and tied together “in a series of formal landscaped areas to the central courtyard of the Legislative and Temple of Justice Buildings.” (1982 Master Plan)

The 1991 Master Plan continued this theme, underscoring the need to preserve views and vistas, and took the further step of recommending development of policies for placement of monuments and artwork. Specifically, the plan called for policies that would limit the number of special works and the space they can occupy, and require that they be of the highest quality.

In 1997, expressing a desire to “preserve the beauty and openness of our Capitol grounds” (Chapter 149, Laws of 1997) the state legislature directed the Department of General

*“Public art enriches the built environment and can improve our understanding of a place and its meaning in ways that buildings, landscape and infrastructure do not.”*

- source unknown



Tom Evans

“Woman Dancing” by Phillip Levine

Administration to develop rules to guide the development and placement of commemorative works on State Capitol grounds. Administrative rules were subsequently developed which took effect in January of 1998, codified as WAC 236-18.

### Intent of Policy

The intent of this policy is to support the design elements of landscaped open spaces, view axes and design excellence on our State Capitol grounds. To this end, the rules for placement of commemoratives and works of art on State Capitol grounds are adopted into this Master Plan.

### Goals of Policy

The goals of this policy are to:

- Ensure that major and minor commemoratives and works of art reflect subjects of lasting statewide significance for the people of Washington
- Protect and maintain open space and preserve the natural views and vistas to and from the Capitol, and to conserve options for placement of works by future generations
- Ensure that proposals for commemoratives and works of art on State Capitol grounds are evaluated using a deliberative process, acknowledging the unique State Capitol environment in which they are to be placed



Unknown

*Vietnam Memorial*

# The Durability of State Government Facilities

The performance of materials used to construct buildings and the technical systems that are hidden within the framework or buried in the ground around a building, can either assist or hinder the effectiveness of its occupants. Likewise, the choices made about materials, construction delivery, and even how a building is financed can all have an impact on a building's performance and longevity which, in turn, affects the occupants.

## **TECHNICAL PERFORMANCE**

**Principle #6** establishes the state's intent to construct buildings and infrastructure systems that meet the highest standards of the industry. The benefits of energy conservation, occupant health and productivity, and reduced maintenance far outweigh the incremental cost increase. In today's world of sophisticated technology and ever-rising energy costs, high performance buildings and integrated building systems are no longer luxuries but essential components.

## **FINANCIAL PERFORMANCE**

**Principle #7** and its supporting policies set forth the manner in which state government will protect its citizens' capital investments. Sound economic principles will guide the decision-making process as to when and where to buy or lease, and long-range asset management plans will ensure positive financial positions for the full life of each structure.



# 6

## Technical Performance

Reliable infrastructure systems, both inside and outside of state buildings, are essential to ensuring service continuity and public safety.

The materials and equipment used in state buildings should be of the highest quality and best technology to preclude interruption of vital public services.

*M*echanical and electrical systems within buildings provide us with heat in the winter, air conditioning in the summer, light when it is needed, and communications with each other. Utility systems in the ground and strung across poles between buildings are the supply lines that tie the buildings together. It is this inte-

rior and exterior infrastructure of pipes, wires and ducts that creates the modern operating network of facilities. These systems provide human comfort, safety, and healthy places to work. They also connect us together locally, nationally, and globally.



Dick Milligan

Heating and cooling equipment installed at the west end of the Legislative Building

## Policy 6.1 - High-Performance Buildings

The state shall utilize high-performance standards in the design, construction and major rehabilitation of facilities that are larger than 5,000 gross square feet (GSF) in size, whether owned or leased, and that the state plans to occupy for ten years or more.

### Background

Some of the owned and leased buildings occupied by the state are aging rapidly or becoming functionally obsolete. Currently, the state has to vacate (and incur the significant cost of frequent moves), or spend substantial funds to upgrade existing buildings. State agencies, state employees, local governments and the public continue to express concerns that some state office buildings are of low quality, have a poor work environment, and detract from the image of the community.

Rather than view buildings as a collection of discrete parts, a new approach embodies a more integrated, holistic view. It is termed the “Whole Building” approach to design and construction. Whole Buildings are energy efficient, deploy appropriate mechanical equipment for comfort and indoor air quality, feature optimized site design, are illuminated by day-lighting, are powered by both conventional and renewable energy sources, use recycled content materials, and use materials that are conducive to good indoor air quality. Buildings that are designed in keeping with these principles are referred to as “High Performance Buildings.” Such facilities are built for a 50-year minimum life cycle.

### Intent of Policy

A High-Performance Building is integrated with its site through the planning, design and construction process. The perception, quality, functionality and security of the building and the site are addressed in the planning and design phases. These are characteristics that are not typically dealt with in construction specifications but are critical because they help achieve a quality project.

### Characteristics of High-Performance Buildings

The most important characteristics of the High-Performance Building are:

**Energy Efficiency.** Designing and constructing buildings for low and efficient energy use throughout the life of a building is a very high priority since energy use is probably the single greatest environmental impact of a building. An integrated design approach can often take advantage of energy savings that become feasible when the interaction between separate building elements such as windows, lighting, and mechanical systems are considered. While such an integrated energy efficient approach is likely to increase the initial cost, significant savings in operating cost can often be achieved. Reduced heating and cooling loads may also reduce the initial cost of HVAC equipment, which may justify the expense.

## TECHNICAL PERFORMANCE

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**Healthy Buildings.** The indoor environment and the outdoor environment are related, and the health of the building occupants should be ensured in any “sustainable” building. Sample strategies for providing a healthy building include:

- Designing air distribution systems for easy cleaning and maintenance
- Avoiding mechanical equipment that could introduce combustion gases into the building
- Avoiding materials with high rates of Volatile organic compounds (VOC) off-gassing such as standard particleboard, some carpets and adhesives, and certain paints
- Controlling moisture to minimize mold and mildew
- Introducing daylight to as many places as possible
- Giving occupants control over their environment with features such as task lighting and temperature controls

Most of these measures will increase construction costs, but are easily justified based on the increased health, well-being, and productivity of the building occupants. Failure to implement these measures can lead to unnecessary illness to employees.

**Security.** Security in government buildings requires balancing “openness” and protection, privacy and public access, savings and costs. The new High Performance Building design provides innovative ways to improve security while protecting values of openness and access that the public expects with its public buildings. The new design will integrate security technology, architecture and landscaping.

**Technology Performance.** As we move into the 21st Century, the types of information systems and technology used by state employees are changing rapidly.

Until wireless bandwidth systems are both cost competitive and powerful enough to serve all voice and data distribution, access flooring will provide the best response and flexibility to wire management. Access flooring is a means of providing a superior air distribution system.

The new types of access flooring available to provide these superior services come at the price of a higher shell and core cost. Since wireless systems would not require access flooring, the added cost must be considered when wireless technology becomes available.

**Sustainable Design.** Providing a healthy and productive work environment is a key aspect of the sustainable approach. This includes indoor air quality, access to views, and natural light. Energy and water efficiency is also a significant focus of sustainable design. Management of the construction process is also a key element of sustainable buildings. This includes the use of recycled content materials, recycling of construction waste, management of storm water runoff during construction and after, and other environmental concerns.

### Goals of Policy

High-Performance Buildings should:

- Contribute to occupant health and productivity
- Be energy and water efficient
- Maintain consistent performance
- Minimize maintenance costs over life of building
- Provide systems with long life warranties
- Offer flexibility of office and agency uses
- Provide a high level of security without compromising public access
- Extend the life of a building to 50 years or more
- Protect the environment

## Policy 6.2 - Critical Infrastructure Systems

The state shall manage the infrastructure systems of State Capitol facilities to the highest standards to preclude interruption of vital public services.

### Background

Utility systems<sup>8</sup> are the threads and strands that tie the state's buildings together. Without this critical utility infrastructure, state government would come to a grinding halt.

Since the 1900's, the demand for infrastructure support on the West and East Campuses has grown extensively. As buildings have been added to the inventory, main utility lines were extended to supply steam and chilled water. Natural gas, primary power, domestic/fire water, sanitary/combined sewer and storm drain utility lines were also installed to serve the expanding Capitol Campus.

The 1982 Master Plan included very little about the State Capitol's utility systems. Brief mention of the need to underground all campus utilities is all that is said. The 1991 Master Plan makes no mention of utility systems at all.

Although many of the lines on the East Campus are of fairly recent vintage, much of the original utility infrastructure of the West Campus has been in continuous use for almost 75 years. In recent years, some significant failures have interrupted government operations, created environmental hazards, and required very costly repairs.

### Intent of Policy

It is intended and imperative that infrastructure systems be proactively managed and maintained. This policy emphasizes the importance

of consideration of infrastructure maintenance during the facility design stage.

### Goals of Policy

In May 2001, a Campus Infrastructure Master Plan was prepared for the utilities that serve West and East Campuses. It presents a series of projects that will require major upgrades over a 10-year period, including repairs and expansion of the following systems:

- Steam and condensate
- Primary power
- Natural gas
- Domestic and fire water
- Sanitary sewer
- Storm water

This program will extend the useful life and improve the reliability and service of the Capitol Campus infrastructure. An ongoing program of repair, upgrade, expansion and replacement of utility systems (and improvement to utility access to better facilitate maintenance) is vital to ensure uninterrupted service to the public, protection of the environment, and the safety of campus users and employees.

<sup>8</sup> For purposes of this Master Plan, infrastructure is defined as utility systems such as water, sewer, storm drainage, telecommunications, electrical power, steam distribution, chilled water distribution, street lighting, etc.

## Policy 6.3 - Integration with Local Infrastructure

The state shall manage its utility systems in coordination with local utility systems and, where practicable, shall establish relationships for the provision of vital services through partnership with others.

### Background

Without utilities to power, service, and connect the various functions of government, the state's operations will simply stop. Critical infrastructure is required to conduct the state's business and they are dependent upon external providers. For example, the campus powerhouse supplies steam and chilled water to campus buildings via large-scale boiler and chiller operations; however, the powerhouse must draw upon natural gas and electrical services from the private sector to support this activity.

Water, sewer, storm drainage, telecommunications, electrical power, steam distribution, chilled water distribution, and street lighting infrastructure all operate within a context where local coordination is absolutely essential. However, coordination is only the first step toward efficiency.

### Intent of Policy

Integration of utility services often takes the form of extensions and improvements to the physical plant that offer mutual benefits to campus users, utility providers, and other consumers. An example of this type of arrangement is the recent introduction of recycled water for campus irrigation. The local water treatment utility worked with campus managers to install a distribution system that

was sized to meet current and future needs. As one of the earliest users of reclaimed water in the region, the Capitol Campus has helped to advance this important resource, which reduces demand on potable water resources and reduces effluent disposal concerns. Campus users will benefit directly from this new resource, the purveyor benefits from an extension of the distribution network, and society itself benefits from better management of limited resources.

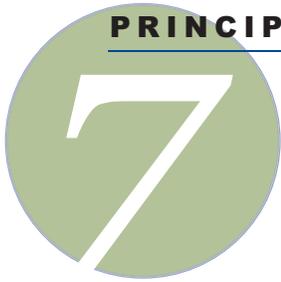
It is the intent of this policy to seek out and take advantage of opportunities that promise widespread benefits.

### Goals of Policy

Suppliers of basic utilities to the Capitol Campus (water, electricity, and natural gas) have established demand management as a goal for improved efficiency and sustainability. The state will integrate this direction into its plans and policies to:

- Vigorously pursue demand management through best practice strategies
- Apply standards developed by Leadership in Energy and Environmental Design (LEED) to new buildings, as well as to major building upgrades
- Operate facilities with utility efficiency in the forefront.

In recent years, significant advancements have been made in water and energy conservation on the Capitol Campus. In the years ahead, campus utilities will require upgrades and expansions that respond to changing user needs as well as replacement of aging systems. As these improvements are undertaken, campus planners and engineers should explore opportunities for greater efficiency through systems integration among campus infrastructure components and those external systems that offer cost effective and sustainable approaches.



## Financial Performance

The state protects its citizens' investment in state facilities.

The full portfolio of State Capitol assets, including both owned and leased facilities, should be managed in a coordinated businesslike manner that values life-cycle investment.

Each state-owned office building should have a multi-year asset management plan geared to optimize the utility and value of the building. All state office buildings (owned or leased) should be managed in a way that optimizes their long-term value and balances the functional, symbolic, cultural and recreational roles that these assets serve.

Historically, rent revenues collected from state agencies by the Department of General Administration have been well below market rates and have not been sufficient to maintain and preserve the department's 3.7 million square feet of office and support facility space. This has caused excessive deferred maintenance that eventually results in, and accelerates the need for, major renewal expenses from the capital budget. It also results in reduced customer satisfaction and increased vacancy rates in state-owned buildings.

Additionally, rent revenue has supported parking operations as well as public and historic facilities.

There is a need and opportunity to establish business practices that ensure positive financial positions for these programs, improve the quality of the facilities and service levels, protect the state's investments, and allow front-line agencies to better accomplish their missions of serving the public.

The buildings and grounds of the State Capitol, both owned and leased, represent a diverse collection of assets from historic and monumental buildings to modern office structures. They include roads, sidewalks, vast lawn areas, elaborate flowerbeds, as well as parking lots, garages and warehouses. Each one represents a public endeavor and serves in some way as the physical face of government; therefore, each demands the careful and prudent use of public dollars in its management and maintenance.



### Policy 7.1 - Financing Strategies

The state shall integrate its facility financing decisions into its strategic planning process.

#### Background

In concert with implementation of a strategic plan, facility financing proposals should be evaluated as mission enablers rather than solely as costs. Decisions to own or lease facilities should be based on the facility's contribution to the mission, the level of control required, the planning horizon for the function, and costs. Life-cycle analysis and capital rationing strategies should be used to contribute information for the cost portion of facility financing decisions.

#### Intent of Policy

Both periodic and continuous long-term feedback should be used to evaluate the results of facilities investments and to improve the decision-making process.

Recognizing that resources are finite, both economics and costs must be among the criteria used to make acquisition and renovation decisions. In order to minimize economic impacts and costs, an array of acquisition methods (that include alternative financing strategies) should be evaluated.

Because some sources of funding may not be available in a given biennium, capital rationing tools must be used to allocate finite resources over time. Ten-year plans should incorporate capital rationing techniques to match the most

appropriate and available revenue source on the project list with the highest combined present value and/or profitability index (using benefit measures to substitute for "profitability").

Economic decisions must be based on life-cycle costs, which include financing, acquisition, operating, and disposal costs, as well as asset values. Cost decisions must include evaluations of opportunity costs in addition to initial and ongoing costs. Evaluations must be from the basis of the taxpayer as owner. These should be coordinated with budget governance agencies such as Office of Financial Management.

#### Goals of Policy

As individual facility financing decisions are made in accordance with this policy, the following questions should be addressed:

- Should the state lease or buy?
- What should the planning horizon be for occupancy (how long should the state plan to stay in this location)?
- Should the decisions be based on program impact, budget impact, or economic impact?
- What is the state's responsibility to local governments and/or business owners with regard to its facility acquisition strategies?
- Should the state finance at the lowest overall cost (General Obligation bonds) or should

it finance in a way that doesn't use a portion of the state's debt limit?

- Should current users pay for future uses?
- Should future payers pay for current use (deferral)?

In response to, and in light of, other goals, the state should base its facility decisions on the principle of choosing that which provides the best value for each dollar invested. To that end, the following criteria apply:

- Comparison should be over an extended life cycle
- Value and cost are not synonymous. Value includes cost, history, aesthetics, sustainability, location, physical condition, and ancillary benefits
- Value criteria should be measured and compared using life cycle analysis methods
- The life cycle analysis is an important factor that should be reviewed along with other principles in making facilities decisions

## Policy 7.2 - Leased Versus Owned Analysis

The state shall use total cost of ownership, life-cycle cost and other economic models to evaluate whether to own or lease space to meet the state's projected business and operational needs.

### Background

One of the important goals of *The Master Plan for the Capitol of the State of Washington*, 1991 was “the coordination of government facility needs with adjoining communities through urban redevelopment and the creation of satellite campuses.” The 1991 Plan called for new construction (of state office buildings) to be concentrated in three “preferred development areas” in Lacey, Olympia, and Tumwater. Such a concentration of state-owned facilities would promote consolidation and co-location of state office facilities, transportation demand management and growth management principles. In addition, the 1991 Plan called for a leasing strategy to be devised “to improve the cost-effectiveness and manageability” of leased property. However, it was not until December 2000, that a leasing strategy was developed and the “Preferred Leasing Areas” approach implemented.

The Master Plan thus adopts an analytical approach to own-versus-lease decisions in the management of the State's real property portfolio. A number of interrelated factors, beyond short-term financial considerations and immediate operational needs, should be taken into account.

State agencies shall ensure that decisions related to facility needs have undergone rigorous analysis by the appropriate oper-

ating and capital budgeting authorities.

Important questions in the own versus lease analysis include:

- What are the impacts on budget cash flow, net present value, operational savings and the financing aspects of the alternatives?
- What is the total cost of ownership of the options?
- What opportunities exist for inter-agency consolidation, co-location, and shared facility resources?
- What level of control over space attributes is required to assure that functional effectiveness is achieved; including issues such as access, working conditions, etc.?
- What level of facility quality and flexibility are required by the program?
- What are the implications for the state's whole portfolio of leased and owned facilities?
- What is in the long-term best interests of the state?
- If there is development, what are the consequences for a community?

The lease versus ownership analysis starts with a financial analysis of operating and capital costs, as well as the requirements of the tenant agency. The cost components of the question are answered using a model which was created specifically for this purpose by the Joint Legis-

lative Audit and Review Committee (JLARC). The model involves calculating the net present value of the cash outlay over the lease term and comparing this to the cost of borrowing. However, other factors require consideration, such as how will the decision impact or influence other state policies. It should be noted that funding decisions through the legislative budget process affect the lease-versus-buy debate.

### Intent of Policy

This policy is intended to ensure that acquisition of state facilities, particularly office space, is based on planning and evaluation of both owning and leasing options and opportunities. It is further intended that decisions on owning versus leasing will be made with the long-term interests of the state as the foremost consideration. It recognizes that the question of owning versus leasing is a fundamental question that an agency has to answer before proceeding with any acquisition approach.

### Goals of Policy

It is the goal of this policy to ensure that:

- A deliberative and strategic planning process, is pursued in determining facility needs
- Decisions to own or lease are based on thorough functional, economic and financial analyses
- Such decisions meet the needs of the state within the context of the community

### Policy 7.3 - Portfolio Management

The state shall ensure that the burden of financial responsibility for the State's owned and leased facilities rests equitably on those who benefit.

#### Background

A number of existing cost recovery strategies have been in place to support the various aspects of:

- Office facilities
- Public and historic facilities
- Transportation, parking and infrastructure facilities

The existing methods are summarized below.

When a tenant leases space in a state-owned building, the tenant agency pays the lease rate on a periodic basis. Historically, the lease rate was set to recover certain costs related to tenant use of the space. The cost of services (e.g., custodial, utilities, etc.) and maintenance is a part of the lease rate. The cost of state-owned building operations has historically been funded with the **facilities and services charge**. It represents a cost allocation of services and maintenance based on square feet.

If a state tenant requires improvements to their leased space, the tenant pays those costs either by adding them to the lease rate or with a direct **cash payment**.

When the state purchases space, financing methods vary. Some have been acquired by bond issuance and, for most of the owned space, bond repayments are made out of

general revenues and not by the agencies housed in the space. In some instances (e.g., the Labor & Industries Building) the housed agencies make **bond payments** out of their own operating or revenue resources.

The financing of capital repairs to state-owned space has been done with the **capital project surcharge** since 1995. This is an annual fixed fee based on square feet. This charge is earmarked to finance repairs, over time, to the buildings from which the funds originate.

The quality of the space occupied has not historically affected the facilities and services charge or the capital project surcharge levels.

The acquisition of parking has generally been by bond issue. General revenues paid most bonds while operation and maintenance were paid by other fund sources. Some parking operations have recently been funded by **parking fees**.

Some services related to housing state government (such as maintenance of the Capitol grounds, operation of the State Capitol Visitor Services and the care of historic interior finishes) are referred to as Public and Historic Facility (PHF)<sup>9</sup> expenses. These are financed through a **cost allocation formula** for each agency based on state employee headcount

<sup>9</sup> This term, prior to 2004, was known as Seat of Government (SOG) expenses.

in Thurston County. The cost of these public benefits is thereby absorbed by those state agencies with employees in the county.

Acquisition of transportation (roads, sidewalks, etc.) and infrastructure (campus wiring, chilled water distribution, sewer and water lines, etc.) has historically been financed using bonds paid off from general revenues. The maintenance and operation of the transportation and infrastructure systems has been **absorbed into the facilities and services charges**, and paid on a square foot basis by agencies housed in state-owned buildings.

**Intent of Policy**

It is the intent of this policy to establish an equitable strategy for the application of charges related to occupancy of state-owned space.

**Goals of Policy**

The goals of this policy are to ensure that:

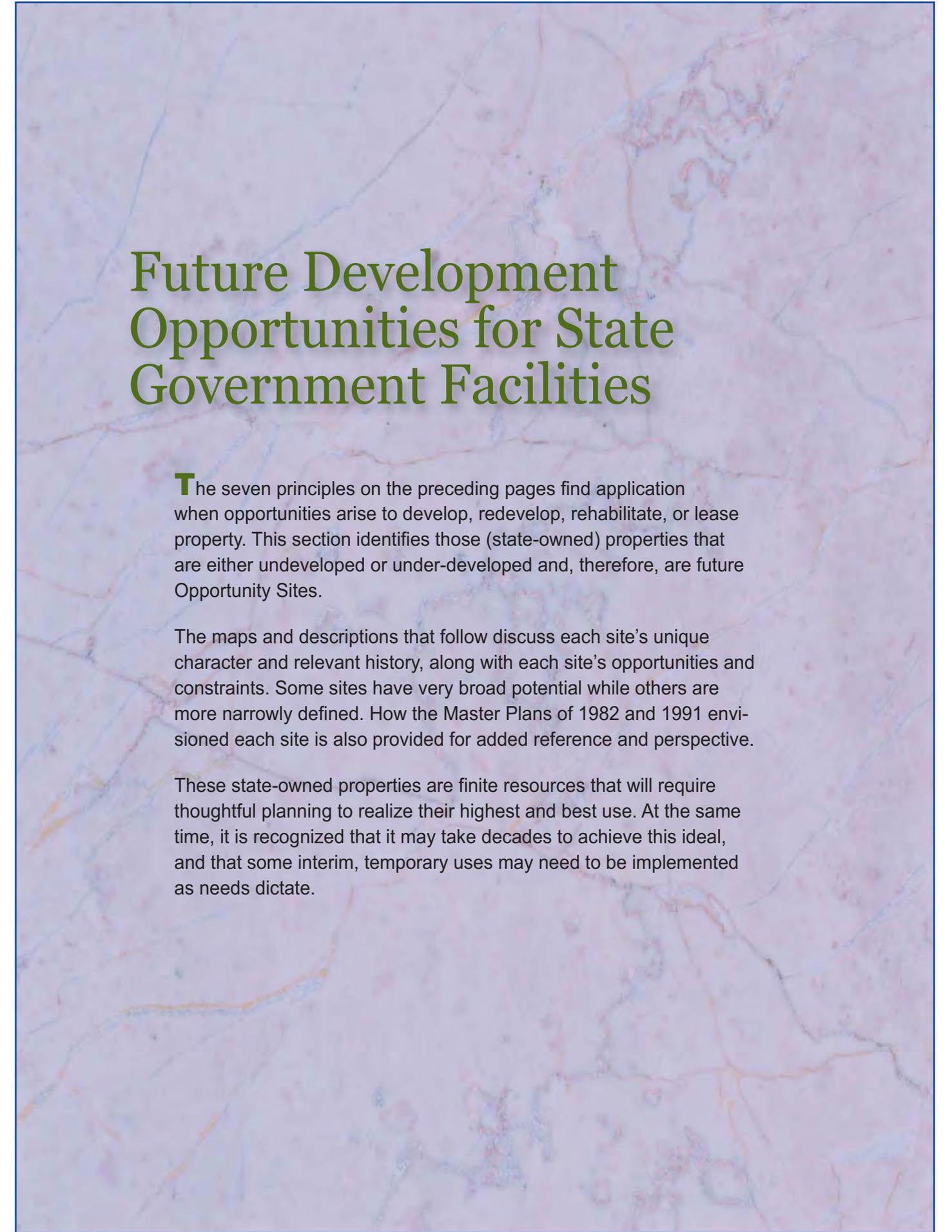
- The per-square-foot costs charged for space (rent) are commensurate with the quality of the space
- The fees collected for future facility renewal are actually distributed back to the facility from which they came
- The cost of maintaining Public and Historic Facilities is funded from fees other than tenant rental charges
- The “total cost of ownership” for each facility is understood and that fee and rent structures are based on that model

**Recommended Methods**

Those who use or receive benefits from the operation of facilities should make a reasonable financial contribution related to the benefits they receive from these facilities. The contribution will, at a minimum, equal the cost (over time) of providing the facility and operating services.

The clients and customers who benefit from the state’s Public and Historic Facilities are the citizens of the state. Thus, the burden of financial responsibility should fall on the general citizenry through a direct, general fund appropriation.

To the extent that the beneficiaries of transportation and infrastructure can be identified, and their benefits measured, the payment burden should fall on them. However, some transportation and infrastructure beneficiaries are hard to identify. In those cases, the burden of financial responsibility should fall on the general citizenry through a direct, general fund appropriation.



# Future Development Opportunities for State Government Facilities

**T**he seven principles on the preceding pages find application when opportunities arise to develop, redevelop, rehabilitate, or lease property. This section identifies those (state-owned) properties that are either undeveloped or under-developed and, therefore, are future Opportunity Sites.

The maps and descriptions that follow discuss each site's unique character and relevant history, along with each site's opportunities and constraints. Some sites have very broad potential while others are more narrowly defined. How the Master Plans of 1982 and 1991 envisioned each site is also provided for added reference and perspective.

These state-owned properties are finite resources that will require thoughtful planning to realize their highest and best use. At the same time, it is recognized that it may take decades to achieve this ideal, and that some interim, temporary uses may need to be implemented as needs dictate.



# West and East Campuses

## SITE 1 – TWO-BLOCK AREA OF GA BUILDING, GA GARAGE, & DAWLEY BUILDING

### Existing Use

This site consists of 4.4 acres and is occupied by a 283,865 square-foot, four-story GA Building with surface parking on the north and west sides, a 156-car GA Garage, and the 57,500 square-foot, two-story Dawley Building.

The GA Building was designed by architect A. Gordon Lumm, who was selected for the project by the State Capitol Committee. Completed in 1953, the building reflects the “international style” of design. The building was deemed eligible for the National Register of Historic Places in 2001 as a contributing element to the existing State Capitol Historic District.

The Dawley Building, constructed in 1932, is located at 1063 Capitol Way. Among its current tenants are the offices of TVW and the Hands-On Children’s Museum. Over time, other first-floor businesses have included a bakery, a café, a photography studio, a ballroom, a bowling alley, and the notorious Capital Bar & Grill. At one time, the north end had a series of food stalls that opened into the street. Past second-floor tenants have included Dietz Business College, KGY Broadcasting, and the offices of prominent local attorneys. The building is on the Olympia Heritage Register.

The GA Garage was built in 1960. Its companion to the south, the Columbia Garage, was built in 1973 in the same “brutalist” style of architecture.

### Development Opportunities

This site sits at the northern edge of the West Campus and is one of three “gateways” to the main Olympia Campus. The primary opportunity at this large site is to create a transition from

Department of Transportation



May 2006, Looking NW

## WEST AND EAST CAMPUSES

the city's crowded downtown character to the state's more open campus character. There are commanding views in all directions from this site. A three or four story building will see the Olympic Mountains to the north, the Capitol campus to the south, Mount Rainier to the east, and Capitol Lake to the west.

### Development Constraints

On the west side of the GA Building (about 100 feet) is a steep bank with a retaining wall. A city street (Columbia) passes through the site. The city has informally indicated that it is not opposed to vacation of this section of the street.

### Previous Planning

The 1982 Master Plan proposed to leave the site as is, with the exception of the demolition of the 1063 Building, with no development proposed in its place.

The 1991 Master Plan called for the GA Building to remain as is but added the Visitor Center as one of its uses. It called for the 1063 Building and GA Garage to be replaced with an Of-

fice and Public Activity Building. The 1991 Plan also called for a Heritage Park Garage to be constructed on property north of the GA Building.

## SITE 2 – CAPITOL CONSERVATORY

### Existing Use

This area comprises approximately 6/10 of an acre. The existing building houses both a greenhouse for visiting public and a grounds maintenance shop.

The existing greenhouse structure was constructed in 1939 and expanded in 1963. It was designed by noted Olympia architect Joseph Wohleb, who designed the Newhouse Building and executed the Wilder and White designs for the O'Brien and Cherberg buildings. The building was deemed eligible for the National Register of Historic Places in 2001, as a contributing element to the existing State Capitol Historic District.

### Development Opportunities

This site is on the rim of the forested bluff, making its primary opportunity the uninterrupted, commanding view of Capitol Lake, Heritage Park, Puget Sound, and the Olympic Mountains.

Current questions regarding the Conservatory include whether that operation should continue as a state function. If greenhouse operations are curtailed or relocated, potential uses of this site include restoration of the land to green space or revision of adjacent roadway.

Department of Transportation



May 2006, Looking NW

## WEST AND EAST CAMPUSES

### Development Constraints

Several studies by GA and the Department of Natural Resources have shown that the property was “created” by dumping large amounts of fill materials and debris into what was once a ravine that ran in a SE to NW direction. Severe settling in parts of the existing greenhouse is an indication that the fill was not compacted when placed.

This site is currently the center of operations for grounds maintenance. No alternate uses of this site or demolition of its buildings should occur unless and until a new, satisfactory site can be found for grounds maintenance.

### Previous Planning

The 1982 Master Plan called for demolition of the greenhouse currently on the site and reconfiguring the roadway between the GA Building and the Temple of Justice to be a more direct path rather than the two 90-degree turns it currently has.

## SITE 3 – MANSION PARKING LOT

### Existing Use

This site consists of 2.5 acres and occupies the western-most point of the West Campus. As view property, it is unmatched by any other portion of the campus, although at eye level the view is partially obscured by the mature trees growing on the bluff.

The only facility located on this site is the 310-car parking lot known as the Mansion Lot. (The Governor’s Mansion is 300 feet south of this site.)

The Mansion Lot area was originally intended to be the location of the permanent Governor’s Mansion, which was never constructed. At one time, this area included a formal garden (directly west of the Temple) similar to the sunken garden directly east of the Temple. But, after many years of battling the local deer population, the west side garden was in-filled and became a helipad for several years before being recently converted to a paved parking lot.

### Development Opportunities

In the longer term, this property could be suitable for a major building with adjacent underground parking.

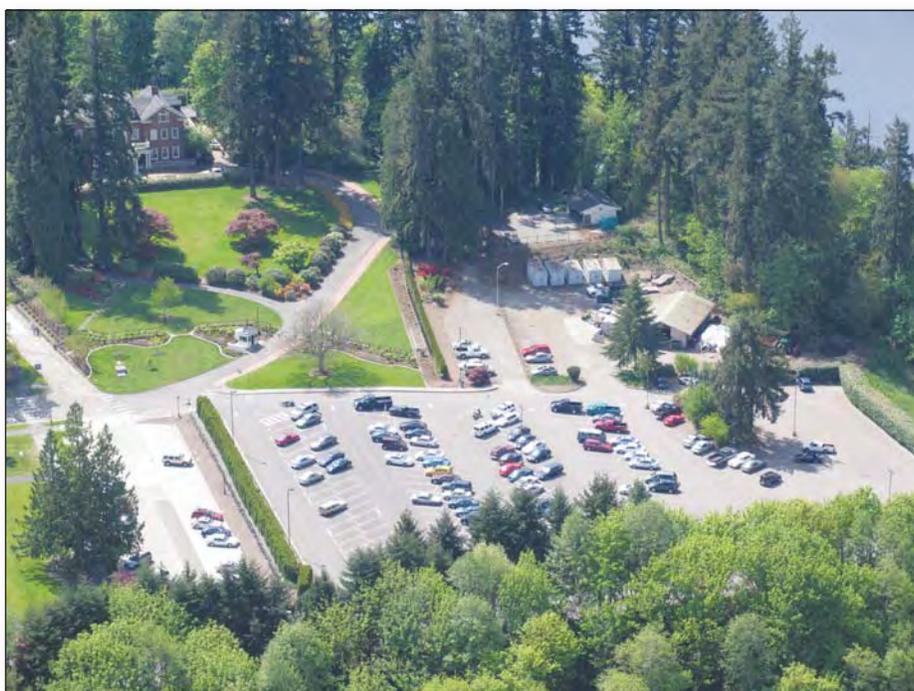
### Development Constraints

Large underground pipes from the Power House pass through this site. Mansion security and desirability of green space around the Mansion are additional concerns.

### Previous Planning

The 1982 Master Plan called for an Executive Office Building on this site (and Site 4

Department of Transportation



May 2006, Looking West

## WEST AND EAST CAMPUSES

– see below) that would be centered on the major east-west axis with Tivoli Fountain and the Flag Circle. It included a garden area twin to the Sunken Garden but with underground parking beneath it.

The 1991 Master Plan for this area was the same as the 1982 Plan.

### SITE 4 – WEST END OF FLAG CIRCLE

#### Existing Use

This site consists of 1.8 acres at the westernmost point of the West Campus. This site has been separately identified from Site 3 because its potential for development is different due to its location, which is centered on one of the major organizing axes of West Campus.

The primary structure on this site is a grounds maintenance facility, which should be relocated if a suitable site can be found for this essen-

tial maintenance activity. This would make the valuable real estate of Site 4 available for higher and better uses.

The Olmsted Plan originally intended this west end of the Flag Circle to be the location of a formal monument site surrounded by a traffic circle, thus creating a twin to the development at the east end of the Flag Circle where the Winged Victory monument is located.

#### Development Opportunities

If maintenance operations were relocated, the Mansion Parking Lot could be expanded into this area. But this should be only for interim use. The long-term opportunity is to create the vision of the Olmsted Plan.

#### Development Constraints

Mansion security and desirability of green space around the Mansion are primary concerns. Several very old fir trees ring the perimeter of the area and provide important screening for the Mansion.

#### Previous Planning

The 1982 Master Plan called for the Olmsted traffic circle but it added a 3-story office building to the west of the traffic circle.

The 1991 Plan also called for the traffic circle in accordance with the Olmsted Plan but added a Conservatory and Visitor Center immediately to the west.

Department of Transportation



May 2006, Looking West

## WEST AND EAST CAMPUSES

### SITE 5 – PRITCHARD PARKING LOT

#### Current Use

This site is approximately 8/10 of an acre in size. The only facility on the site is a 99-car parking lot (after the temporary modular buildings are removed).

The Olmsted Brothers plan did not extend to this area of the campus, and Paul Thiry's landscaping plan was limited primarily to the perimeter of the Pritchard Building. However, there is a single walkway to the east of Pritchard, between the building and the parking lot, that is planted with flowering shrubs and which represents the only formal pedestrian entry to the campus from the south.

#### Development Opportunities

Because of its location on the southern edge of the campus and immediately adjacent to an historic register neighborhood, development of this property should be minimal and provide a transition appropriate to both the residential area on south side of 16th Avenue and state office buildings on the north.

One option would be to construct an underground parking structure with plaza-like landscaping on the surface.

#### Development Constraints

Development considerations must include an analysis of the impact on the residential and historic character of the neighborhood. This must include the effects of added

traffic, noise, lighting, and visual changes to the viewscape. Development must attempt to mitigate negative influences and to provide a buffer between the campus and the neighborhood with traffic calming, landscaping, setbacks, and other architectural and physical features.

#### Previous Planning

The 1982 Master Plan called for an above ground addition on the east side of the Pritchard Building, consuming about one half of this parking lot.

The 1991 Master Plan called for the Pritchard addition to be constructed underground on the north side of the building. It left the Pritchard parking lot as is.



Pritchard Parking Lot with Two Temporary Buildings - May 2006

## WEST AND EAST CAMPUSES

### SITE 6 – PRESS HOUSES/VISITOR CENTER/NEWHOUSE SITE

#### Existing Use

This 3.5-acre site is at the southwest quadrant of the intersection of 14th Avenue and Capitol Way. This intersection is the primary vehicular gateway to West Campus. The Visitor Center, a “temporary building” constructed in 1981, occupies the NE corner of the site and is readily visible to traffic from this busy intersection. On the western edge of the site are two former residences that the state leases to a variety of newspaper publishers, thus the name “Press Houses.” The site is bounded on the south by 15th Avenue. Across 15th is predominantly residential zoning for a National Historic Register neighborhood.

An extension of Columbia Street passes through the site that could be considered a candidate for vacation depending on development needs.

The house at 201 14th Avenue is a classic Craftsman-style bungalow, constructed in 1921. It is the only remaining house facing onto 14th Avenue, which was historically lined with residences. It was home to famed Olympia resident Dr. Phillip Carlyon. Dr. Carlyon was mayor of Olympia from 1904-1906, a member of the State House from 1907-1911, and of the Senate from 1913-1929. During this

time he championed the cause of Olympia as the state capital and advocated for construction of permanent State Capitol buildings. He was an important supporter of the infill that allowed for much of Olympia’s downtown and for creation of the deepwater port in 1910-11. Dr. Carlyon was a member of the City Park Commission and president of the Olympia Chamber of Commerce. He is also known for his real estate development of the Carlyon neighborhood just south of the South Capitol neighborhood and east of Interstate 5.

The duplex at 1417-1419 Columbia Street was designed by Elizabeth Ayer, the first female graduate of the University of Washington’s School of Architecture in 1921, and the state’s first registered female architect (1930). A native of Thurston County, Ms. Ayer is well known throughout the northwest for her numerous well-designed residential properties. In addition to its designer, the building is significant for its association with William Sullivan, State Insurance Commissioner for 28 years and resident of this home during most of that time.

Both of these residential buildings were deemed eligible for the National Register of Historic Places in 2001, as a contributing element to the existing State Capitol Historic District.

Department of Transportation



May 2006, Looking South

## WEST AND EAST CAMPUSES

The Newhouse Building (originally called the Institutions Building) was constructed in 1934, prior to construction of both the Cherberg and O'Brien Buildings. It was intended to serve as temporary office space until the more permanent facilities could be built. It currently contains offices for 17 members of the Senate.

### Development Opportunities

Like Sites 1 and 3, this is prime West Campus real estate that has significant development potential. The site is very visible to first-time visitors, most of whom approach the campus from the 14th Avenue exit off Interstate 5.

### Development Constraints

The site is bounded on the south by 15th Avenue and across this street is a mixture of residential and light commercial development. Any development that takes place on this site must consider the character of the adjoining neighborhood and the views of the campus that they enjoy.

The two houses on this site are wood-frame construction and could be sold and relocated to another site off of state property.

As with Site #5, development considerations must include analysis of impacts on the residential and historic character of the neighborhood. This must include the effects of added traffic, noise, lighting, and visual changes to the viewscape. Development must attempt to mitigate negative influences and provide a buffer between the campus and the neighborhood with traffic calming, landscaping, setbacks, and other architectural and physical features.

Department of Transportation



May 2006, Looking South

### Previous Planning

The 1982 Master Plan shows the Visitor Center and its accompanying parking lot to remain as they are today. It eliminated the Press Houses but did not propose any structures in their place. It left the Newhouse Building as-is.

The 1991 Master Plan for this site shows all of these buildings (Visitor Center, Press Houses and Newhouse Building) to be demolished. The portion of Columbia Street is also gone. In their place was to be a General Office Building with underground parking and a "secured underground passageway to the Legislative Building."

## SITE 7 – OLD IBM BUILDING

### Existing Use

The Old IBM Building, immediately adjacent to Capitol Way at Maple Park Street, is the first state office building the northbound traveler on Capitol Way encounters. The site contains 1.1 acres. The building is 14,200 square feet, two-story, and was constructed over 30 years ago.

Because the existing building is not in compliance with current life-safety codes and the land it occupies has greater value for other uses, both the 1982 and 1991 Master Plans call for its demolition.

## WEST AND EAST CAMPUSES

### Development Opportunities

The existing building is, by default, the south-side “gateway” to the campus. But it is very non-descript and weak in this capacity. It occupies a site that has much greater potential for providing this important gateway function.

As the southern entrance to the campus, something more transitional than a large building right out on the street edge is needed. One possibility would be to add on to the west end of the Employment Security Building rather than construct a separate building. This would preserve the west half of this site as a transitional landscaped area.

### Development Constraints

In keeping with the openness of the East and West Campuses on either side of Capitol Way, any development on this site should have substantial setbacks.

### Previous Planning

The 1982 Master Plan would leave the site vacant as green space. In contrast, the 1991 Master Plan proposed to maximize the site’s development potential by calling for a large multi-story General Office Building with minimum setback from the street.

Department of Transportation



May 2006, Looking SW

## SITE 8 – EAST OF TRANSPORTATION BUILDING

### Existing Use

This site consists of 2.9 acres of landscaped green space that forms a buffer between Jefferson Street and the Transportation Building. There is a 48-car parking lot that occupies about 1/3 of the property. Immediately across Jefferson Street to the east is the 144-car Wheeler Parking Lot, recently renamed the Capitol Visitor Parking Lot.

### Development Opportunities

The large unused capacity of the Wheeler Parking Lot across the street (about 50 percent) would suggest that this site could support a substantial office building development, perhaps without constructing an additional parking facility.

### Development Constraints

If a large office facility were built, substantial setback from 14th Avenue, as shown in the 1991 Master Plan, would be appropriate to maintain the current “green” east-side gateway. Development considerations should also include impacts on the adjacent neighborhood on issues such as noise, lighting, and visual changes to the view-cape.

### Previous Planning

The 1982 Master Plan called for this site to remain as it is today. The 1991 Master Plan called for maximizing its development potential with a large multi-story building to house the Washington State Patrol Headquarters.

## WEST AND EAST CAMPUSES

### **SITE 9 – WHEELER (CAPITOL VISITORS) PARKING LOT**

#### **Existing Use**

This is the largest of the opportunity sites at approximately 7 acres. In addition to the parking lot, there are five small structures on the north side (former residences that have been converted to offices) and one small office on the south side. To the east there is a small maintenance lot before the land slopes down to the railroad tracks.

The parking lot is used for visitor parking and as a park-and-ride for the Intercity Transit shuttle service that operates during legislative sessions.

#### **Development Opportunities**

This area has significant potential for development of state office facilities and/or parking structures. This site is located on the eastern-most part of the state-owned land that makes up the Olympia Campus. The opportunity also exists to expand Maple Park and its treed landscaping eastward as a buffer to the neighborhood.

#### **Development Constraints**

Of all the identified opportunity sites, this one is the furthest distance from the Legislative Building. The eastern side of the site may present topography problems. Development considerations should also include impacts on the adjacent neighborhood on issues such as noise, lighting, and visual changes to the viewscape.

#### **Previous Planning**

The 1982 Master Plan called for demolition of all six existing structures, leaving the parking lot essentially where it is now, and constructing a new greenhouse at the eastern-most tip of the property that would be visible from the 14th Avenue off-ramp from Interstate 5.

The 1991 Master Plan proposed a very large General Office Building with a 350' x 400' footprint that would consume most of the area. At the eastern tip of this site, the 1991 Plan called for a small building and grounds maintenance facility.

Department of Transportation



May 2006, Looking NW

**WEST AND EAST CAMPUSES**

**SITE 10 – 14th AVENUE NORTH SIDE**

**Existing Use**

This small parcel (1.3 acres) is located on the north side of 14th Avenue at the NE quadrant of the 14th and Jefferson intersection. It is currently undeveloped but is extensively used as a staging area for major state construction projects. As such, it is not maintained and has become unsightly.

**Development Opportunities**

The long and narrow nature of this site does not lend itself to any major facility. It could be used as overflow parking but its best opportunity is as a landscaped green space that would match the character of the green space on the

south side of 14th. This would be an important start to creating an attractive west-side gateway.

**Development Constraints**

The surface of this site is about five feet below the elevation of 14th Avenue. To create the twin to the green space on the south side of the street, this area may need to be raised several feet.

**Previous Planning**

The 1982 Master Plan did not include anything specific for this site. The 1991 Master Plan proposed a small “State Agency Information Center” on this site together with a small parking lot.

*Department of Transportation*



*May 2006, Looking SW*

## WEST AND EAST CAMPUSES

### SITE 11 – WASHINGTON AVENUE PROPERTY

#### Existing Use

This site is the eastern half of the city block bounded on the west by Capitol Way, on the north by 10th Avenue, on the south by Union Avenue, and on the East by Washington Street. The west half of this block is privately owned and consists of parking lots; the east half is owned by the state.

Two buildings are located on the state-owned half – 120 Union and 1007 Washington. The House and Senate print shops are located in the 1007 Building and several private businesses lease the space from the state in the 120 Building.

#### Development Opportunities

Neither of the existing buildings is of sufficient value to warrant keeping for the long term. The site is underdeveloped in its current use and has important potential for a major state office building. The site's proximity to the Legislative Building is about the same as the Natural Resources Building, Office Building 2, and the Transportation Building.

#### Development Constraints

The site is separated from the West and East Campuses by major arterials (Capitol Way and Union Avenue) that may reduce its usefulness. It may play a better role as a mechanism for land exchange or as value leverage for other uses.

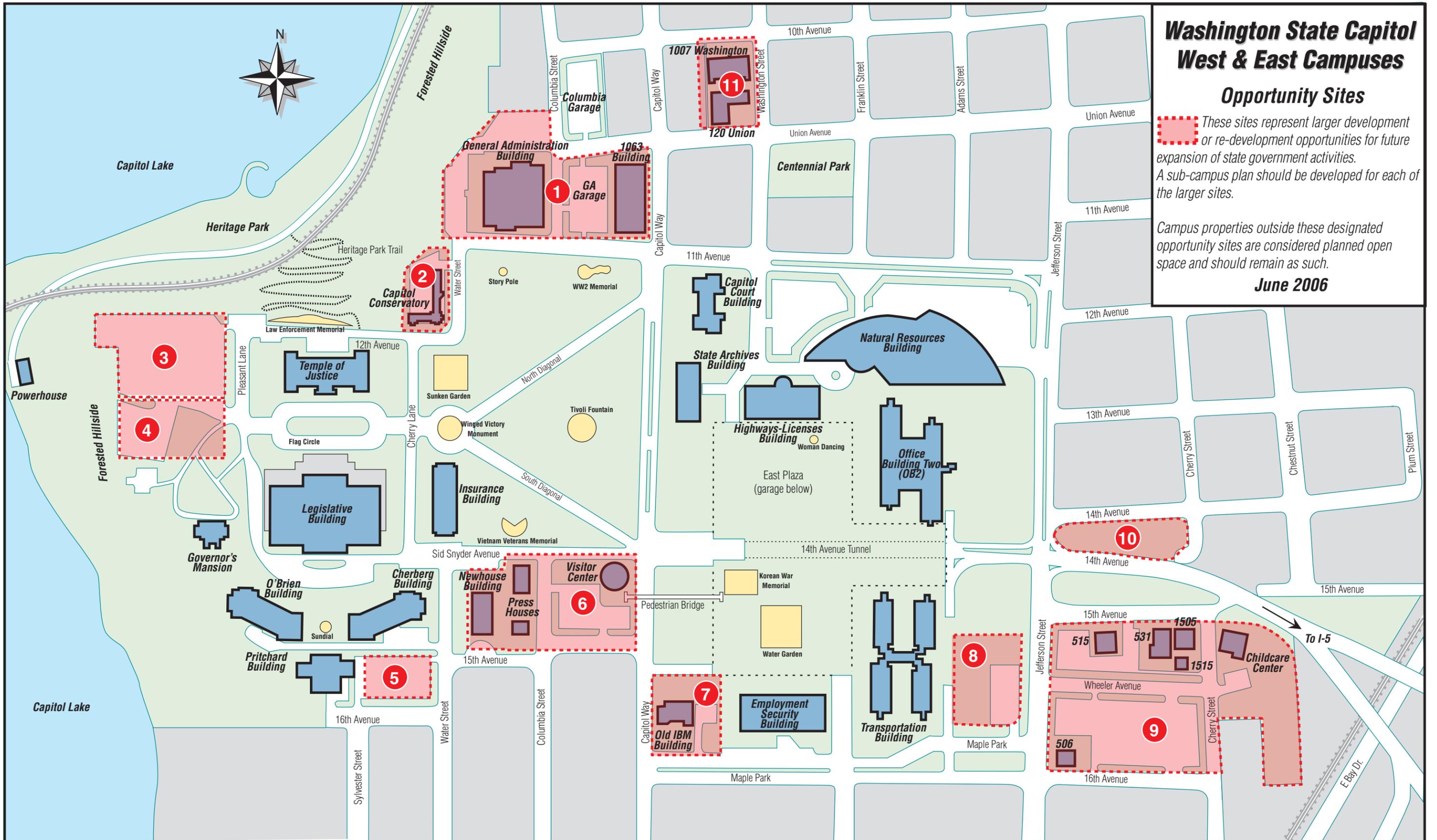
#### Previous Planning

This property is not included on either the 1982 or 1991 Master Plan development maps.

Department of Transportation



May 2006, Looking West



# Washington State Capitol West & East Campuses

## Opportunity Sites

**1-11** These sites represent larger development or re-development opportunities for future expansion of state government activities. A sub-campus plan should be developed for each of the larger sites.

Campus properties outside these designated opportunity sites are considered planned open space and should remain as such.

**June 2006**

# Tumwater Satellite Campus

## **SITE T1 - WEST OF LABOR & INDUSTRIES BUILDING**

### **Existing Use**

This site consists of approximately 12.3 acres, bounded by Interstate 5 on the west, Linderson Street on the east, Israel Road on the north, and 73rd Avenue (state-owned street) on the south. Almost the entire site is a parking lot for the Labor & Industries Building.

Headquarters of the Department of Labor and Industries is housed in a 412,400 square foot office building, and surrounded by several acres of surface parking (approximately 1,650 parking spaces). To the northwest of the site is a small parcel still in private hands.

### **Development Opportunities**

The Department of Labor and Industries has been considering expanding its current facility by approximately 125,000-175,000 square feet. There is ample space to construct the addition on a portion of the vast surface parking area. Any expansion will require the construction of a parking garage. In addition, if the site were to “partner” with Site T2, a new structured parking garage could be constructed to accommodate expansion on both sites. Also important to any future development at the Tumwater Campus is continued attention to improving opportunities for access to mass transit, particularly for the hundreds of state workers who commute to this site.

### **Development Constraints**

Because virtually all of the developable land at the Tumwater Campus is covered with asphalt

parking lots, any additional development will require structured parking.

### **Previous Planning**

The 1991 Master Plan envisioned a second L&I Building as well as a headquarters facility and data center for the Department of Information Services.

## **SITE T2 – WEST OF GOODRICH BUILDING**

### **Existing Use**

This site consists of approximately 8.2 acres adjacent to an existing 216,000 square foot office building, housing units of the Department of Transportation and the headquarters of the Department of Corrections. Like Site T1, it is also has a surrounding parking lot.

### **Development Opportunities**

There is sufficient acreage to construct another 200,000 square foot office building. However, replacement parking will be required (in a garage, not surface). This parking requirement can and should be limited by continuing to aggressively enhance public transit options.

### **Development Constraints**

There are approximately 5 acres (outside the 8.2 acres) of forested land on the southwestern corner of the property that the state has tentatively committed to keeping as a green belt/buffer.

Any new development on this site will likely require structured parking.

### **Previous Planning**

Same as Site T1 above.

**TUMWATER SATELLITE CAMPUS**

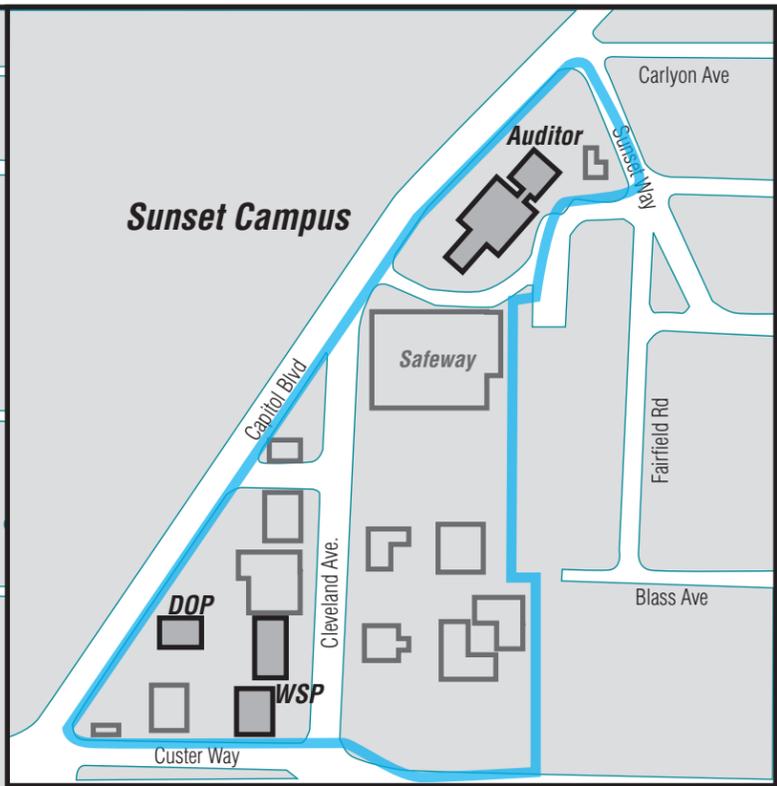
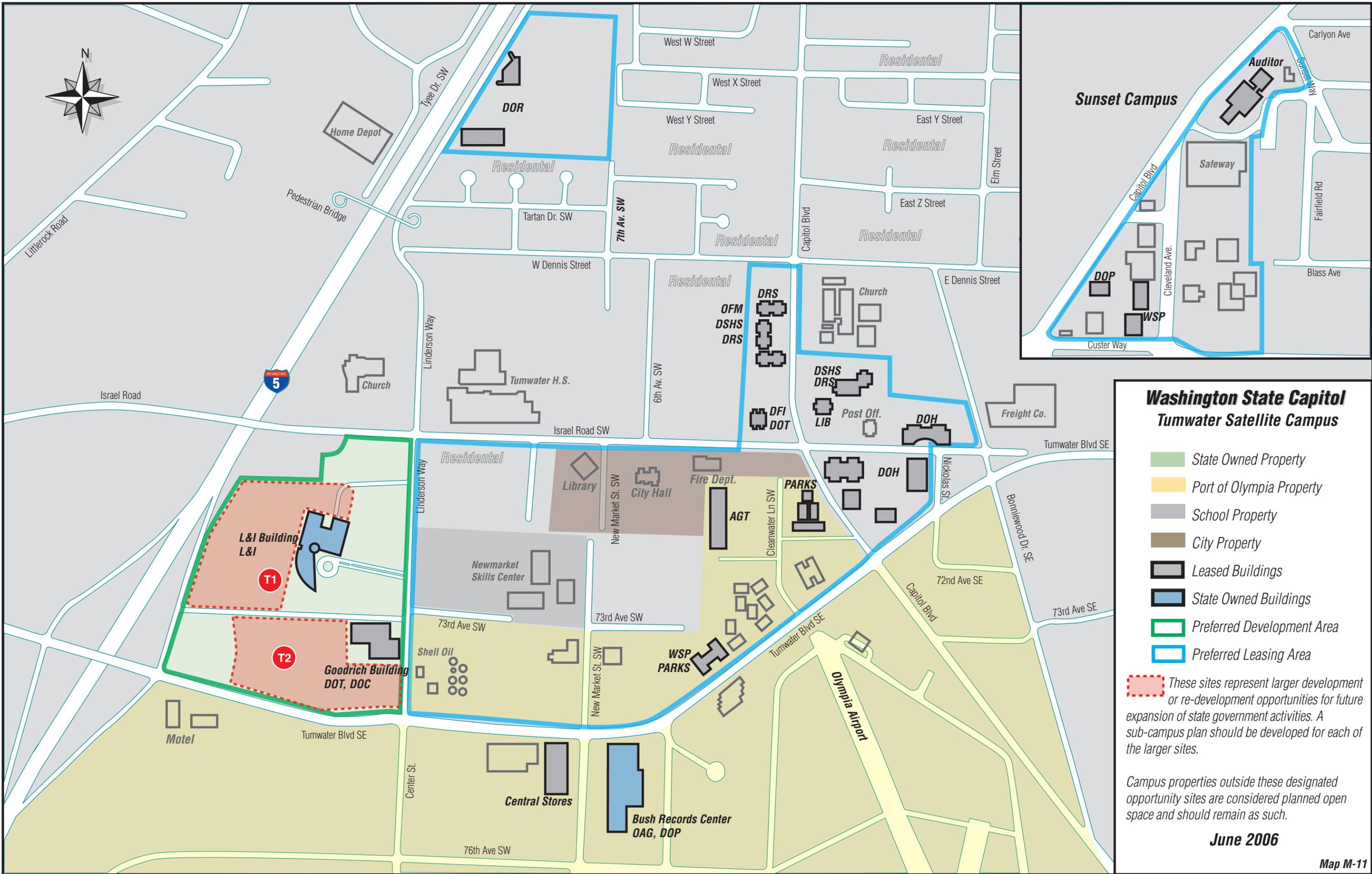
Department of Transportation



*Tumwater Campus, May 2006 - Looking South*







### Washington State Capitol Tumwater Satellite Campus

- State Owned Property
- Port of Olympia Property
- School Property
- City Property
- Leased Buildings
- State Owned Buildings
- Preferred Development Area
- Preferred Leasing Area

These sites represent larger development or re-development opportunities for future expansion of state government activities. A sub-campus plan should be developed for each of the larger sites.

Campus properties outside these designated opportunity sites are considered planned open space and should remain as such.

**June 2006**

# Lacey Satellite Campus

## **NORTH, SOUTH AND WEST OF ECOLOGY BUILDING**

### **Existing Use**

This site consists of approximately 67.5 acres between Martin Way on the north; it is surrounded by Saint Martin’s University and Abbey properties on the south, east, and west. The southern edge of the site is fairly level with grades falling to the north toward Martin Way.

The Lacey Campus was developed as an outcome of the 1991 Master Plan and currently houses the headquarters of the Department of Ecology (270,000 square feet). The Ecology Building and its site-related improvements utilize approximately 27.5 acres.

### **Development Opportunities**

The remaining 40 acres of wooded slopes and meadows could accommodate approximately 680,000 square feet of new office space with the required parking. The most usable area is a 15-acre parcel to the west of the Ecology Building in the northwest corner of the campus (Site L1 – capacity up to 440,000 gsf). Another usable site is directly north of the Ecology Building adjacent to Martin Way (Site L2 – capacity up to 220,000 gsf). The area to the south of the Ecology Building is flat and mostly meadowland or forested (Site L3).

### **Development Constraints**

There are two small wetlands (a very small one at the northern portion of Site L1 and a small one extending from the south of Site L1 into Site L3) within the Campus that will require mitigation if construction encroaches upon

them. It is unclear how significant such mitigation would be.

As Site L1 slopes to the north, it may require any future building to be “stepped down” toward Martin Way. Site L2 would have to be carefully developed to integrate with the existing Ecology Building. Any development of Site L3 should accommodate a buffer on the south (adjacent to the University) and on the east (adjacent to Woodland Creek).

On-site parking needs would likely require structured parking; there is little opportunity for surface parking. A shared parking structure between the Ecology Building and any new building would assist in maintaining the park-like environment.

Any new development on state property must not foreclose on the future desire to extend Desmond Drive across university property to College Street.

Additionally, the state’s purchase of this site from St. Martin’s Abbey carried with it the “Declaration of Protective Covenants, Conditions, and Restrictions” and associated “Design Guidelines” dated January 1, 1991.

### **Previous Planning**

The 1991 Master Plan called for three additional office buildings on this site – one north of the Ecology Building and two east of the Ecology Building across Desmond Drive. It proposed new surface parking to be “hidden” within the existing stand of Douglas fir trees, but only if needed after all structured parking had been constructed. All three sites were identified in



## LACEY SATELLITE CAMPUS

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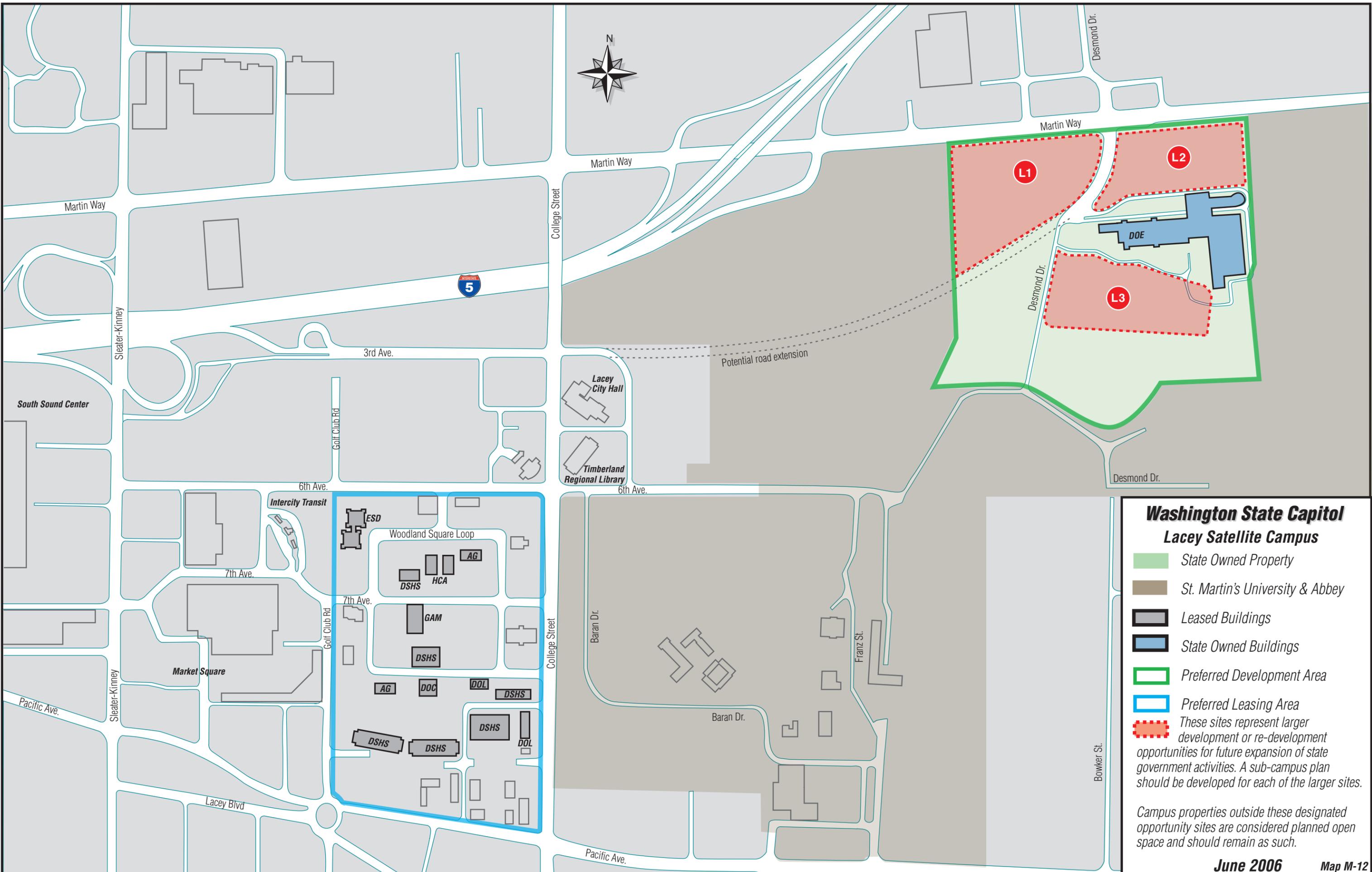
the 1993 Lacey Campus Plan. The Plan suggested clustering development in the northern portion of the campus to “preserve and enhance the existing groves and meadows

critical to the natural quality of the site.” The Transportation Agencies Consolidation Feasibility Study in 2002 reiterated this perspective.

*Department of Transportation*



*Lacey Campus, May 2006 - Looking South*



**Washington State Capitol  
Lacey Satellite Campus**

- State Owned Property
- St. Martin's University & Abbey
- Leased Buildings
- State Owned Buildings
- Preferred Development Area
- Preferred Leasing Area
- These sites represent larger development or re-development opportunities for future expansion of state government activities. A sub-campus plan should be developed for each of the larger sites.

*Campus properties outside these designated opportunity sites are considered planned open space and should remain as such.*

# Other Off-Campus Opportunity Sites

## **600 SOUTH FRANKLIN STREET, OLYMPIA**

### **Existing Use**

This site is located in downtown Olympia and consists of about one acre on 3/4 of the city block bounded by Franklin Street on the west, Legion Avenue on the north, Adams Street on the east, and 7th Avenue on the south. The state-owned building on this site currently houses the headquarters for the Department of Personnel (DOP). It is a 2-story concrete building with 28,578 gross square feet.

DOP also occupies 4 leased facilities (49,472 rentable square feet) scattered throughout the 3 cities.

This building was formerly the Baker Building, housing Sears Department Store. The state, after leasing it starting in 1967, purchased it in 1982. The paved parking lot on the site contains 86 stalls.

The only other building on this block (at 620 N Franklin) is the privately owned retail arcade that was formerly the Carnegie Foundation Library.

The entire block immediately west of this site is also state-owned and is the location of the Old Capitol Building which houses the Superintendent of Public Instruction.

*Department of Transportation*



*May 2006 - Looking SE*

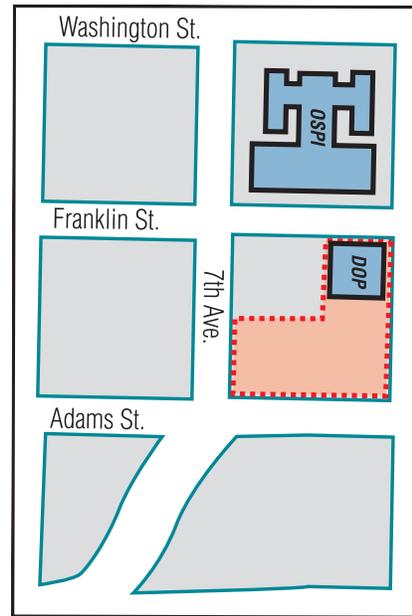
## OTHER OFF-CAMPUS OPPORTUNITY SITES

### Development Opportunities

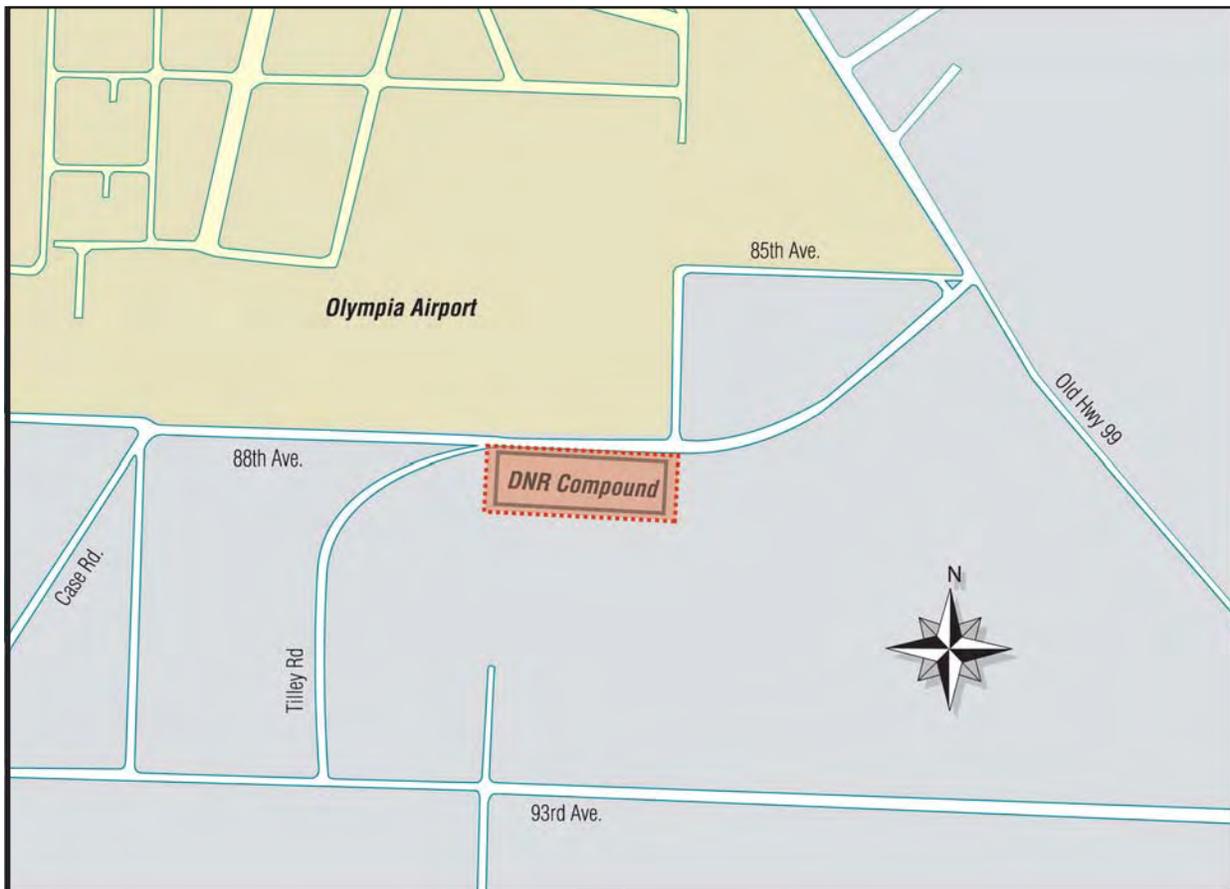
The existing building is beginning to show its age and, at 2 stories, is not utilizing the site's maximum potential. A much larger facility could be built on this site and could include structured parking.

Because the offices of the Superintendent of Public Instruction are located directly across the street, consideration should be given to using this site for SPI expansion and consolidating the DOP sites into a single building (owned or leased) at another site.

Consideration should also be given to purchasing, or at least obtaining an option to purchase, the one privately owned structure on this site. In addition, its central location



Olympia Street Map



South Tumwater Street Map

## OTHER OFF-CAMPUS OPPORTUNITY SITES

could prove more valuable for a land exchange or combined development.

### Development Constraints

This site is in downtown Olympia and is surrounded by other fully developed downtown properties. If on-site parking is a consideration, its cost may be a limiting factor in how large a new building on this site could be.

The adjoining privately owned building and its functions need to be considered when planning for any future development.

### Previous Planning

Neither the 1982 Master Plan nor the 1991 Master Plan included this site.

## DEPARTMENT OF NATURAL RESOURCES LIGHT INDUSTRIAL SITE

### Existing Use

This site is located within the city limits of Tumwater but is outside the Preferred Leasing and Development Area. It consists of 38 acres and

is home to DNR's light industrial operations including vehicle maintenance, fabrication, warehousing, fire cache, radio shop, surplus, carpenter shop, and some field operations. It is also home to DOC's Correction Industries headquarters, showroom, and warehouse. The land was purchased by the Department of Natural Resources and Correctional Industries in 2004.

There are four existing buildings on the site totaling 116,000 gross square feet.

### Development Opportunities

Of the 38 acres that comprise this site, only 26 acres are fully developed and another 4 acres are partially developed with utilities and paved access. These four acres are capable of 80,000 square feet of warehouse, 27,000 square feet of smaller storage buildings, and 12,000 square feet of offices.

Both the 4-acre partially developed property and the 8-acre undeveloped property could



Department of Transportation

May 2006 - Looking SW

## **OTHER OFF-CAMPUS OPPORTUNITY SITES**

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be used for possible expansion of DNR or Correctional Facilities activities or for some other state agency with compatible space requirements.

The site is served with city water and sewer, natural gas and on-site storm water. The site has excellent drainage to allow for further development and the site has excellent access to Interstate 5.

### **Development Constraints**

The property is zoned light industrial and does not have any other restrictions. The only “constraint” would be that any future development be compatible with existing functions. This is a major light industrial compound and should be reserved for light industrial activities.

### **Previous Planning**

Neither the 1982 nor the 1991 Master Plan included this site.

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