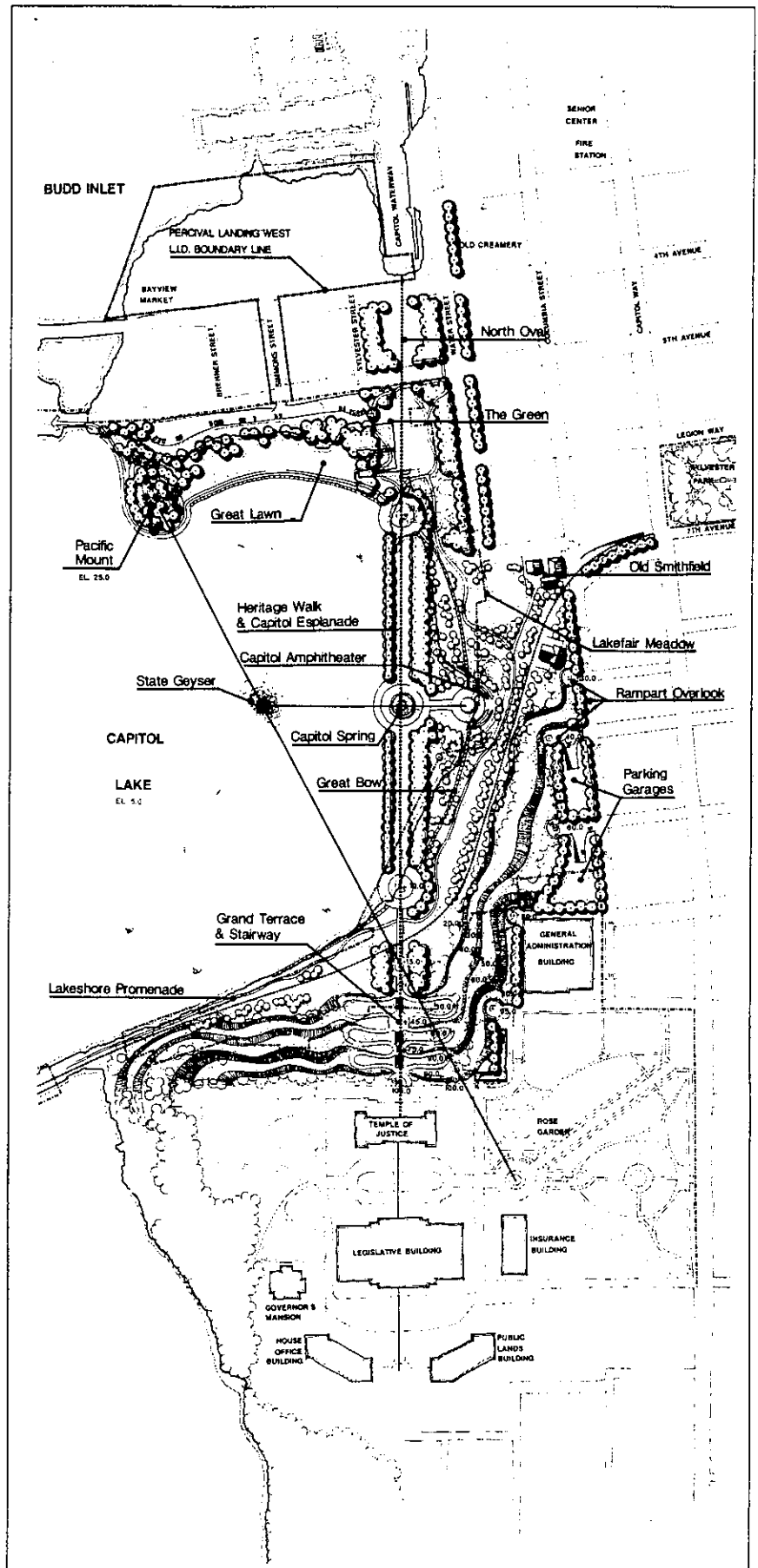


# HERITAGE PARK IMPLEMENTATION STRATEGY

PREPARED FOR THE  
CITY OF OLYMPIA  
PARKS & RECREATION  
DEPARTMENT



**JONES  
&  
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OCTOBER 1988



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# INTRODUCTION

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This report presents an implementation strategy for the Heritage Park in Olympia, Washington. The proposed strategy outlines steps that the Heritage Park Task Force should initiate to continue and expand efforts to promote the development of the park.

The development of Heritage Park will create an enduring legacy for the capital of the State of Washington. It will complete the original plan for the capitol complex prepared by Wilder and White in 1911 and create a grand setting for state government. It will become a civic park immediately adjacent to the downtown, available for major civic festivals and celebrations. The great variety of the park's spaces and vistas will provide settings for numerous recreational activities. The symbolic themes embodied in the park design will commemorate the natural and cultural history of the state.

Realizing this full development potential will require the concerted efforts of the City, State and civic and business leaders of Olympia. Land ownership issues must be resolved, interest and support must be generated and sufficient funds must be raised. Given these needs, there must be a strong organization with the resources to make this plan happen.

The purpose of this report is to outline an implementation strategy for these efforts.

## BACKGROUND

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The design that won the 1911 competition for the plan of the State Capitol building complex envisioned a very special civic space within the City's downtown. As designed by Wilder and White, this space was to provide a visual and physical link between downtown and the capitol, emphasizing Olympia's identity as the Capital City.

The Capitol Group of buildings were laid out so that the main view axis runs north and south, with the Capitol Dome as its focal point. The visual link between the Capitol and the Olympic Mountains and Budd Inlet had been planned along this north-south corridor. The plan envisioned a pair of staircases leading down the hill below the Temple of Justice to a plaza located at the base of the hill. From there, a long, tree-lined pedestrian promenade paralleling Water Street was to have led into the heart of the business section of the city. The architects explained their ideas to the State Capitol Commission as follows:

*"From the site itself, the natural beauties would be apparent, but...without an intimate connection between the capitol and the water..., the present ugly development of the waterfront would be continued... The steep bank at the lower end of Water Street could be regraded and the whole of this section made like a park, furnishing a fine setting... The... park, a naturally charming spot, should be brought into close relation with the...(State Capitol Group)... and from it would be obtained one of the most magnificent views of the Capitol itself. (In this way)...the growth of the City (can) be so directed as to enhance the importance of the State... as the Capitol place..."*

The completion of the Wilder and White Historic Civic Park, would make Olympia one of the most beautiful state capitals in the country. A group of interested citizens resurrected the Wilder and White vision in 1985. They obtained the City's backing and, in 1986, the City of Olympia hired Jones & Jones to prepare a feasibility study and updated design for the State Capitol Heritage Park. Jones & Jones concluded that Wilder and White's vision for a grand promenade connecting the State Capitol group with the waterfront and Olympia's downtown was still possible.

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Since the plan and feasibility study were completed, the Heritage Park Task Force has continued to meet under the auspices of the City of Olympia. The park plan has now been included in the City's comprehensive plan, the parks and recreation plan and other planning documents. The Task Force is now striving for tangible accomplishments towards the park's development.

Jones & Jones has been retained to assist the Parks and Recreation Department and the Task Force in developing a strategy for action.

The results of this brief study are presented in the following sections: (1) Steps common to any implementation approach, (2) Implementation options and (3) a discussion of the Heritage Park Development Corporation.

# FIRST STEPS COMMON TO ANY IMPLEMENTATION APPROACH: POLITICAL FEASIBILITY ASSESSMENT

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## A. POTENTIAL POLITICAL VETO POINTS

The 1986 report on the Heritage Park prepared by Jones and Jones estimated basic park development costs to range from \$16 to \$20 million. Although these are only order of magnitude estimates, they are sufficient to confirm the scale of the project. Development of the park represents a monumental undertaking for a city the size of Olympia. The implementation approach must be designed accordingly. For example, a campaign to sell name-embossed tiles would not be sufficient by itself to raise funds for park construction. Furthermore, a volunteer task force does not have the time to manage a project of this scale. This project requires experienced management and an aggressive fund raising strategy.

Regardless of the particular approach selected to develop the park, the first task is to complete a political feasibility assessment for the project. The original Jones & Jones study addressed most of the technical feasibility issues; however, public policy issues were outside the original scope of work. In addition, there have been changes since that time, including changes in the status of Burlington Northern's ownership of most of the lakefront property. The assessment of these issues will identify any potential veto points or potential needs for changes in park design or development program.

These feasibility assessment tasks can be carried out immediately by members of the existing Heritage Park Task Force. A modest amount of consultant assistance will be required for cost estimating and hydraulic engineering, as described in the following paragraphs. It is suggested that the City support the costs of professional assistance.

Specific issues requiring investigation are outlined below:

1. *Use of fill along the edge of Capitol Lake.* The original study addressed the technical feasibility of filling along the edge of Capitol Lake in order to create the foundation for the promenade. No more than approximately five percent of the total area of the North Basin would be impacted. It was assumed that the City would address all regulatory requirements related to development in the lake when the project moved beyond conceptual design; this issue must now be evaluated.

Two major areas of concern must be addressed to determine how they impact park design and development: (1) The appropriateness of the fill for the requested use (Recreation is considered to be a water-dependent use, and there is no alternative location where this park could be built and

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fulfill the vision of the Wilder and White plan), and (2) Any potential increase in flood hazards as a result of the fill. A response to the second concern will require the services of a geotechnical or hydrological engineer. The Department of Ecology is the agency charged with review and approval responsibility for these issues. (Restrictions on filling Capitol Lake would not necessarily 'veto' the project; instead, the park could proceed under a redesigned concept.)

2. *Acquisition of Burlington Northern land.* Burlington Northern owns approximately 14.5 acres around the shore of Capitol Lake, much of which is included in the design of the complete park. One operating rail line serving one customer traverses the base of the slope; it is paralleled by several storage tracks. When the original feasibility study was completed, it was unclear how long the tracks would remain. The study recommended that alternate ways be found to serve this customer in order to provide the greatest flexibility for the park design.

It is a high priority to determine if it is possible for BNRR to abandon the operating line and storage yard and sell the property. If the operating line must remain, the implications for park development and design must be determined before proceeding further with implementation efforts. If both line and yard are required by the railroad, it may prove impossible to develop the park.

Burlington Northern Incorporated has recently split into two entirely independent companies: Burlington Northern Railroad and Burlington Northern Resources. The latter company includes Glacier Park. In splitting corporate assets, the railroad will retain operating railroad properties and the resources company will obtain resource and development lands. With regard to the Capitol Lake property, it is anticipated that the railroad will retain most of the property because it is still considered to be an operating yard, and the resources company will receive several leased parcels near 7th and Columbia. The actual disposition is not finally confirmed. The issues posed for park implementation fall into one of the two following scenarios (assuming the storage yard can be abandoned):

- a. *If an operating line is required at Capitol Lake.* Special operational and safety design requirements would affect park development adjacent to and over the remaining railroad line. These could be so severe as to make park development infeasible. Easements over and across the



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railroad are regulated by the ICC, thus invoking their safety, height, spacing and other requirements.

Discussions with the railroad should take place as soon as possible to determine opportunities for abandoning the rail line. The initial person to contact in Seattle is Dale O'Dell (Jones & Jones can assist in making this contact).

b. *If the operating railroad line can be abandoned.* If so, the procedures and timing for abandonment must be identified. This can be a lengthy process, potentially affecting the park implementation schedule. Land title must be confirmed, which can be time consuming because of the uncertain status of historic legal records. Reversionary rights to adjacent property owners may also be an issue affecting land title transfer. Staff at Glacier Park may be able to estimate whether land title questions could substantially delay a potential land sale or trade.

Abandonment procedures will probably be required for the storage tracks adjacent to the operating line, even if the railroad line itself is not abandoned.

c. *Two land transactions.* Regardless of the future of the rail line along the lake, park development will in all probability require two separate land transactions, one with the railroad and one with the resources company.

3. *Cost review.* An order of magnitude cost estimate was prepared as part of the Civic Urban Park Concept Feasibility Study in 1986. Costs for park construction ranged from \$16 to \$20 million and up to \$27 million if two parking garages were included. In order to begin a major implementation campaign, it will be necessary to have a high degree of confidence in the cost estimates, and therefore, a new, more detailed estimate is required. As in the original estimate, all relevant costs must be included: construction and materials, land acquisition, fees, sales tax and contingency.

Costs should be presented for each project element to allow phasing. In addition, it would be useful to prepare cost estimates for several levels of development, e.g., from a simple landscaped open area, to an open area with promenade, to the fully developed park.

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Cost estimates could be prepared by Jones & Jones, in conjunction with a contractor familiar with park construction or a cost estimating consultant.

4. *Test the political waters.* For this important civic undertaking there must be strong support within the business community and local and state government. Before initiating a promotion campaign, Task Force members should 'test the water' by meeting with key government and business people to determine the level of interest in the project. In addition to assessing the level of organizational support, the meetings can be useful in identifying those individuals who might become active in working to promote the park as well as in developing the most appropriate implementation approach. If, however, there is limited interest or significant opposition, the group may need to reconsider the project's future.

To begin with, meetings with the following people are recommended (agenda items are also suggested):

a. Wendy Holden, Director, General Administration. (Briefing on the Heritage Park concept; discussion of the proposal to create a North Campus for park development and possibly for future state office development).

b. Jean Gardner and Ralph Munro, Co-Chairs, Centennial Commission (Briefing on the park concept; discussion of the park as a possible Centennial project targeting a specific implementation action for 1989, e.g., land acquisition or forming the Heritage Park Development Corporation with blue ribbon support).

c. Design Advisory Committee for the East Campus Development, members include the original Capitol Campus Design Advisory Committee and selected state legislators (Briefing on the park concept; discussion of the proposal to create a North Campus for park development and possibly for future state office development. Norman Johnston indicated that such a briefing could be an appropriate agenda item for one of their fall meetings).

d. Selected senators and representatives (Briefing on the park concept; discussion of the proposal to create a North Campus for park development and possibly for future state office development).

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e. Selected business leaders (Briefing on the park concept; discussion of the proposal for City acquisition and development of the North Oval).

f. Others as appropriate.

The completion of these four political feasibility assessment tasks will help determine if any revisions are necessary in the park design or development approach. The results should also assist in determining the most effective way to organize and conduct the implementation effort.

## B. HERITAGE PARK DEVELOPMENT CORPORATION

The Heritage Park Task Force has served a valuable purpose over the last three years in overseeing the development of the Heritage Park plan and its incorporation into public policy. As the project moves into an implementation phase a different kind of organization is required: it must have fund raising capability, its members must include 'movers and shakers' in the community who can effectively promote the project, and it must possess the capability to guide the development of a major civic project. The new organization will require capabilities that do not presently exist on the Task Force.

1. The suggested option is for the group to organize as a non-profit corporation. It could be called Heritage Park Development Corporation. (The name that is selected should imply that the organization deals with all aspects of the park's implementation, that it is results-oriented, and that it is independent of a government body, although government representatives may be members.)

2. The new organization's mission would be to promote and guide the development of the Heritage Park. It must have the *flexibility* to be involved in any or all of the implementation phases, depending the nature of the development approach that is selected. Therefore, the organizational mission *should not* be limited to fund raising for land acquisition; that is only one task of the complete work program. A related reason for a broad organizational mission is the need for continuity. It is important to have one organization identified as the project promoter that will be involved for the duration of the project. This is preferable to setting up one group for the land acquisition phase, another for development assistance, etc.

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3. The organization must be able to raise, hold and manage funds on behalf of the park's development. It should also have the capability to hire staff and retain consultant services.

The corporation will select or develop the implementation approach and be responsible for continuing guidance and management of park development. The extent of the corporation's role will vary depending upon which implementation option is selected. Additional details on the Heritage Park Development Corporation's structure and responsibilities are provided in Section V.

# IMPLEMENTATION OPTIONS

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Two implementation options are discussed. They are presented as discrete approaches to park development, but they also represent two ends on an implementation spectrum where a blending of the two options is also possible. The selection or development of an implementation approach will depend on the results of the political feasibility assessment and the determination of what is more realistic given available resources and what will be most effective to accomplish the goals.

The first approach assumes the State will develop the park as part of the Capitol Campus and will bear the responsibility for managing development once the concept is legislatively approved. Under this approach, the involvement of the Heritage Park Development Corporation will be concentrated at the front end of the effort in securing the initial state approvals. The second approach assumes the park will be developed as a civic effort without full sponsorship by the State or City. This strategy calls for phased development and draws on a variety of funding sources. This approach would require the Heritage Park Development Corporation to play a strong leadership role throughout the development and implementation process.

## A. STATE DEVELOPMENT: HERITAGE PARK AS AN EXTENSION OF THE CAPITOL CAMPUS

### 1. Basic Concept

a. The State will extend the boundaries of the Capitol Campus north to encompass the Heritage Park project (North from the General Administration Building along Columbia Street to 7th, west to Water Street, north again to 4th Avenue, west to Sylvester Street, south to 5th Avenue and west again to the bridge). The State will also commit to immediate or phased construction of the park using revenues from the Capitol Trust lands.

b. This provides the State with the opportunity to complete the original Wilder & White plan for the State Capitol complex. In addition, it reserves the opportunity for future state office development on the east side of the lake along Columbia Street (similar to this particular part of the Centennial Campus proposal).

c. Upon adopting this approach, the State would become the project manager. General Administration would be given responsibility for managing the project. At this point, the HPDC would take on a support

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role or possibly take responsibility for a specific park element.

d. Ideally, the park would be developed at one time, but it could be phased over several years.

## 2. Strengths of the Approach

a. This project gives today's governing officials the opportunity to create an enduring legacy for the State.

b. If the State will assume the major costs of park construction, this will significantly streamline organization and fund raising tasks. Legislative action can effectively implement the park in one vote.

c. By extending the campus boundaries the state can use revenues from the Capitol Trust lands to help finance improvements. These revenues are to be used solely for the improvements on the Capitol Campus.

d. If state office development takes place on the eastern edge of the park prior to or at the time of park construction, this would reduce park construction costs. The total area of the park would be reduced, some bank stabilization costs would be absorbed as building construction costs, and some material from the office site preparation could be used for fill for the promenade.

e. The state's commitment to the park would encourage local government or business support for some specific elements.

## 3. To Make It Happen

a. *Organization.* The major task for the HPDC is to secure state approval of the campus boundary extension and to secure state financial support for park land acquisition, design and construction. Cultivating strong political support is pivotal to this approach. To be successful, HPDC representatives must be individuals with clout and with time to meet individually with legislators and selected government officials since the concept can be conveyed most effectively on a one-on-one or small-group basis. This, in effect, requires a concerted promotion and lobbying effort. Some specific tasks include:

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- Map out the required reviews and approvals necessary, including the identification of groups, committees and key individuals. Develop the timing and strategy for meeting with these individuals. Establish a meeting itinerary.
  - As part of the meeting strategy, identify the appropriate corporation representatives to conduct the meetings (This could be a staff role, e.g., executive director, or the meetings could be conducted by members of the Board of Directors).
  - Prepare appropriate support materials for the meetings (see later discussion).
  - Conduct meetings, evaluate feedback from each meeting and modify the strategy and meeting schedule as appropriate.
  - As appropriate, draft legislation.
  - Additional meetings and lobbying as appropriate.

There may be start-up costs associated with this approach, such as consulting assistance in preparing the meeting strategy; legal assistance in drafting legislation; preparation of support material; and staff time if staff is hired to organize and conduct the legislative effort. (The success of this approach depends upon having someone's time almost fully committed to this project for meetings, lobbying, etc. If Board members do not have this time available on a volunteer basis, professional staff may be essential.)

Sources of funds for these initial efforts include corporate donations, individual solicitations or state or local grants.

*b. Initial List of Contacts*

- General Administration - Wendy Holden, Director
- Capitol Campus Design Advisory Committee - Henry Steinhart, Chair and Norman Johnston, member
- State Capitol Committee
- Senate and House Ways and Means Committees
- Centennial Commission - Jean Gardner, Ralph Munro or Putnam Barber

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This list must be expanded and refined based on more detailed knowledge of state decisionmaking processes and key individuals during the workshop to organize the corporation and select an implementation approach or a strategy session.

c. *Support Material.* The Corporation will require some illustrative material that can be used in these one-on-one briefings. The information presented should include a description of the project and its history, the benefits it provides to the State and City and the cost estimates in total and by phases. It is suggested that a bound book or album be used. The presentation should be informal, not glitzy. Illustrations would include the original Wilder and White plan, a current photograph of the site, and plan illustration with description of important themes. Some of the park's commemorative themes could be further illustrated with historic and contemporary photos. A leave-behind is also suggested; this could be something similar to the Jones & Jones project summary for Heritage Park using the same illustrations but modifying the text to suit the purpose. The recipient should be left with the message that emphasizes the legacy that today's legislators can leave to the citizens of the state through the completion of the original Wilder and White plan and the long term advantages of reserving future office development opportunities on the east side of Capitol Lake.

## B. HERITAGE PARK DEVELOPMENT CORPORATION AS PROJECT SPONSOR

### 1. Basic Concept

a. The assumption behind this option, in contrast to the first, is that no single government entity is willing to sponsor and fund the entire development of Heritage Park. The park's development will therefore require a combination of several funding sources: private, local, state, and possibly federal. It will also require its own management organization. (The Olympic Academy project is a local example of this type of organization and development approach.)

b. Principal responsibility for guiding the development of the park will rest with the Heritage Park Development Corporation. The management of this effort will be a full-time responsibility; the HPDC will require staff or professional management consultant (see discussion in B.3.).



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c. Implementation would probably be phased, selecting those elements for early construction that define the essence of the park, reserving other improvements for later years. The following example is one of the many possible phasing schemes:

- Phase 1: Land acquisition for park and North Oval
- Phase 2: Land fill for esplanade and park base; construction of the esplanade, green or Lakefair Meadow area, and Great Bow
- Phase 3: Hillside landscaping, rampart overlooks, finish amphitheatre
- Phase 4: Pacific Mount and Great Lawn, State Geyser, Old Smithfield

The completion of each phase will demonstrate significant achievement towards the park's implementation; which will also build momentum for subsequent steps and encourage continued investment and support.

## 2. Strengths of the Approach

- a. An independent development corporation can be an effective means to undertake a major civic project in the absence of public sponsorship.
- b. The corporation can tap a variety of resources to achieve a substantial fund raising target that could not be accomplished through any single source.
- c. Project phasing allows tangible achievements and the available budget to be matched.

## 3. To Make It Happen

- a. *Organization.* This independent effort requires an exceptionally strong and committed management organization. Staffing or management support is more critical in this option since the corporation will have full responsibility for project management, fund raising from a variety of sources and lobbying at a variety of levels. The corporation must be able to develop and manage a complex, multi-faceted program. In other words, the state may be approached to execute a land trade or

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purchase; the local government may be called upon to acquire and develop the North Oval; federal grants may be secured for specific park elements; and corporate donations may be sought for big ticket improvements; while public campaigns may be run to develop awareness and make a modest contribution to paving the esplanade or amphitheatre. Leading representatives of the organization must be effective both in government and business circles. The Corporation membership must include acknowledged civic leaders and these leaders must also include effective fund raisers or substantial contributors to the project. Once again, the Olympic Academy organization is a prototype for the level of effort required to make this implementation option successful.

b. *Professional management.* The management of a civic effort of this magnitude represents a full-time job and therefore demands professional assistance. This task can be assigned to a management consultant with experience in organizing and fundraising for major public projects or to staff hired by the organization. Depending the extent of services the management costs could run as high as \$75,000 to \$100,000 per year for the duration of the effort. These up-front costs should be included as part of the total fundraising target. Jones & Jones can recommend several highly qualified consultants who have these management and fundraising skills and are knowledgeable of the project. Specific advice on fundraising strategies may also prove to be appropriate.

c. *Support.* For a long range effort that targets a mix of funding sources, there must be strong local business backing of the project in addition to local and state government support.

d. *Sources of funds for project management.* The corporation will need start-up funds. Corporate or other private sources can provide funds in a timely manner; state or local government funds or grant sources may also be available but timing and amount may be constrained. Once staff is on board, generating sustaining funds can be part of the overall fundraising effort.

e. *Work Program.* Once the management approach has been selected and implemented by the Corporation, develop a phased work program with target dates and assignments.

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#### 4. Other Possible Sources of Funds for Portions of the Park

a. *Local Bond Issue or Levy.*

b. *Selling tiles to pave the esplanade, the Great Bow, etc.* Experience from similar efforts in Portland and Seattle demonstrates that this can be effective in generating public support and raising a *portion* of funds required for park development. This can not be the only or even a major source of revenue: Seattle's effort at Pike Place Market grossed only \$1.4 million with net proceeds of approximately \$750,000.

c. *Federal funds.* Although more limited today, there may be small 'pots of money' that can be tapped for portions of park development.

d. *Statewide fund raising.* This option has focused primarily on generating support from local government sources and from business and private sources in Olympia only. However, since this is a park for the state capital, there are opportunities to raise private funds throughout the state. To effectively tap this source will require the selection of appropriate Board members who represent other parts of the State and modifications to the fund raising and public awareness strategy. Before embarking in this direction, estimates are needed regarding the expected return.

Although only two general approaches have been discussed here, there are opportunities to combine aspects of each to form yet another option. The approach selected should be based upon the results of the feasibility assessment, the organization of the new corporation, and in-depth knowledge of the decisionmaking structure in Olympia at both the state and local levels.

# HERITAGE PARK DEVELOPMENT CORPORATION

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## A. CHARACTERISTICS OF THE HERITAGE PARK DEVELOPMENT CORPORATION

The Heritage Park Development Corporation was introduced earlier as a new organization to spearhead the promotion and management of the park project. The effectiveness of this organization is critical to the success of the park effort. This point cannot be overemphasized. The following points highlight some other important attributes of the new corporation:

1. Members of the organization must include 'movers and shakers' among government and business leaders who can be effective spokespeople for the organization and effective fund raisers, and whose participation will encourage others to become involved. *This is absolutely essential to the success of the Heritage Park implementation effort.*
2. The Board of Directors should have a minimum of 20 members and a maximum of 40. Membership should include: community and government leaders, effective fund raisers, 'worker bees' and idea people. A roster this large allows for those who are willing to lend their name but may not be actively involved in Board activities. A large board can be effectively managed using a committee structure.
3. Laying the groundwork for this new organization should begin immediately after the political feasibility questions have been addressed (it may even begin as part of that process). Selection of the original Board of Directors is a pivotal task.
4. The public announcement of the creation of this new organization is an opportunity for much fanfare and publicity for Heritage Park; it should be a public event. Appropriate preparations must be made: this includes selection of the Board of Directors and developing a program for action. The timing of the announcement is also crucial so that it gets proper emphasis and attention. It could be part of the 1989 Centennial celebration: "To celebrate its Centennial, Washington moves to complete the original plan for its state capital! Heritage Park Development Corporation announced; legislation introduced to create the North Campus; land acquisition action proposed." This will require the support of and coordination with the Centennial Commission.

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## B. HOW TO ORGANIZE THE CORPORATION AND SELECT AN IMPLEMENTATION APPROACH

In order to organize the new corporation, discuss/select an implementation strategy and prepare the initial work program, we suggest that the Heritage Park Task Force employ a workshop approach. A workshop would be an expeditious way to focus concentrated effort on moving the project forward. Using a facilitator skilled in the design of action strategies, members of the Task Force would meet for a one- or two-day session to focus on specific organizational issues. In addition to members of the existing Task Force, selected government and business leaders should be invited because of the perspective they could offer on some of the organization and strategy discussions and their potential as prospective members of the new organization. The goal of the workshop is to develop the organization mission statement and work program, list of potential Board members, a task list with assignments and initial implementation program.

It is recommended that such a workshop be scheduled after the feasibility assessment tasks are completed so that the interdependent issues of design, development and organization can be addressed simultaneously.

