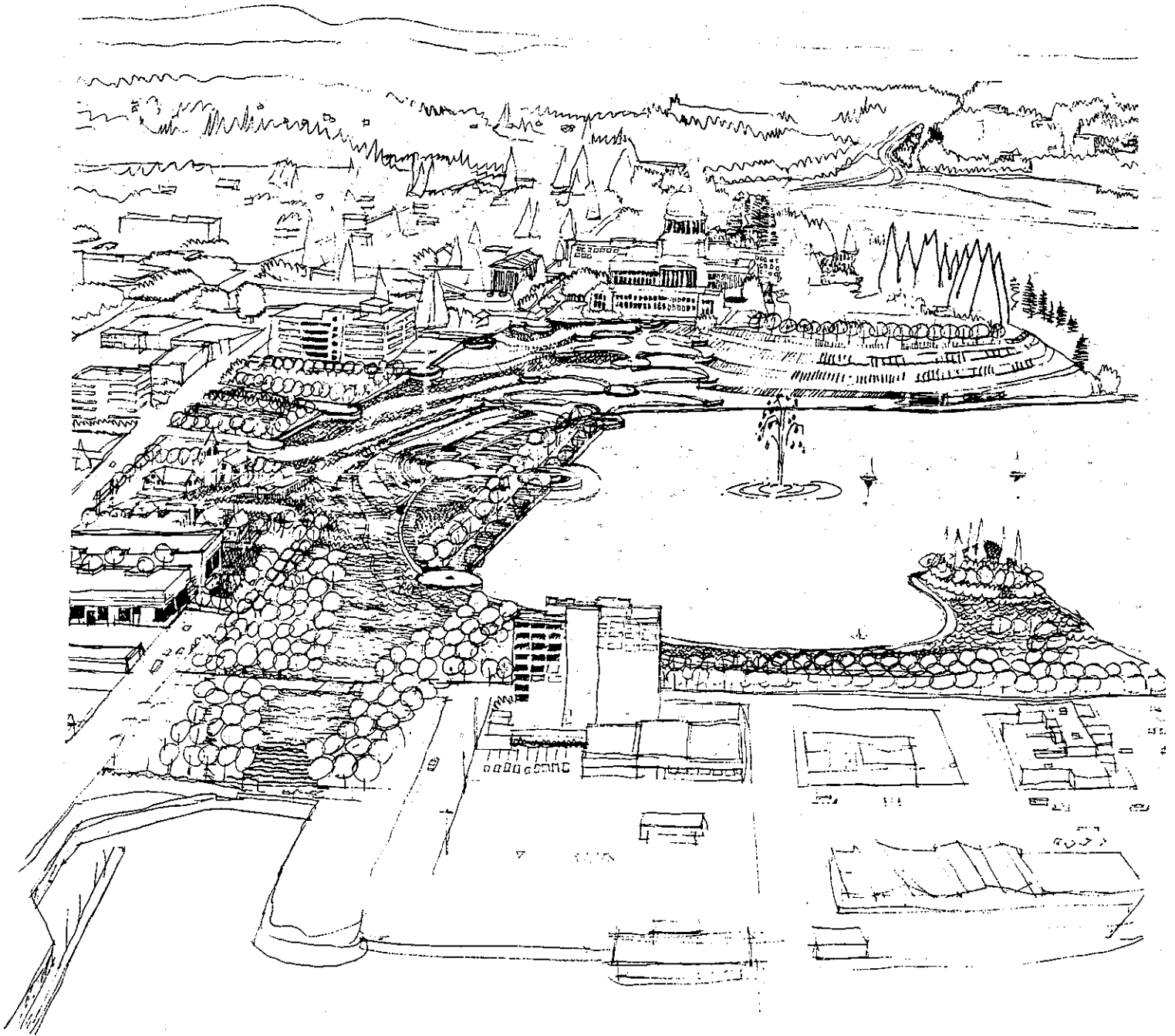


# STATE CAPITOL HERITAGE PARK

JONES & JONES, Architects & Landscape Architects  
Concept Feasibility Study



for City of Olympia  
Planning Department

STATE CAPITOL HERITAGE PARK  
FINAL REPORT  
CIVIC URBAN PARK  
CONCEPT FEASIBILITY STUDY

prepared for

Planning Department  
City of Olympia  
Olympia, Washington

by

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## INTRODUCTION

The purpose of this study is to address the feasibility and impacts of developing a parkway along the eastern shore of Capitol Lake linking the State Capitol Campus with Puget Sound and downtown Olympia.

The notion of connecting Puget Sound and downtown Olympia with the State Capitol Campus along a parkway or promenade was first expressed in 1911 when a design competition for the Capitol Campus solicited design proposals from across the country. Many of the submittals, including the winning Wilder & White Plan, proposed a parkway along the eastern edge of Capitol Lake in line with the northerly axis from the Legislative Building and Temple of Justice. For a variety of reasons this parkway link has not been implemented. In 1984, the City's Heritage Commission began to investigate the original Wilder and White Plan and was soon joined by others in expressing interest and awareness of the unrealized potential in the parkway concept.

Seventy-five years after the idea was initially proposed, the northerly views of Puget Sound from the Temple of Justice and the equally compelling views back to the Capitol dome from northerly points clearly suggest the potential is not lost. Likewise, pedestrian links between downtown and the Capitol Campus are still indirect at best and visitors, residents and workers alike must travel the one-half to three-quarter miles from the campus to the downtown core on city sidewalks. The City of Olympia has commissioned this study to examine the desirability of implementing the Wilder & White Plan or an appropriate variation. The study looks at the possibilities for implementing the original Wilder & White Plan, the opportunities for alternative ways to establish visual and physical park linkage, the capital costs and economic impacts involved and various ways of implementing a preferred plan benefiting Olympia, the county, state and region.

## HISTORICAL CONTEXT

Olympia was first chosen as a temporary territorial capitol by Gov. Isaac Stevens in 1853 and was officially designated as the site for the state capitol by the territorial legislature in 1861. This decision was reaffirmed in 1861 by a territorial referendum and later as part of the statehood/constitutional ballot in 1889.

In 1855, Edmund Sylvester, founder of the city, donated a 10-acre tract of land on a hill overlooking Budd Inlet and designated the tract as "Capitol Place." The legislature voted to accept the land that same year and a temporary

legislative building was constructed in 1856.

In 1893, the new state legislature created a state capitol commission to oversee the location and construction of a capitol building. The Commission sponsored a nation-wide design competition and in 1894 selected New York architect Ernest Flagg from among the 188 submissions. Except for the foundations for the Capitol building, no construction progress occurred over the next 20 years. In 1901, the state bought the Old Thurston County Courthouse which served as a temporary capitol until 1927.

A new competition was held in 1911. Another New York architectural firm, Wilder & White, won the design away from Ernest Flagg. The Wilder & White Plan proposed the grouping of six buildings, five of them symmetrically arranged around a north-south axis with the Legislative Building in the middle. A formally planted parkway promenade at the east end of what is now Capitol Lake extended the main axis of the buildings northwards to Puget Sound and terminated at the proposed downtown train depot. The Olmsted Brothers of Brookline, Massachusetts prepared a plan for a less formal connection in 1912 which included views to the north along the axis and a foot path to Sylvester Park.

Subsequently, most of the original Wilder & White plan was constructed, with the State Library, the Institutions Building, the Governor's mansion (built in 1907) and the General Administration Building being major departures. In 1928 the Olmsted Brothers developed a landscape plan creating the basic pattern of streets, walkways and planting that exists on the West Campus today.

The period between 1929 and 1945 saw many public projects languish due to the Depression and World War II. In 1951, Capitol Lake was formed by the damming of the Deschutes River creating a fresh water basin no longer subjected to tidal fluctuations. Over the years the east side of Capitol Lake has become a railroad line right-of-way for Burlington Northern tracks and the Capitol Waterway Peninsula has been developed for commercial and light industrial uses. These recent developments notwithstanding, the opportunity for completing the link between the West Capitol Campus and Puget Sound and downtown Olympia is still compelling.

#### HISTORICAL DESIGN TRADITIONS

The Wilder & White and Olmsted Plans for the West Capitol Campus, including the parkway, represent two distinct but closely related design traditions. The Wilder & White Plan represents one of the last major projects in the United States of the City Beautiful Movement. Based on 17th

century Baroque Planning in Europe, the tradition is the epitome of rational thought of the time in which nature was seen as formal and geometric in its origins. Characterized by the formal linkage of landscapes on a grand scale, Versailles and Washington, D.C. are notable examples of this tradition.

On the other hand, the Olmsted Plan represents the Landscape Tradition with origins in 18th century England and a strong foundation in classical literature and landscape painting. The belief that nature is informal and irregular evolved a simple "naturalistic" design vocabulary with masses of trees, large meadows and water bodies. The best examples of this tradition are Central Park in New York City, and, more locally, Volunteer Park in Seattle and Manitu Park in Spokane.

#### ANALYSIS OF SITE CONDITIONS

##### Geology and Soils

A review of several geotechnical reports for projects in the vicinity and a geologic map of the area indicates the presence of the following soil types:

- o The basal unit is a medium stiff to very stiff, tan to gray, sandy silt lacustrine formation apparently deposited in a lake which developed between the Black Hills-Maytown Upland area, to the south and the margin of the Pleistocene glacier which invaded the area some 13,500 to 15,000 years ago.
- o Very soft to soft, tan and gray, silty clays to clayey silts with minor amounts of sand deposited in an estuarine environment.
- o Very soft to medium stiff, sandy silt to silt, slope wash materials and landslide debris, on the banks of the slopes which descend from the Capitol campus to Capitol Lake.
- o Very loose to medium dense, silt, sand, gravel, cobble and boulder fill, forming the support for the railroad yard, parking areas, beach and canyon fill, east of the Temple of Justice.

Ground water levels throughout the area are elevated above those which would normally be anticipated for a waterfront. Within Capitol Lake there is a flowing artesian well. Water is also present at elevated levels in the canyon fill area. Finally, due to the relatively fine-grained nature of most of the site soils, a seasonal perched ground water condition



probably develops wherever the ground surface is flat or depressed.

Sediments currently present in the lake basin probably consist of very soft to soft silts and clays with some very loose sands. Typically, when fill is placed onto soils of this type the underlying material is unable to support the newly imposed loads. As a result, these soft soils frequently will be pushed aside by the new fill. When this happens, the new fill may sink downward through the existing loose sediments displacing them to the side. The dislodged or displaced dirt characteristically bulges upward in a form that is called a "mud wave."

Several options are available for controlling, managing or minimizing mud wave related problems. If only a very small and shallow fill is constructed, the weight of the new soil may not exceed the carrying capacity of the underlying materials and a mud wave would not be generated. A limited fill of this type may, however, not be adequate enough to permit development of a park area above the elevation of Capitol Lake. A second possible approach would involve the installation of a barrier, such as a sheet pile wall, at the margin of the area to be filled. Assuming that any wall which is constructed is capable of resisting any lateral loads which are developed by filling, generation of the mud wave could be prevented. A third approach to managing mud wave generation would involve construction of an embankment with a select free-draining, granular material, recognizing that this embankment will produce a mud wave. Provided that this embankment is appropriately configured, it would then be possible to remove the displaced soil from within the lake basin. The most appropriate specific scheme for establishing a clearly defined lake shore, should be based upon the specific shoreline configuration desired, materials available for construction, and actual soil conditions present in the park area.

The slopes between the Capitol Campus and the level of the Capitol Lake presently are subject to downslope creep as well as periodic slumping and sliding. If left in their present condition, they will continue to slide, primarily during periods of very heavy rainfall. As a result, portions of the parking areas and drives, especially adjacent to The Temple of Justice and the General Administration Building, will continue to be lost. Depending upon existing soil characteristics, which would be determined by an appropriate geotechnical exploration program, it should be possible to design a stable slope configuration which could be achieved by mass grading of the hillside. Although this would probably require removal of the trees present on the slope, failure to regrade the bank

will eventually result in the loss due to sliding of some or all of the timber, with time.

### Traffic and Circulation

The city is currently looking at the downtown area from a systems standpoint to develop an overall strategy for downtown circulation and to recommend solutions that will improve access to the Capitol and general circulation in the downtown core. Presently, the 4th and 5th Avenue bridges over the Deschutes Waterway are carrying over 46,000 vehicle trips daily. Each bridge is only a single-lane structure and is operating at or over capacity.

The principal access routes into the city from Interstate 5 consist of a one-way coupler comprised of State Avenue (westbound) and 4th Avenue (eastbound) via Plum Street, and Capitol Way via direct ramps.

Daily traffic volumes are measured at 21-22,000 vehicle trips per day at Sylvester and 4th Avenue and 15-16,000 vehicle trips per day at Sylvester and 5th Avenue.

Current peak hour traffic volumes using 4th and 5th Avenues would make an at-grade pedestrian crossing difficult. No alternative routes exist to cross the channel of water separating Budd Inlet from Capitol Lake to west Olympia where the Thurston County Administration Offices and the Courthouse are located. Future traffic volume forecasts suggest continued increases in vehicle trips as development on the west side continues.

### Parking

Parking is a critical problem in downtown Olympia, especially during the legislative session. Currently, the City is involved in a downtown parking survey. While not yet complete, the survey points out a number of problem areas. Long-term parking generally occurs on city streets, locking up these spaces for most of the working day, while short-term parking generally occurs in the various parking lots and garages around the downtown core. Preliminary recommendations suggest that long-term parking should be directed to off street lots in garages, allowing for short-term parking on city streets close to shops and other destinations. The state is building a parking lot for state workers and visitors southeast of the Capitol Campus.

### Burlington Northern Tracks

The railroad track which traverses the base of the slope below the Temple of Justice carries 3 trains a week on

Tuesday, Thursday and Saturday and includes several side tracks for storage of vacant cars. The line serves the Delson Lumber Mill on the west side of Budd Inlet northwest of Olympia.

Burlington Northern intends to vacate all the storage tracks at some point in the future but will retain the mainline track in anticipation of a resurgence in the lumber industry.

#### Land Use and Ownership

The majority of the land within the area encompassed by the proposed parkway is owned by the State of Washington and Burlington Northern. The land area bounded by 5th Avenue, Water Street, and Sylvester is leased by the City from the State Department of Natural Resources. The State owns all of Capitol Lake. (See Figure 1. Land Ownership.) It is both remarkable and fortunate that 75 years after Wilder & White first proposed the idea of a parkway, 80-90% of the land and water area involved remains in public ownership.

The Burlington Northern Railroad right-of-way runs from the Capitol Lake Crossing to a tunnel at 7th Street. The south and southeast edges of the proposed parkway site are bounded by state governmental buildings. The northwest corner is a city park. The entire west side of the proposed site is water with the northern edge bounded by urban arterials (4th and 5th Streets) and commercial development.

#### Economic Impacts

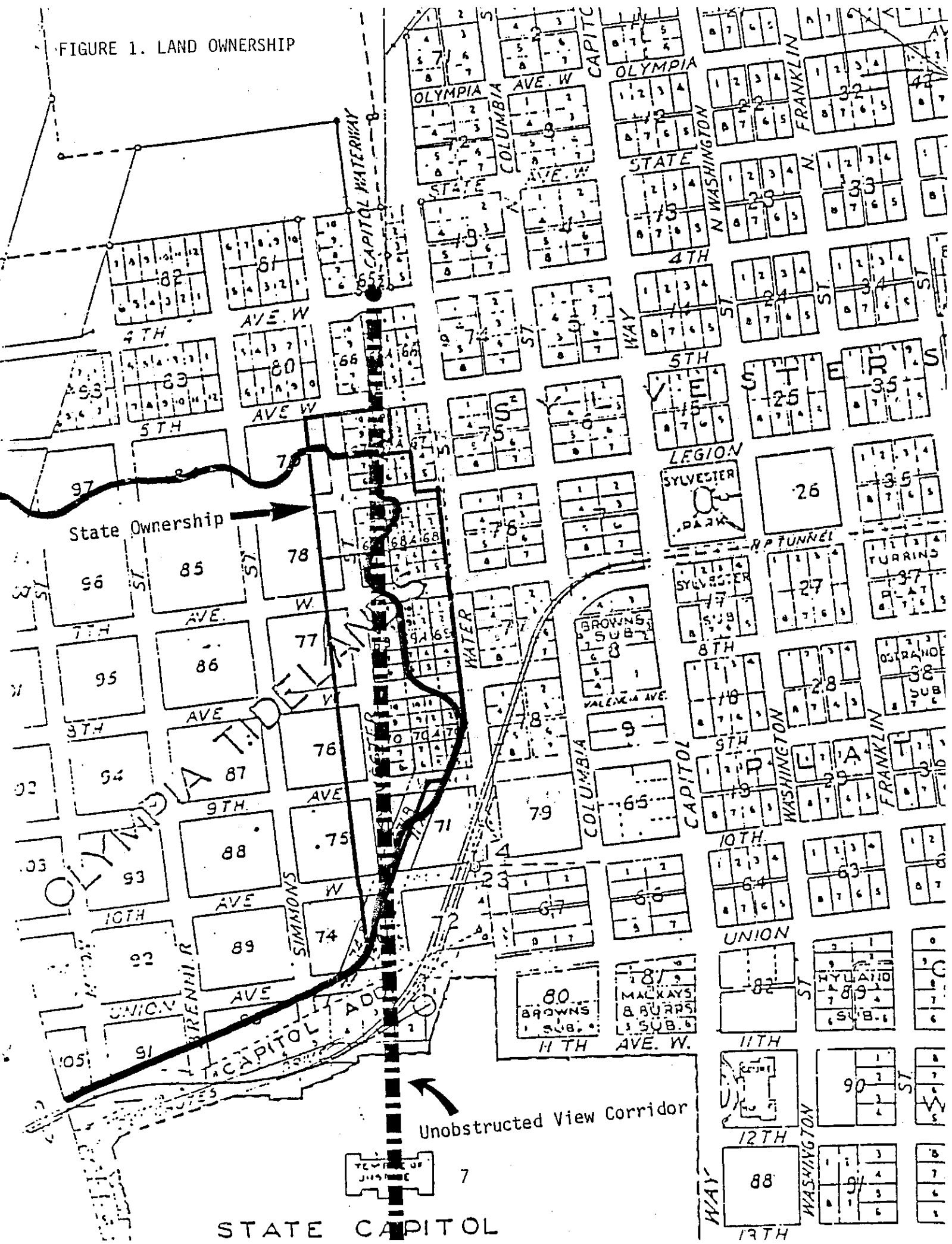
The economic impact of the proposed parkway will be twofold, depending on the nature of the development itself.

Initially, there are one-time benefits, which will derive from the construction jobs and materials used in implementing the design. The jobs will generate payroll and Washington state taxes, while the materials and services will provide revenues for local businesses as well as tax moneys.

In addition to these primary benefits, there will be a "multiplier effect" of approximately twofold. Wages paid will be spent for goods and services whose recipients will similarly spend their revenues for goods and services. Once in place, the facility would require operation and maintenance, such as gardening, and continuing supplies, mostly purchased locally within the state.

Whether the park becomes a tourist destination depends largely upon the nature of development and its ability to

FIGURE 1. LAND OWNERSHIP



attract people to it. Visitors and tourists spend money for foods and beverages, for gasoline, for parking, for souvenirs and general goods and services. Tourists, if what is designed becomes a tourist attraction, also spend money for admissions, for overnight stays, additional foods and beverages, souvenirs, etc. Tourist expenditures are an important asset to any tourist destination. For example, three major attractions alone (Henderson House Museum, Pabst Brewing and the State Capitol Campus) brought an estimated \$18 million to Olympia last year.

When the development itself has been delineated, the probable economic impact from both the construction phases and ongoing operations can be calculated.

### Long-Range Plans

The Master Plan for the Capitol Campus, prepared in 1982, proposes, among other things, an annex to the Temple of Justice. This 3-story underground facility would be located just north of the Temple of Justice and would extend to the bluff, with 3 levels receiving natural light from the north.

The Washington State Historical Society is currently looking at the Old Thurston County Courthouse as a site for the Washington State Historical Museum. The Courthouse site would provide a direct link to the West Capitol Campus and opportunities for integrating aspects of Washington State's history into the overall theme of the Civic Urban Park. Similarly, if the Courthouse site does not work out, a number of sites within the Civic Urban Park study area would be appropriate for locating the Historical Museum.

### CULTURAL EVENTS AND OPPORTUNITIES

A variety of cultural events and opportunities exist in and around the proposed parkway site. Current activity includes daily use of the lake shore for passive recreation such as walking, picnicking, and bird watching among others. The Deschutes River Recreation Plan proposes pedestrian and bicycle use around the entire perimeter of Capitol Lake. Wind surfing and small boat sailing are common on the lake itself. Capital Park, on the corner of 5th Avenue and Water Street, has a children's play area and is the site for many community events. Capitol Lakefair, traditionally held the week after the 4th of July, includes a parade, fireworks, hydroplane and sailboat races and a carnival in the parking lot of Capitol Park. Harbor Days, on Labor Day, includes tug boat races around Budd Inlet north of Capitol Lake.

The City of Olympia and private developers have contributed much to the area in terms of attractions and amenities of

interest to potential visitors as well as Olympia residents and state government workers. Existing and proposed development in and around Percival Landing and Percival Landing West, such as the Farmer's Market, several restaurants, boardwalks, etc. provide for an increasing number of cultural and commercial attractions. The new Washington Center for Performing Arts, across from Sylvester Park, will host major attractions. Likewise, current efforts to utilize the old Thurston County Courthouse for the Washington State Historical Museum will provide for additional cultural attractions if successful.

Other cultural opportunities offer state-wide reference and appeal and are potential themes for parkway development. There are 39 counties in the state, each contributing its own bit of history to the state's history; each with a significant role in the state's economy; each located within a distinct physiographic region or life zone; each with its eye toward the future. The same could be said for the approximately 266 cities and towns, 24 Indian tribes and 1.2 million families and 4.4 million individuals who reside in Washington State. Increasingly this future is oriented towards the Pacific Rim nations and international trade relations. This array of past, present and future events provides a variety of opportunities for celebration or commemoration of the history of Washington State. The upcoming centennial celebration, less than 3 years away, will undoubtedly draw attention to Washington State's heritage--past, present and future.

#### CONCEPT EVALUATION

The Wilder & White Plan and two Jones & Jones options were reviewed and evaluated in terms of physical and aesthetic attributes and estimated costs. The cost figures are generous in that they account for costs involved in designing, managing and administering the project, sales tax and contingencies, in addition to material and labor costs of construction. These evaluations are briefly described below:

##### Wilder & White Plan

This plan called for a grand staircase descending the slope north of the Temple of Justice, anchored by a plaza at the base of the slope with a triumphant arch as its centerpiece. A long esplanade of approximately 2100 feet in length traversed the eastern shore of what is now fresh water Capitol Lake in line with the northerly axis from the Temple of Justice and Legislative buildings. The axis was terminated by the railroad depot and plaza just north of 5th Avenue. The esplanade was formally planted with

approximately 200 large shade trees and was likely to be paved with Wilkeson sandstone, the same material that faces the exterior of the Legislative Building. (See Figure 2.)

The plan provided for both visual and physical linkage along the northerly axis. Presumably, the physical link allowed access from the railroad depot to the Capital Campus and vice versa. The design character was an extension of the classical style expressed in the Capitol architecture.

Since the preparation of the Wilder & White Plan in 1911, the Burlington Northern Railroad tracks and 5th Avenue have become major barriers to the unimpeded access along the proposed esplanade. If the Wilder & White Plan were implemented today, a tunnel would be necessary to accommodate the railroad and a pedestrian overpass would be necessary to cross 5th Avenue. Both elements would require modifications in the original plan. The block bounded by 4th & 5th Avenues and Water and Sylvester Streets would have to be acquired and the buildings demolished. The estimated costs for implementing the original plan with necessary modifications range between 25 and 30 million dollars. Without the tunnel and overpass the costs would be reduced by approximately 8.4 million to range between 17 and 22 million dollars.

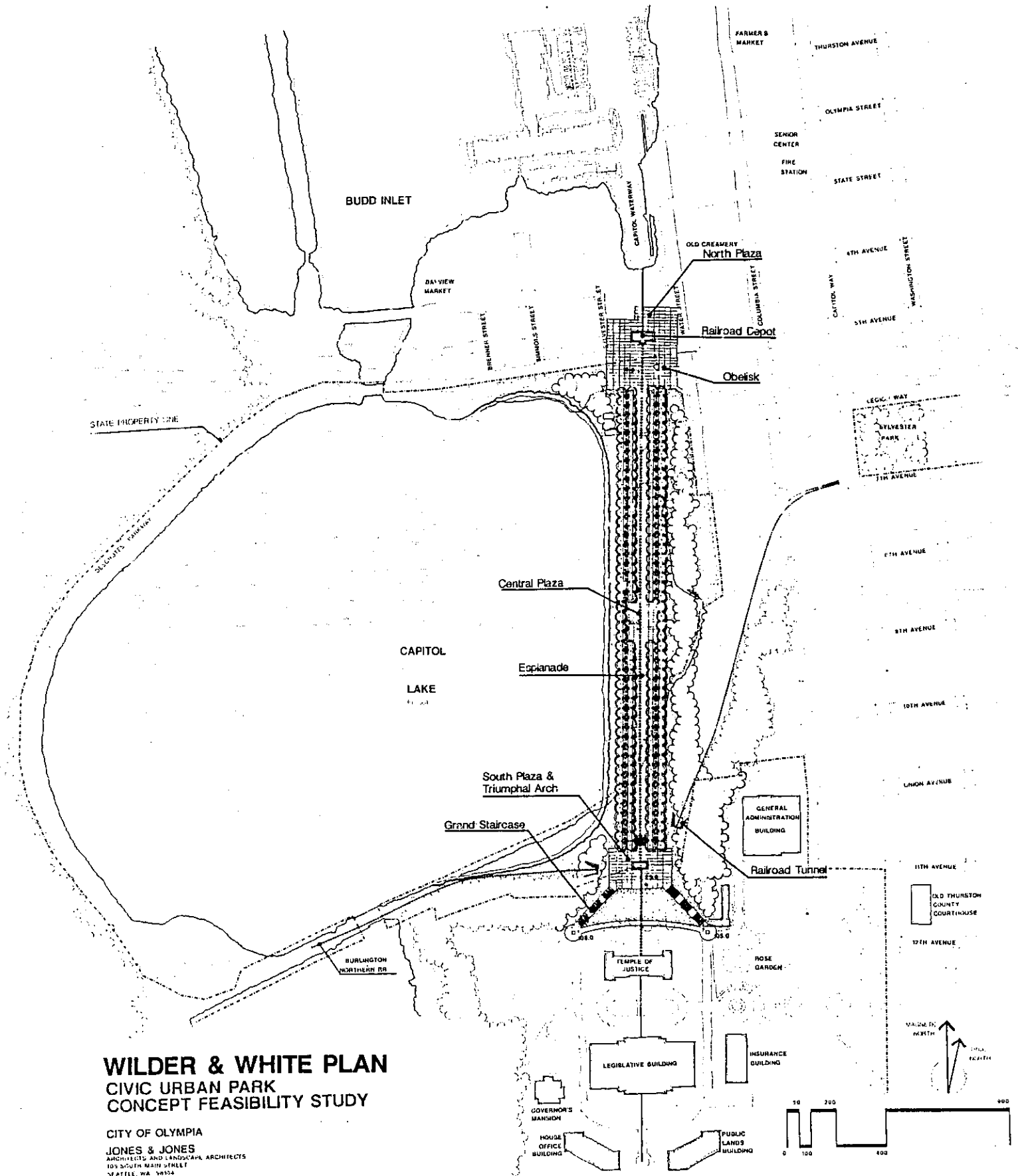
#### Option 1

This plan incorporates elements of the Wilder & White Plan, specifically the Grand Stair and Plaza and the North Plaza shifted to the south side of 5th Avenue and many of the naturalistic elements of the Olmsted Plan including a pedestrian link with Sylvester Park. The esplanade is eliminated in favor of a tree-lined pedestrian link along the bluff east of Capitol Lake which links the Capitol campus with the downtown core, specifically Sylvester Park. A recreational shoreline is maintained with a trail and informal plantings. The visual link along the north axis is maintained with minimal attempts to screen conflicting commercial development along 5th Avenue. A flower garden is incorporated into the center of the Grand Stair which is conceived as a place for ceremonial functions as well as a prominent viewpoint. The estimated costs to implement this option range between \$6 and \$10 million dollars.

#### Option 2

This plan makes a departure from the Wilder & White Plan though it strives to meet its intent and spirit in a 1986 style. The Grand Stair is replaced with a more informal, but symmetrical, ramping pathway terminating in a ceremonial bowl, which would lie atop the railroad tunnel. (Note: This

FIGURE 2. WILDER & WHITE PLAN



**WILDER & WHITE PLAN**  
**CIVIC URBAN PARK**  
**CONCEPT FEASIBILITY STUDY**

CITY OF OLYMPIA  
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configuration would accommodate the proposed Temple of Justice Annex just north of the Temple of Justice.) The banks to the east and west of the ceremonial bowl would be terraced with wildflowers and forbs from Eastern and Western Washington planted along the hillslope. The visual axis to the Capitol Waterway is maintained and terminated by a tree-lined meadow between 4th and 5th Avenue and Sylvester and Water Streets. Extensive screening of commercial development along 5th Avenue would be accomplished by tree plantings.

A recreation trail would traverse the lake shoreline's edge linking with shoreline trails to the south and east. A prominent peninsula knoll would be created near the Deschutes Waterway, offering another visual axis to the north and a viewpoint back towards the Capitol Campus. The area between the peninsula and Capitol Lake Park would be partially filled as a water garden with a boardwalk along the north edge of Capitol Lake. A boardwalk crescent along the northwest tip of the West Capitol Campus would offer a point for recreation trail users bluff to rest, picnic and enjoy views of the park.

The pedestrian promenade along the bluff east of Capitol Lake would be expanded into a series of ramparts that would form a pronounced edge to the city grid and offer dramatic views as people travelled from the Capitol Campus to the downtown area. The Plan also suggests a retail mall connecting Sylvester Park with the Capitol Lakeshore. Two parking garages are proposed along the rampart wall and pedestrian promenade to accommodate tourists and other visitors to the Capitol Campus and downtown area.

The costs involved in implementing this option (not including the privately developed retail mall) range from 16 and 20 million dollars.

#### Comparison and Summary

The cost range for each option is presented in Table 1.

Table 1. Cost Comparisons of Concept Options

Wilder & White (with tunnel & overpass)	\$25 million - \$30 million
Wilder & White (without tunnel & overpass)	\$17 million - \$22 million
Option 1	\$ 6 million - \$10 million
Option 2	\$16 million - \$20 million

The Wilder & White Plan for the Parkway is most true to the design character of the West Capitol Campus Building Group

largely because it is an incomplete element in the original plan. Many changes have occurred since 1911 that limit the plan's potential, namely; the commercialization of 4th and 5th Avenues impairing the quality of the views to the north; the absence of the railroad depot at the axis terminus; and the presence of the railroad at the base of the slope below the Temple of Justice and General Administration Building.

Option 1 represents a scaled-down version of the Wilder & White Plan and a marriage with some elements of the Olmsted Plan of 1912, specifically a natural shoreline and landscape. It is the least expensive option to develop and could provide the first step in implementing Wilder & White over time.

Option 2 is as sculptural and appropriately monumental as the Wilder & White Concept and represents a variety of options and opportunities for statewide appeal. It occupies a mid-range in cost of development. It also addresses related needs such as parking, pedestrian access, relationship with Percival Landing and Percival Landing West, and adds the element of the rampart wall as an edge to the grid geometry of the city. The ability to accommodate the possibility of a Temple of Justice Annex is also addressed.

Upon review of Wilder & White and the two options, the Task Force identified the major virtues of each as guidelines for the final design concept. These virtues are summarized below, followed by a description of the final concept.

- o Incorporate block bounded by 4th and 5th Avenues and Water and Sylvester Streets
- o Degree of formality (classical character) is as important as walking the axis
- o Views from the north towards the Capitol very important
- o Provision for large open space to accommodate Lakefair and similar activities is desirable
- o Access from Temple of Justice to Capitol Lake shoreline important
- o Degree of formality consistent with the classical character of the Capitol Building Group is important
- o Grand space for ceremonies and concerts desirable
- o Combine the virtues of the Wilder & White Plan with the Olmsted Plan

- o Protect hillside, especially around Temple of Justice
- o Maintain pedestrian access around lakeshore

FINAL DESIGN CONCEPT: State Capitol Heritage Park

### Concept Description

The final design concept was endorsed by the task force with the suggested name of State Capitol Heritage Park. (See Figure 3.)

The concept integrates three systems of thought--a spatial concept that is both formal and naturalistic; a concept of geographic symbolism that reflects the biological diversity of the state and region; and a commemorative concept that celebrates the state's cultural tradition.

The concept builds upon the tradition of formal geometry represented by the Wilder & White Plan by establishing formal axes, termini and spaces. Within this formal context, the naturalistic traditions of the Olmsted Plan are reflected by an interplay of less formal and more naturalistic landscapes. The concept acknowledges these traditions, not for sentimental reasons, but because they represent appropriate solutions to design problems. The rationales for both the Wilder & White and Olmsted Plans are brought into the present by creating spaces which reflect the cultural history of Washington State while providing for contemporary function and use.

The backbone of the final concept is the dominant (magnetic) north-south axis between the Temple of Justice and the Capitol Waterway. Four major elements are located along this axis which together allow a visually uninterrupted sight line and continuous physical access between the West Capitol Campus and the Waterway.

The first of these elements, the Grand Terrace and Stairway, is a formal stair and rampway which descends the Capitol bluff to the near shore of Capitol Lake. The stairway follows the main axis in a series of circular plazas connected by steps. Symmetrical ramps join the plazas by traversing the slope at an 8% grade providing a leisurely alternative to descending the stairs. As the ramps curve and bend downward, earthen shoulders with stone walls frame the expansive views to the north. The slopes adjoining the stair and rampway are terraced to extend the sense of drama and expansiveness as well as stabilize the slope. These terraces will be planted in wildflowers and lawn to

represent the flora of Eastern and Western Washington.  
(NOTE: The terraced hillslope and stairway can accommodate the proposed underground annex to the Temple of Justice).

The Grand Terrace and Stairway will commemorate the leaders of the three branches of government, namely; the executive branch (the stairway), the legislative branch (the rampway); and the judiciary (the earthen shoulders and walls). Commemoration may be in the form of special plaques, inscribed brick or stone or by other means.

(NOTE: At this point the Burlington Northern Railroad line, to be reduced to a single track in the near future, will continue along the southeastern shore of Capitol Lake. Costs estimates to tunnel or bridge over the track were very expensive, given the severe technical problems involved. To predicate a costly design solution on the existence of a facility that may ultimately be removed could not be justified).

The second element, the Capitol Esplanade, begins at the lakeshore near the base of the terraced stairway. A wide, tree-lined walkway, punctuated by three circular plazas, follows the axis and creates a formal eastern lakeshore. Incorporated into the esplanade is Heritage Walk, a special area for commemorating the role individuals and families play in Washington State's history. Midway along the walk is Capitol Spring, a circular pool of welling water symbolic of the fresh, abundant water supply throughout the state. The esplanade begins and ends with circular plazas which join with the existing shoreline. Site furniture will adorn the plazas and walkway in the form of flag poles, lighting and seating.

Immediately north of the esplanade is The Green, a large informal, open meadow enclosed by informal groves of trees. While the main axis continues to cross the center of the meadow maintaining the visual link to Puget Sound, the pathway is treated informally leaving the axis and winding along the edge of the space to return to the axis at an on-grade crossing of 5th Avenue. The Green will provide a large open area for passive recreation, public assembly and views back towards the Capitol Building Group.

Across 5th Avenue, the North Oval, the fourth element, encompasses the block bounded by 4th & 5th Avenue and Sylvester and Water Streets. This area is fundamentally important to completing the physical and visual link to the Capitol Waterway. The oval is conceived as a special gathering place for Olympians and their visitors and a link to waterfront parks and attractions. The along-axis view southward towards the Capitol dome will be dramatized by the

tree lined esplanade and Grand Stairway. Views northward to the Waterway will be immediate.

Two cross-axes intersect with the main north-south axis forming the basis for other concept elements. A diagonal northwesterly axis intersects the main north axis and the east-west axis of the West Capitol Campus. It terminates at the Pacific Mount, a promontory created by extending the north shore just east of the 5th Avenue bridge. Prominent views back to the Capitol Building Group will also be possible from the Mount. This area will acknowledge the growing trade relationships between the Pacific Rim nations and the State of Washington. Sister cities, national flags, and plant material will commemorate the role of other nations in Washington's future.

The area between the Pacific Mount and The Green will be filled and developed as The Great Lawn. This area is destined to become the choice spot for dramatic views of the Capitol Building Group and the Grand Terrace & Stairway. The existing parking lot will be expanded. Shade trees will be planted to separate the Great Lawn from the influence of 5th Avenue traffic and the parking lot. The lawn will slope towards the water providing space for unorganized sports, sunbathing, picnicking and access to the water for windsurfers, pram sailors, canoers and kayakers. (NOTE: Currently, swimming is not allowed in Capitol Lake due to water quality problems. Likewise, power boats are not allowed in Capitol Lake).

The shoreline edge of the Great Lawn will be defined by a stone or concrete band. This band will form a great arc which will sweep overland demarking the current curve of the shoreline. This Great Bow will commemorate the significant role of native peoples in Washington's history and allow them to recognize past, present and future leaders in some meaningful way.

An east-west axis intersects the Great Bow at the apex of its curve, and the north-south axis at Capitol Spring. The western terminus of this axis is the State Geyser, a 100' high column of water that will spout intermittently. The geyser is also aligned with the northwesterly axis to Pacific Mount. The eastern terminus to this axis is the Capitol Amphitheater. This area is intended to host outdoor gatherings for concerts, speeches and celebrations and will accommodate 5,000 people. The amphitheater will commemorate state leaders in the arts and education fields.

Other elements of the concept plan are not related to this axial system. Two elements share the corner of 7th Avenue West and Water Street, Lakefair Meadow and Old Smithfield.

Lakefair Meadow is an open, level area which will accommodate Lake Fair activities and similar civic functions. Old Smithfield is an assembly of historic buildings typical of early settlements in the region. The buildings may be authentic replicas or relocated structures. Potential uses of the area range from gift, souvenir, and food shops to interpretive museums and exhibits. The site can also accommodate the Washington State Historical Museum if they choose to locate here.

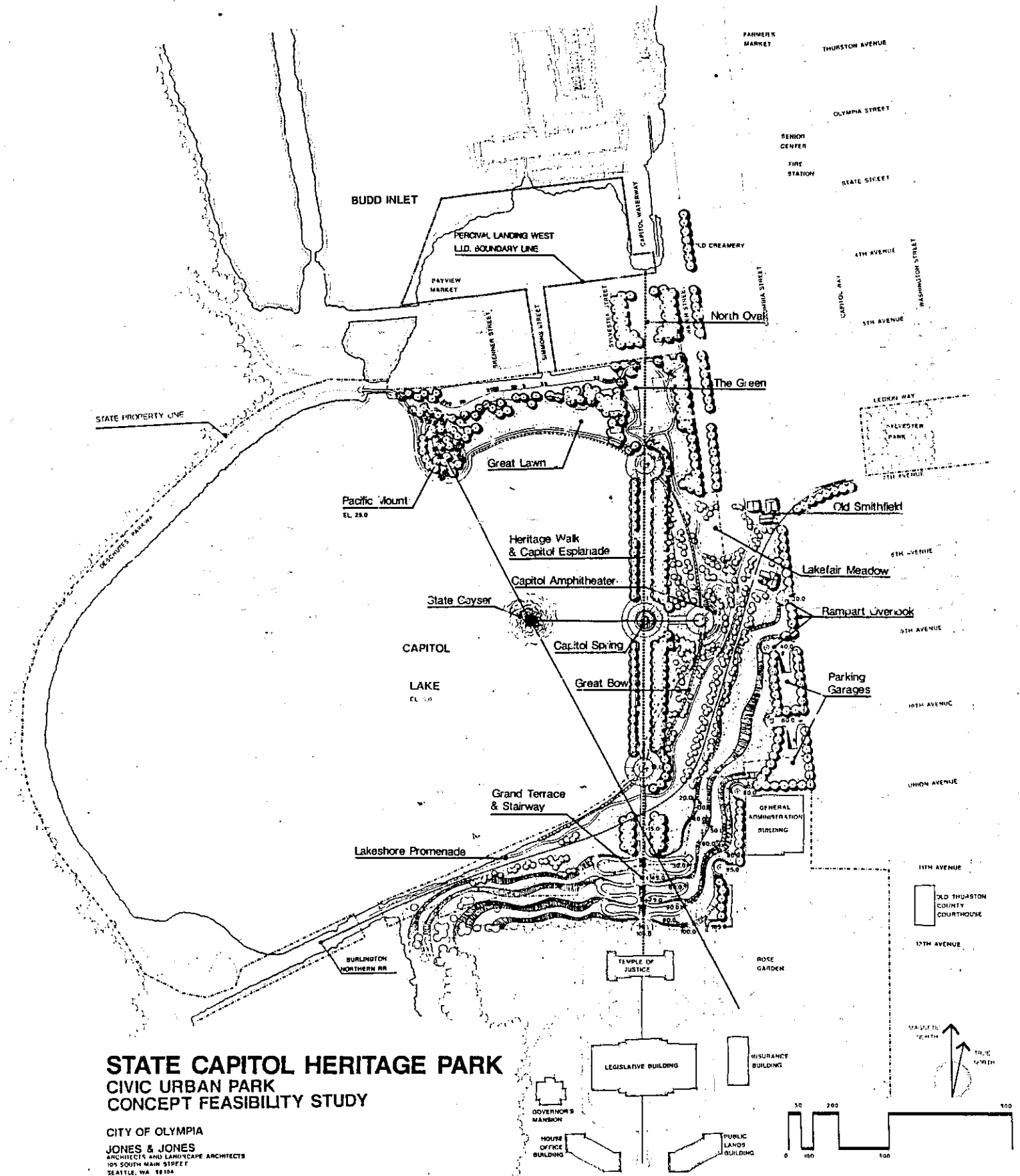
Another element, the Lakeshore Promenade, will connect with the proposed Deschutes River Parkway in circumnavigating the Capitol Lake Shoreline. From the south, the Promenade will follow the lakeshore until it reaches the intersection of the Esplanade and Grand Stairway. There it will follow the Great Bow (current shoreline) inland around the backside of the amphitheater to the north end of the esplanade where it rejoins the lakeshore. The Promenade will continue on to Pacific Mount and the bridge over the Deschutes Waterway. This area will be used for jogging, walking, bicycling and roller skating.

The Rampart Overlook, is a masonry wall forming a pronounced edge to the city grid between 11th Avenue West and 8th Avenue West. Circular overlooks form the west terminus of 11th Avenue West, Union Avenue West, 10th and 9th Avenue West and Valencia Street. The overlooks are connected by a tree-lined walk along the top of the bluff. The walk provides a pedestrian link from the West Capitol Campus to the downtown core and ends at Sylvester Park. The Ramparts will offer dramatic views of the Olympic Mountains to the north and of the parkway immediately below the bluff. The Rampart walls and overlooks will commemorate the ethnic origins of the state's immigrants, past, present and future. Adjoining the rampart are two underground parking garages that will provide space for 350-550 cars (2-3 levels) and are intended to accommodate visitors to the Capitol Campus and downtown area. Landscaped plazas will cover the garages from view. One level in each garage replaces 2 surface lots with approximately 175 parking spaces.

#### Cost Estimate

The cost estimate for implementing this concept ranges between 16 and 20 million dollars. Budgets by concept element are presented in Table 2. These costs include contingencies, design fees, project administration costs and sales tax in addition to construction materials and labor. The parking garages would cost an additional 5-7 million dollars. (See Table 2 for Budgets by Concept Element).

FIGURE 3. STATE CAPITOL HERITAGE PARK CONCEPT PLAN



**STATE CAPITOL HERITAGE PARK  
CIVIC URBAN PARK  
CONCEPT FEASIBILITY STUDY**

CITY OF OLYMPIA  
**JONES & JONES**  
 ARCHITECTS AND LANDSCAPE ARCHITECTS  
 105 SOUTH MAIN STREET  
 SEATTLE, WA 98104

## Feasibility of Construction

The construction of the final design concept is entirely feasible in spite of the technical problems associated with the lake basin sediments and the instability of the slope below the Temple of Justice. The construction of Pacific Mount, The Great Lawn, and the Capitol Esplanade will involve the driving of sheet piles to form a new shoreline edge and to accommodate fill material. Imported fill will likely be required for Pacific Mount and Capitol Esplanade to minimize settling and maximize load bearing capacity. This fill will likely create "mud waves" (displaced dirt) between the piles and the current shoreline. However, this material will serve as suitable fill for the Great Lawn and the area between the Esplanade and Great Bow, though additional fill material may be required to bring the areas up to appropriate grades.

The construction of the Grand Terrace and Stairway will require major modification of the hillslope gradient. Terracing of the hillslope will accommodate the stairs and rampways as well as the wildflower gardens, and provide for long-term stability of the entire slope area.

## ECONOMIC IMPACTS

### Construction

The positive economic impact of construction of the final design concept is based on the planned expenditure of about \$20 million. It is assumed that the expenditure will be made over a 2-5 year period and that it would be equally divided between labor and material. (See Table 3.).

An expenditure of \$10 million on materials and services would result in a \$30 million infusion of money into the area's economy. The expenditure of \$10 million for labor is equivalent to about 200 person years in terms of jobs created directly, plus another 80 supporting positions created indirectly. For simplicity, an even distribution of these jobs over the 2-5 years period is assumed. Of course, the actual work will require that the jobs be bunched up and that more effort be expended in certain years.

The expenditures on materials would be subject to tax. Moreover, any capital expenditure or wage payment gives rise to subsequent payments downstream, due to the "multiplier effect". "3" is used as the multiplier effect on materials and services and on taxes; and "2" as the multiplier on labor due to transfer payments to the various governments which reduce the discretionary income available for local



spending. These multipliers are admittedly conservative, and a case may be made for higher numbers.

#### Operations and Maintenance

The State Capitol Heritage Park will require upkeep and maintenance. An incremental payroll of 16 jobs worth \$400,000 annually and generating in turn another six support positions was used to determine operation and maintenance impacts. There would also be year-round income from parking, from both employees and visitors. These impacts are shown in Table 4.

The proposed park will have a positive impact upon tourism if the design ideas suggested are implemented. Such active design elements as a geyser, tiles with names, new vistas and walkways, and wildflower displays, among others, can be expected to increase the current tourist base by at least a fourth, representing an increase in tourist expenditures of 1 to 1-1/2 million dollars annually. (See Table 5.).

The new park could also be the focus of many events, hosting new ones as well as older, established ones. Some of the revenue producing events and facilities that have been suggested or are possible are shown in Table 6 with their revenue implications.

#### IMPLEMENTATION OPTIONS

The successful implementation of the final design concept for the State Capitol Heritage Park will require considerable cooperation between the City of Olympia and State of Washington as well as a state-wide partnership between the public and private sectors. Special attention to fund raising will be critical in realizing park development. To facilitate fund raising, each concept element is assigned a development budget and, in most cases, a commemorative theme. The themes are intended to inspire public participation in fund raising where individuals, families, corporations, institutions, Indian tribes and city and county governments throughout the state can contribute towards the costs of development. Similar public fund raising efforts have been very successful in a number of local situations. The "Help Pave the Market Arcade" campaign at Seattle's Pike Place Market sells 6" square tiles with inscribed names to finance the costs of repairing the arcade. Likewise, the Pioneer Courthouse square in downtown Portland was paved entirely in inscribed bricks purchased by thousands of people. This same strategy can be applied to trees, pools, stone walls, steps and a number of other features. Foreign nations may be willing to contribute particular features at Pacific Mount. Ethnic

groups could provide funding support for the Rampart Overlooks. Garden clubs could contribute to the wildflower displays. Jogging and bicycle clubs could contribute to developing the Lakeshore Promenade. The list goes on.

Certain steps in land use policy should be taken soon to insure availability of land for park development. This is most critical for the block bounded by 4th and 5th Avenue and Sylvester and Water Streets. Options for this land must be preserved for the critical link to the Capitol Waterway vis a vis the North Oval concept element. Similarly, discussions with Burlington Northern on the possible vacation of the railroad right-of-way and alternatives to serving Delson Lumber Company would be critical to the successful implementation of the concept. Commercial development along 5th Avenue should be carefully monitored to guard against unsightly or obtrusive structures that might diminish the quality of northerly views. The City of Olympia has already done much to enhance the public amenity in and around Percival Landing and Percival Landing West. They may desire to participate further in acquisition of the Sylvester and Water Street block between 5th and 4th Avenues or by providing a parking garage for visitors to the State Capitol Heritage Park. Likewise, the state may be willing to provide for fill, grading, demolition, etc. in preparing the site for construction. Land acquisition and site preparation can be accomplished in phases according to as-yet-undefined priorities. While the garage facilities are independent of park development per se, the timing of their development should coincide with overall park development schedules to insure adequate parking and access for park users.

The park may not to be developed all at once. The fact that development may be on-going and evolving, with a future life as well as a past and present is an added incentive for public involvement. With adequate inspiration and effective management, the concept can be implemented without taxing the limited economic resources of local and state government or any individual or group. Where there is a will there is a way. The challenge to implementation is to cultivate the will.

Table 2. Estimated Project Costs by Concept Element

<u>Element</u>	<u>Budget</u>	
1. Grand Terrace and Stairway	\$4,000,000	
2. Esplanade & Heritage Walk	\$3,100,000	5,900,000 <sup>1</sup>
3. Capitol Spring	\$ 250,000	350,000 <sup>2</sup>
4. The Green	\$ 350,000	
5. North Oval	\$ 300,000	
6. Pacific Mount	\$1,600,000	
7. The Great Lawn	\$1,400,000	
8. The Great Bow	\$ 200,000	
9. Capitol Amphitheater	\$ 600,000	
10. State Geyser	\$ 300,000	
11. Ramparts Overlook	\$ 550,000	
12. Old Smithfield	\$ 450,000	1,500,000 <sup>3</sup>
13. Lake Fair Meadow	\$ 100,000	
14. Lake Shore Promenade	<u>\$ 150,000</u>	
Subtotal	\$13,350,000	\$17,300,000
Land Acquisition	<u>\$ 2,500,000</u>	
SUBTOTAL RANGE	\$15,850,000	\$19,800,000
15. Parking Garages (2-3 levels)	<u>\$ 5,000,000</u>	<u>\$ 7,000,000</u>
TOTAL RANGE	\$20,850,000	\$26,800,000

<sup>1</sup> depends on use of concrete or sandstone for paving material

<sup>2</sup> estimate range

<sup>3</sup> depends on use of "transplanted" structures or new replicas

TABLE 3 - CONSTRUCTION IMPACT - FINAL DESIGN CONCEPT

ITEM	DIRECT (\$ Million)	MULTIPLIER	TOTAL (\$ Million)	ANNUAL EXPENDITURE OVER				
				2 YRS (\$ Million)	3 YRS (\$ Million)	4 YRS (\$ Million)	5 YRS (\$ Million)	
LABOR	10.0	2	20.0	10.0	6.7	5.0	4.0	
MATERIALS, SERVICES	10.0	3	30.0	15.0	10.0	7.5	6.0	
TAXES ON MATERIALS, SERVICES	0.6	3	1.8	.9	0.6	0.5	0.4	
TOTALS	20.6		51.8	25.9	17.3	13.0	10.4	

JOB'S (person Years)	200	0.4	280	140	93	70	56
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SOURCE: Leonard Guss Associates, Inc. Market Research and Planning

TABLE 4 - ANNUAL OPERATING BENEFITS EXCLUDING EVENTS - FINAL DESIGN CONCEPT

JOB'S	16 Operatins	6 Support	22 Total
PAYROLL	\$400,000	2.0 Multiplier	\$800,000
PARKING	350-400 Spaces	\$3.00 Per Use (75% Occupancy)	\$290,410,000

SOURCE: Leonard Guss Associates, Inc. Market Research and Planning

TABLE 5 - IMPACT UPON TOURISM - FINAL DESIGN CONCEPT

STATE CAPITOL CAMPUS VISITED BY 112,000 PERSONS IN 1985  
 ASSUME 25 PERCENT INCREASE DUE TO ATTRACTIONS OF PARK ALONE  
 ASSUME 25 PERCENT EXTENDED STAY FROM ORIGINAL TOURIST/VISITOR BASE  
 INCREMENTAL EXPENDITURES COULD BE IN RANGE OF \$1-1-1/2 MILLION ANNUALLY

SOURCE: Leonard Guss Associates, Inc., Market Research and Planning

TABLE 6 - REVENUES FROM EVENTS AND FACILITIES - FINAL DESIGN CONCEPT

OLD SMITHFIELD	3-4 THEME GIFT SHOPS	\$1 MILLION + SALES ANNUALLY
LAKESIDE RESTAURANT (300 SEATS)	FULL SERVICE, FULL MENU FULL SERVICE, LIMITED MENU	\$4 MILLION GROSS ANNUALLY \$4.6 MILLION GROSS ANNUALLY
SELLING TILES	50 JOBS CREATED	
	TO GOVERNMENT UNITS, CORPORATIONS, PRIVATE CITIZENS	PIKE ST. MKT. NETTED \$150,000 FROM \$1.05 MILLION GROSS SALES SO FAR
COMMUNITY FESTIVALS	2,000 ATTENDEES AVERAGE	\$5/PERSON FOR SHORT STAY; \$10/PERSON FOR ALL DAY STAY
INCREMENTAL GASOLINE SALES	CALCULATED AT 10% OF INCREMENTAL PARKERS	\$2,000 PER EVENT DAY

SOURCE: Leonard Guss Associates, Inc., Market Research and Planning

FIGURE 4. COMMEMORATIVE THEMES

