



Meeting Agenda

Land Use & Environment Committee

City Hall
601 4th Avenue E
Olympia, WA 98501

Information: 360.753.8244

Thursday, June 15, 2017

5:30 PM

Council Chambers

1. CALL TO ORDER

2. ROLL CALL

3. APPROVAL OF AGENDA

4. APPROVAL OF MINUTES

4.A [17-0642](#) Approval of May 18, 2017 Land Use and Environment Committee Meeting Minutes

Attachments: [Minutes](#)

5. COMMITTEE BUSINESS

5.A [17-0630](#) Update on Historic Resources Inventory

Attachments: [Request for Proposals](#)

[Draft Report](#)

5.B [17-0533](#) Climate Action Plan Briefing

6. REPORTS AND UPDATES

7. ADJOURNMENT

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City Hall
601 4th Avenue E.
Olympia, WA 98501
360-753-8244

Land Use & Environment Committee
**Approval of May 18, 2017 Land Use and
Environment Committee Meeting Minutes**

Agenda Date: 6/15/2017
Agenda Item Number: 4.A
File Number: 17-0642

Type: minutes **Version:** 1 **Status:** In Committee

Title

Approval of May 18, 2017 Land Use and Environment Committee Meeting Minutes

Ms. Sullivan gave an update on the Downtown Parking Strategy. An online survey was made available to the public to receive feedback on parking in the Downtown area. The key themes that were gathered from the survey are:

- Public safety and cleanliness is a problem.
- People can find parking nearby.
- Parking takes time, is inconvenient and difficult.
- Parking is a deterrent to coming Downtown.
- There is support for a parking garage.

Individuals that participated in the survey provided the following suggestions for the best strategies to improve parking Downtown:

- Build (centrally located) garage.
- Free/inexpensive parking.
- Better signage and education of lots.
- Improve safety and crime issues.
- Provide more public parking.

Some ideas, specifically from stakeholders, are:

- Improve the pedestrian experience.
- Improve signage.
- Address employee parking on-street.
- Parking structure.
- Employee shuttle.

In the creation of a Parking Strategy, aspects of the Downtown Strategy will be utilized. When looking at the character areas identified in the Downtown Strategy, it will be beneficial to include a separate character area for the Downtown core that specifically addresses access.

The information was received.

7. REPORTS AND UPDATES

Chair Hankins asked if anyone from the public would like to speak. Various members of the public spoke about the following:

- The expected population increase in Downtown and the effects of this increase on parking.
- Different parking options and their costs for employees in the Downtown area.
- Public confusion with parking Downtown; lack of signage.
- Shifting parallel parking to angled parking.
- A future parking garage.
- Parking used for Downtown parks versus Downtown retail.
- Safety of walking around Downtown.
- Aggressive driving Downtown put pedestrians at great risk.
- Parking requirements for new construction.
- Current policies.

Mr. Stahley:

- The next Land Use and Environment Committee meeting is June 15, 2017 at City Hall. Topics include amendments to drive-thru business requirements and historic resources inventory.

8. **ADJOURNMENT**

The meeting adjourned at 7:38 p.m.



Land Use & Environment Committee

Update on Historic Resources Inventory

Agenda Date: 6/15/2017
Agenda Item Number: 5.A
File Number: 17-0630

Type: information **Version:** 1 **Status:** In Committee

Title

Update on Historic Resources Inventory

Recommended Action

Committee Recommendation:

Not referred to a committee

City Manager Recommendation:

Receive the update. Information only; no action requested.

Report

Issue:

Whether to discuss Downtown historic property survey which is currently underway.

Staff Contact:

Michelle Sadlier, Historic Preservation Officer, Community Planning & Development, 360.753.8031

Presenter(s):

Michelle Sadlier, City of Olympia Historic Preservation Officer

Background and Analysis:

This year, the City of Olympia received grant funding to hire a consultant to conduct a comprehensive historic property survey of more than 75 blocks in Downtown Olympia. As described in the Request for Proposals (See Attachment), this survey is intended to “provide the City with baseline information needed to make thoughtful decisions on managing change in our historic Downtown.”

Intent

While the timing of this survey is intended to support the ongoing work of the Downtown Strategy and its implementation, Olympia has long needed a comprehensive source on the historical significance and character of the buildings in our commercial core. Right now, Olympia has some good records but they are piecemeal and mostly out-of-date.

As a result, we rely heavily on staff time and interpretation. For instance, staff handles each query from the public on a case-by-case basis on these common issues:

- Providing advice to a developer on maintaining a designated building's special character early in the project proposal process;
- Helping a building owner do the research necessary to successfully propose their property for the Olympia Heritage Register; and
- Promoting the use of tax incentives for designated historic properties.

This ad-hoc approach means that we are surely missing out on opportunities to help our community preserve and enhance our city's unique character.

Actions

The goal of this survey is to provide the City with systematic, minimally-subjective information on our Downtown historic environment which, in turn, we will use to develop more proactive approaches to preservation planning. To that end, the consultants will:

- Systematically describe the visual quality ("character-defining features") of each building on all blocks in the survey area, regardless of age;
- Use national standards to evaluate the visual significance of each property that is 45 years old or older; and
- Make recommendations on preservation planning approaches based on the special character of Downtown Olympia.

The final deliverables will include a comprehensive report, individual reports for each building, and GIS data.

Timeline

The consultant team began their research earlier this year and met with the Olympia Heritage Commission at the board's annual retreat in February 2017. The team has submitted a draft report (See Attachment) and continues to work on other project deliverables. City staff and the Heritage Commission have recently reviewed the report and will work with the consultant to edit and enhance the final submissions. A final community presentation will take place at a future meeting of the Heritage Commission, likely in the fall of this year.

Once the survey is complete, the City will use the resulting reports to help inform the implementation of the Downtown Strategy, Action Plan, Sea Level Rise Response Plan, and other future projects relating to the places and spaces that give our historic Main Street community its distinctive character.

This work has also set the stage for future explorations into expanding the boundary of the historic district, creating new districts or adding individual properties to the register.

Neighborhood/Community Interests (if known):

There is general community interest in protecting and enhancing Olympia's special historical character.

Financial Impact:

Consultant survey entirely funded by Thurston County and Washington State grants (\$5,000 and \$23,000 respectively). Staff time is included in base budget.

Attachments:

Request for Proposals

Draft Report



Request for Proposals (RFP)

Reconnaissance-Level Architectural History Survey of Downtown Olympia

Project Overview:

The City of Olympia seeks the services of a qualified consultant to conduct a reconnaissance-level survey of Downtown Olympia. This survey will be used to help support the City of Olympia's master planning efforts under its Downtown Strategy, which integrates areas such as economic development, land use planning, social services, climate change response, and preservation planning. In addition to traditional preservation planning approaches, the City will be considering alternative approaches such as introducing reuse zones or conservation districts. This architectural history survey is intended to provide the City with baseline information needed to make thoughtful decisions on managing change in our historic Downtown.

Partial funding for this project has been secured with a \$18,000.00 Certified Local Government (CLG) grant through Washington State's Department of Archaeology and Historic Preservation (DAHP). Additional grant funds are being sought which, if received, would bring the total project budget to up to \$23,000.00. The project area will be modified to match the final amount secured. Accordingly, the successful consultant will conduct a reconnaissance survey of all buildings located within the project area of ca. 60 blocks under current funding or ca. 75 blocks under full funding.

Project Scope:

The focus of this study will be the pedestrian survey all buildings located within the ca. 60-/75-block project area, regardless of age. This is estimated at 180/250 properties depending on funding availability. Field study will be supplemented with information from archive sources such as Sanborn Fire Insurance Maps and historical photograph collections. This project must meet DAHP standards for Reconnaissance-Level Survey.

The primary analysis will be the evaluation of eligibility for the National Register of Historic Places (NRHP) using Criterion C for each building that is over 45 years old or older. Further analysis will include potential boundary expansion of the existing NRHP- designated Olympia Downtown Historic District.

In addition, the consultant will identify any clusters of historic buildings of interest which may not rise to the level of individual or district NRHP designation but otherwise form a notable collection of historic properties, such as those grouped character of historical use. The consultant will describe and provide justification for their method of selecting these properties and any associated boundaries in the final report.

Project deliverables are:

- A comprehensive, illustrated report including a description of research methods, context, analysis with justification, and a summary table of all properties surveyed with identifying photos and eligibility recommendations;
- DAHP Historic Property Inventory (HPI) report forms or updates* for all properties built up to and including 1972 – estimated at 125-175;
- Digital copies of all survey photographs; &
- Two public presentations.

The consultant must meet the Secretary of the Interior's Professional Qualifications Standards for Architectural Historian.

Proposed Project Timeline:

WORK TO BE ACCOMPLISHED	Estimated Starting Date	Estimated Completion Date
Project kick-off presentation and meeting with Olympia Heritage Commission & other Downtown stakeholders		November 30, 2016
Background research & field work	December 2016	January 2017
Report drafting & HPI form input	January 2017	April 2017
Submittal of complete first draft of report & 50% of HPI forms for review by City & DAHP		April 24, 2017
Report & HPI form edit & input	April 2017	July 2017
Submittal of complete second draft of report & 100% of HPI forms for review by City & DAHP		July 3, 2017
Final report & HPI form completion	July 2017	August 2017
Final deliverables due		August 28, 2017
Final presentation to Heritage Commission & other Downtown stakeholders		September 27, 2017

Proposal Submission:

- 1) **Introductory letter**, including a summary of the team and their roles on the project, as well as demonstration of the team's project understanding and approach;
- 2) **Resumes** of each member of the project team;
- 3) **Estimated project budget** for both funding possibilities (\$18,000.00 or \$23,000.00);
- 4) **References** – names and contact details; and
- 5) Indication that, if selected, they will sign our **Professional Services Agreement** (sample attached).

Submissions must be **limited to a total of six (6) pages**.

Please submit all materials by **12:00 p.m. on Monday, September 19, 2016** to:

Michelle Sadlier, Historic Preservation Officer
City of Olympia
PO Box 1967
Olympia, WA 98507
Email: msadlier@ci.olympia.wa.us | Phone: 360.753.8031

Submitting consultants will be notified whether they have been selected as a finalist by **Friday, September 30, 2016**. Finalists will be invited for an in-person interview to take place in early October.

**Completed HPI forms shall include at a minimum:*

- *Location information (including UTM's);*
- *Surveyor and survey name;*
- *Heritage listing status (e.g., National, State or Local Register if applicable);*
- *Observable current use of the building;*
- *Observable architectural information;*
- *Brief statement of significance;*
- *Determination of Eligibility for the NRHP under Criterion C;*
- *Estimated date of construction; and*
- *Digital image*

The forms submitted for properties recommended Eligible for the NRHP should include sufficient detail to justify the determination in the observable architectural information and statement of significance sections.

RECONNAISSANCE-LEVEL ARCHITECTURAL HISTORY SURVEY OF DOWNTOWN OLYMPIA



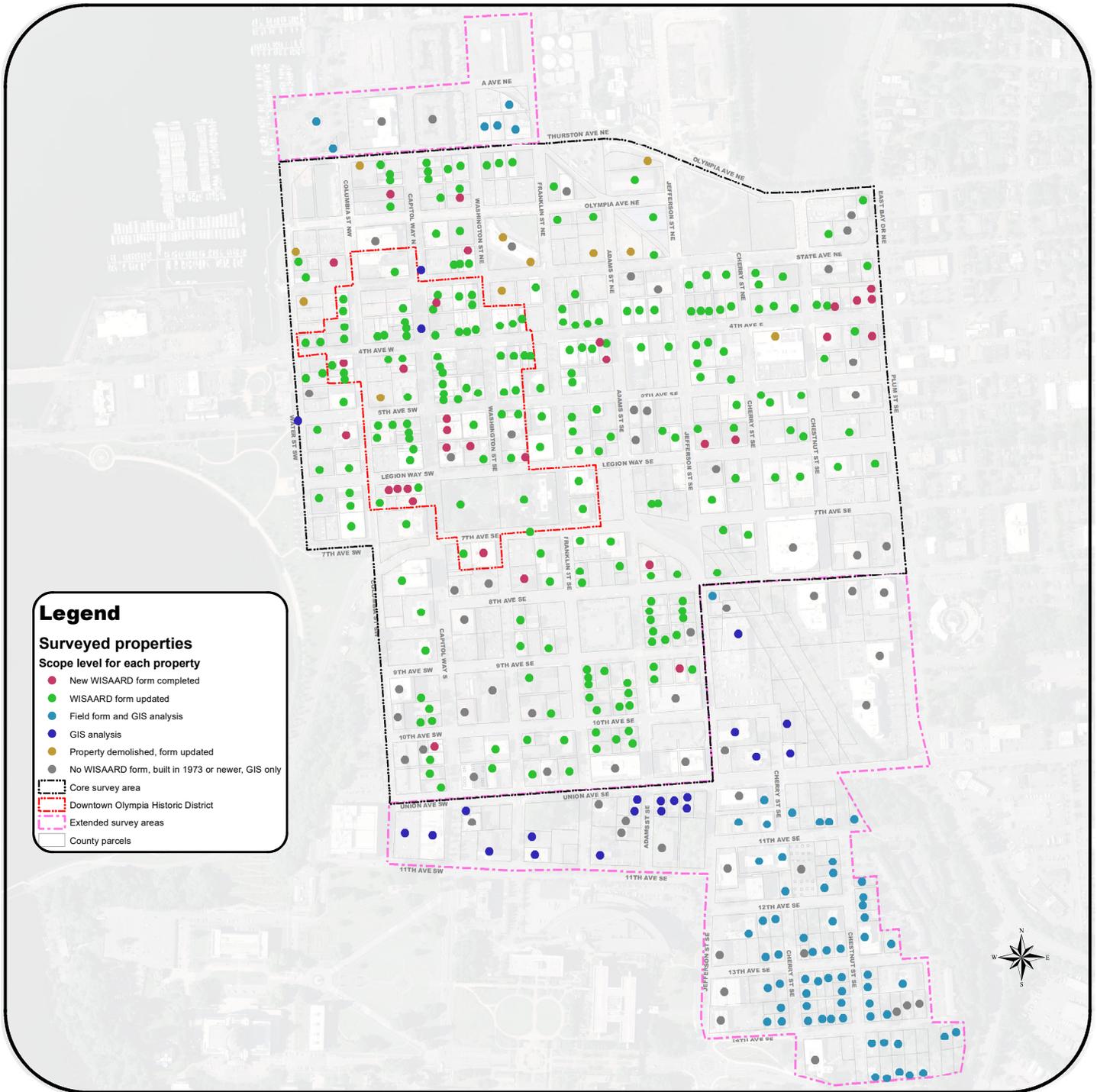
Artifacts Consulting, Inc.
401 Broadway, Suite 301
Tacoma, WA 98402

March 2017

City of Olympia

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MAP 2.1. SURVEY AREA

The above map depicts the survey area boundaries for the downtown Olympia survey. The colored dots indicate if the Historic Property Inventory (HPI) form completed on the surveyed property was a new form or an updated one and if simply a field form was completed.

Integration with Planning Process

The survey supports the continued collection of planning data and potential register eligibility information in support of the city's 2005 Historic Preservation Assessment and Action Plan. The survey also reinforces the following guiding principle identified in the 2017 draft Olympia Downtown Strategy by documenting the historic buildings in downtown.

- **Historic character. Preserve and enhance Downtown's historic character**

The project identified several areas that exhibited a high level of architectural character. These areas do not have sufficient integrity to support the listing of a historic district based on architectural qualities alone; however, they would support the establishment of conservation districts.

Conservation districts are an overlay zone utilized to protect neighborhood character from inappropriate new construction, additions, and demolition. These in turn support an understanding of neighborhood compatibility and the development of design guidelines for the character areas identified in the Olympia Downtown Strategy to help achieve a long-term vision for the areas that is compatible with their historic use and development patterns. Character concentration areas, shown on map TKTK, identify those buildings retaining the highest level of architectural integrity within each potential concentration district.

CAPITOL WAY SOUTH CORRIDOR

Within the survey area, Capitol Way South, in conjunction with 4th Avenue, has functioned as one of the key arterials. This symbolic and functional role as the connecting corridor between not only downtown Olympia and State government, but between the old Capitol (the Old Capitol Building, former Thurston County courthouse) and the new Capitol (Wilder and White's capitol group) and downtown Olympia shaped its development. Government office building development extended along the corridor from both ends. Commercial buildings and hotels gradually replaced single family residences in the blocks along the corridor. Office building development during the 1950s and 1960s brought in several excellent examples of mid-century architecture. Immediately east of the corridor, in the potential residential conservation district area, multi family, religious, and civic buildings served as a buffer between the commercial corridor and the residential blocks east of Franklin Street SE.

Character defining features:

- View corridor connection between the Capitol Grounds, Sylvester Park and downtown Olympia.
- Commercial, hotel, and office building development, including several notable mid-century examples
- 1-4 plus stories
- Mid-century architecture

4TH AVENUE EAST COMMERCIAL CORRIDOR

Within the survey area, 4th Avenue East, in conjunction with Capitol Way South, has functioned as one of the key arterials. Commercial development extended east along the corridor from downtown Olympia as regrading and fill made the land available for development. Buildings reflect both the commercial character of downtown and automobile focuses businesses emerging during later development periods. At the easternmost end of the corridor the transition from residential to commercial remains evident at 719-721 4th Ave E with the commercial addition in front of the former single family residence. The original single family residences remained behind the commercial additions at 704-708 and 710-712 4th Ave E up through 1966.

Character defining features:

- 1-4 stories
- Ground floor retail and office with upper floor residential and professional office use
- Distinct front facade that faces commercial corridor, exhibiting highest level of architectural design and material quality
- Rear facade alley access for service and deliveries, exhibiting utilitarian level of architectural design and material quality
- Compact or vertical massing depending on original investment
- Vertical massing features distinct story transitions
- Storefronts, metal and wood frame, large display windows for interior visibility and merchandise display
- Entrances, recessed at storefronts; also, secondary personnel doorways off street level at multi-story buildings
- Brick, stone, terra cotta, concrete and concrete block structures and cladding

- Windows, wood and metal sash, single and multi-lite at upper facades, often with prominent trim features on street-facing facades
- Transoms, wood and metal sash above storefronts, often with decorative glass
- Sidewalks for pedestrians, wide for large volumes with pedestrian level street lighting
- Flat roofs with parapets, often with decorative parapet level detailing or cornices
- The role of the railroad line along Adams Street SE as a soft transition with more commercial focused buildings to the west extending from the downtown commercial core and more automotive focused businesses emerging to the east as this area developed
- Train depot
- Buildings fronting directly along the road (parcel lot line)
- Signage advertising businesses

LIGHT INDUSTRIAL & AUTOMOTIVE

This area was the vicinity for some of Olympia's earliest Euro-American development as it contained the northernmost spit of land extending out along Capitol Way North to just beyond Thurston Avenue NE. The early wood frame buildings gave way to masonry and concrete structures. Fill pushed back the shoreline along the east and west sides of Capitol Way allowing new industrial development benefiting from both proximity to the Port of Olympia and the commercial core of downtown Olympia. This role as a transition area between the two functions shaped the development in this area.

Character defining features:

- Low 1-2 stories
- Light industrial and automotive building use
- Openable facades along streets to facilitate vehicle entry/industrial activities and the movement of materials in and out of the building
- Metal and wood sash, multi lite windows with minimal trim
- Wood, concrete and concrete block structures and cladding
- Roof systems designed to span large volumes (barrel vault and truss form roofs) often with prominent front parapets to screen roof and for signage
- Absence of sidewalks
- Proximity to freight rail line, and the path of the rail line shaping parcel and building footprints along the line

RESIDENTIAL

Historically the rail line following the contour of the bluff's east and west sides, and cutting across the toe of the bluff at 7th Avenue South generally marked the transition from downtown commercial, industrial, and warehouse functions to residential. This residential development wrapped around the state capitol grounds. The growth of state government and commercial development in the blocks between downtown and the capitol grounds would break up this mass of residential housing on the bluff. The South Capitol Neighborhood Historic District protects the southern portion of this housing that survived the 1930s to 1950s work completing the Wilder and White's capitol group plan and the 1960s east capitol campus expansion. During the 1950s and 1960s apartment buildings began infilling with solid end walls and open walkways. These were followed by office buildings in the 1970s and 1980s

Character defining features:

- 1-2 stories, with the character buildings rising slightly above
- 1880s to 1910s period character buildings, consisting of 2 to 3 story, wood frame, high style single family residences conveying the early residential development character of the bluff
 - » Side and front gable and hip roof forms, with broad open eaves, and enclosed soffits, some decorative rafter ends
 - » Prominent front entrances with porches, stoops, decorative brackets and detailing, often notable entry doors
 - » Windows, wood sash, single and multi-lite, typically double hung though with some casements, leaded lights, and irregular sash (hexagonal and round), decorative trim
 - » Wood (shingle and v-groove shiplap), stucco, and brick cladding

- 1920s, 30s and 40s 1-story, duplex and apartment court multi-family dwelling infill
 - » Compact building forms, rectangular footprints
 - » Side and front gable and hip roof forms, with broad open eaves, and enclosed soffits, some decorative rafter ends
 - » Prominent front entrances with porches, stoops, decorative brackets and detailing, often notable entry doors
 - » Windows, wood sash, single and multi-lite, typically double hung though with some casements, leaded lights, and irregular sash (hexagonal and round), decorative trim
 - » Wood (shingle and v-groove shiplap), stucco, and brick cladding
- 1910s and 1920s single family residences marking residential infill on the bluff as the city grew
 - » Compact building forms, rectangular footprints
 - » Side and front gable and hip roof forms, with broad open eaves, and enclosed soffits, some decorative rafter ends
 - » Prominent front entrances with porches, stoops, decorative brackets and detailing, often notable entry doors
 - » Windows, wood sash, single and multi-lite, typically double hung though with some casements, leaded lights, and irregular sash (hexagonal and round), decorative trim
 - » Wood (shingle and v-groove shiplap), stucco, and brick cladding
- Relocated single family residences, moved to parcels as part of construction of the Cherberg (Public Lands – Social Security) and O'Brien (Transportation) buildings. (such as the property at 702 11th Ave SE)
- Elevated land forms, particularly along Jefferson and Adams that remain as part of the regrading of the bluff and streets
- Elevated building placement providing interior privacy and views, requiring steps up to the front entrance, and often perimeter landscape retaining walls.

WAREHOUSE & LIGHT INDUSTRIAL

Although along the rail line, close to downtown and the residential areas, the need to fill the tide flats in this area delayed development. Some residential development occurred along the west edge and by the 1930s warehouses stood along Legion Way SE between Jefferson St SE and Plum St SE. Following World War II development quickly expanded in the area.

- Low 1-2 stories
- Warehouse and light industrial building use
- Solid massing conveying perimeter walls to lot line with expansive interior volume(s)
- Metal and wood sash, multi lite windows with minimal trim
- Concrete and concrete block structures and cladding
- Corrugated metal cladding
- Roof systems designed to span large volumes (barrel vault and truss form roofs) often with prominent front parapets to screen roof and for signage
- Garage door and loading dock entries
- Truck access and absence of sidewalks
- Proximity to freight rail line
- Signage, painted on the facades or on the parapets

3. HISTORICAL OVERVIEW

The following sections provide an historical overview of the survey area, organized by development periods, and a summary of the district's predominant architectural styles. Significant research has already occurred on the downtown area, through previous survey efforts, the City of Olympia's *Historic Preservation Action and Assessment Plan* (2005), and the National Register of Historic Places nomination for the Olympia Downtown Historic District.

Historical Development

NATURAL SETTING

Olympia, Washington, is sited at the southernmost edge of Puget Sound on Budd Inlet. Extensive manipulation of the surrounding land and water has created the landscape of present-day downtown Olympia. The original pioneer settlement of Olympia was located on a small peninsula at the head of Budd Inlet, between the mouth of the Deschutes River and the Swantown Slough marine estuary. Bridges connected the peninsula to the land to the east and west. Steep hillsides comprised the east and west edges of the settlement before regrading to promote easy travel. Dredging efforts over the years defined the Olympia waterfront and downtown, even filling in the Swanton Slough. The waterfront formerly extended to Columbia Street on the west and Jefferson Street on the east.¹ A dam at the mouth of the Deschutes created the freshwater Capitol Lake out of a saltwater estuary, which defines the western edge of downtown.

LOCAL HISTORY OVERVIEW

The local history overview is organized into the following development periods:

- **Pre-history to Early Contact.** This period covers the time prior to nonnative contact when the ancestors of the Squamish Island tribe were the region's only inhabitants. It extends until early contact with nonnatives and initial pioneer settlement.
- **1850-1888: Early Settlement and Territorial Government.** Begins with the original plat for the community and continues through early settlement and Olympia's role as the territorial capital.
- **1889 - 1911: Statehood, Capitol City, and a New Waterfront.** Begins with Washington becoming a state and covers the city's main dredging and fill efforts, which greatly altered the landscape of downtown Olympia.
- **1912-1928: Downtown Expansion.** This period begins with new industry establishing on the waterfront area created from the Carloyn Fill. It continues through the prosperous 1910s and 1920s and the construction boom which occurred in the city.
- **1929-1949: Depression, WWII, and an Earthquake.** This period covers the depression and war times and initial post-war growth. It ends with the 1949 earthquake which caused significant property damage.
- **1950 - 1968: Reconstruction and Modernization.** This period covers the post-earthquake repair efforts and modern facelifts to historic buildings. It also includes a period of significant mid-century construction of architect-designed commercial buildings.
- **1969-1982: New Architectural Styles and Government Shift.** This period covers the growth of the 1970s and the city's shift to a council-mayor form of government.
- **1983 – Present: Continued Growth and Revitalization.** This period begins with the beginning of the city's historic preservation program and includes a wave of city improvements approved by the new form of government.

1. Shanna Stevenson, Olympia Advance Planning & Historic Preservation, "Olympia Downtown Historic District," National Register of Historic Places nomination (National Park Service, 2004), section 7, page 1.

These dovetail with the period of significance associated with the National Register of Historic Places-listed Olympia Downtown Historic District, 1850–1952.

PRE-HISTORY TO EARLY CONTACT

The southern end of Puget Sound is the ancestral home of the people organized today as the Squaxin Island Tribe or the “People of the Water,” due to their deep-seated connection to the water. The Squaxin Island Tribe consist of the “Noo-Seh-Chatl of Henderson Inlet, Steh Chass of Budd Inlet, Squi-Aitl of Eld Inlet, Sawamish/T’Peeksin of Totten Inlet, Sa-Heh-Wa-Mish of Hammersley Inlet, Squawksin of Case Inlet and S’Hotle-Ma-Mish of Carr Inlet.”² A key village site, Steh-Chass (stu-chus), was located on the tideflats of present-day Olympia.³ The people enjoyed the wealth of resources indigenous to the area, harvesting salmon and shellfish; gathering roots and berries; and using cedar for their homes, weaving, and canoes.

Early contact with nonnatives occurred as early as ca. 1579 with British navigator Sir Francis Drake’s expedition along the west coast of North America. Additional maritime expeditions over the next two centuries mapped the Strait of Juan de Fuca and Puget Sound. Peter Puget with George Vancouver’s British expedition arrived at the site of present-day Olympia in 1792. The U.S. Exploring Expedition arrived in 1841 and christened the bay as Budd Inlet, after Midshipman Thomas A. Budd.⁴ While these expeditions entered the region from the west, overland travel brought explorers, traders, and settlers in from the east.⁵ A key trading post, Fort Nisqually, was established by the Hudson’s Bay Company in 1833 just north of the site of Olympia near present-day Dupont, with traders hoping to benefit from the region’s rich resources.

American settlement began on Budd Inlet in 1846 with the arrival of Edmund Sylvester and Levi Lathrop Smith. The two claimed their town site—the heart of present-day downtown Olympia—and named it Smither or Smithster in honor of themselves. Smith died in 1848 with Sylvester taking ownership of the land the two had claimed.⁶ As the number of settlers to the West increased, the United States created the Oregon Territory in 1848, which stretched west from the Rocky Mountains to the Pacific Ocean between the 42nd and 49th parallels.

1850-1888: EARLY SETTLEMENT AND TERRITORIAL GOVERNMENT

Originally from Maine, Edmund Sylvester took a cue from New England towns when he platted the town of Olympia in 1850, arranging the town around a town square (present-day Sylvester Park). The settlement soon grew with residents beginning to construct permanent dwellings and establishing businesses. A post office was established in 1850. At least 50 people attended the town’s 4th of July festivities in July 1850.

In 1852, Thurston County was established within Oregon Territory, named after the first congressional delegate from the territory, Samuel R. Thurston (1816-1851), and carved out of Lewis County. Olympia was then named as the seat of the new county. The following year, 1853, the federal government created Washington Territory as a separate territory out of the northern portion of Oregon Territory. President Millard Fillmore signed the bill creating the new territory on March 2, 1853. Olympia was once again given prominence when Territorial Governor Isaac Stevens selected it as the provisional territorial capital. With its role in territorial and county government, Olympia hosted Puget Sound’s first customhouse and was home to the territory’s sole newspaper, the *Olympia Columbian*.⁷

2. “Info,” *Squaxin Island Tribe*, <http://squaxinland.org/info/> (accessed March 2017).

3. City of Olympia, “Historic Preservation in Olympia: : Assessment and Action Plan,” (Olympia: 2005), section 2, page 7.

4. “History of Olympia, Washington,” *City of Olympia – Capitol of Washington State*, <http://olympiawa.gov/community/about-olympia/history-of-olympia-washington.aspx> (accessed March 2017).

5. The first European settlement in present-day Washington occurred in 1792 when Spain established a short-lived settlement called Fort Nunez Gaona at Neah Bay. The same year, George Vancouver (1757-1798) led a British expedition to chart the Straits, Admiralty Inlet, and Puget Sound. The U.S. Exploring Expedition, led by Charles Wilkes (1798-1877) conducted in-depth land and water surveys of the Pacific Northwest coast.

6. City of Olympia, “Historic Preservation in Olympia,” section 2, page 8.

7. Shanna Stevenson, “South Capitol Neighborhood Historic District,” National Register of Historic Places nomination (National Park Service), section 8, page 1.

In 1854, the Treaty of Medicine Creek was negotiated between Isaac Stevens, representative for the U.S. Government as the Washington Territorial Governor and Superintendent of Indian Affairs, and the leaders of local tribes, including the Squaxin Island, Puyallup, and Nisqually people. Although their ancestral lands extended for thousands of square miles, the treaty designated a small island, Squaxin Island, in Case Inlet as their residence.⁸ The unrest as a result of this treaty created conflict between local Indians and the settlers who arrived to homestead, culminating in the Treaty Wars of 1855-56. Hundreds of Indians were confined on Squaxin Island for the duration of the conflict. When the war ended, the people gradually left the island and resettled near their traditional homes, working as loggers and in nearby agricultural fields while continuing to harvest fish and shellfish.⁹



Capitol building from Washington's territorial days. Asahel Curtis photograph, 1911, Susan Parish Collection, Southwest Regional Archives.

In 1855, Olympia was established as the permanent territorial capitol. This designation, so early in the community's formation, profoundly impacted its development and character. As stated in the National Register of Historic Places nomination, "The location of the capitol buildings and associated services played a major part in the development of downtown over time and instill[s] the district with a distinctive history, unlike any other city in Washington."¹⁰ The City of Olympia incorporated in 1859, followed by the beginnings of a more regular pattern to the street layout and blocks. The Sylvester Plat of 1870 formalized this regularity of blocks, streets, and alleys and Sylvester Park, formed as the town square, became the hub for the city's development.¹¹ Key improvements in the city's first few decades included clearing the land to make way for development and the installation of water mains (1865) and plank sidewalks (1870). Chinese settlers had arrived in the area during this time, working on the nearby Northern Pacific Railroad and in logging camps. They settled on 4th Avenue, between present-day Columbia and Capitol Way, establishing lodging, laundries, and stores.¹²

An 1879 bird's eye view of Olympia illustrates a growing Olympia. The densest development was bounded by Second Street to the north, Main Street (now Capitol Way) and Columbia Street to the west, Sixth Street to the south, and Franklin Street to

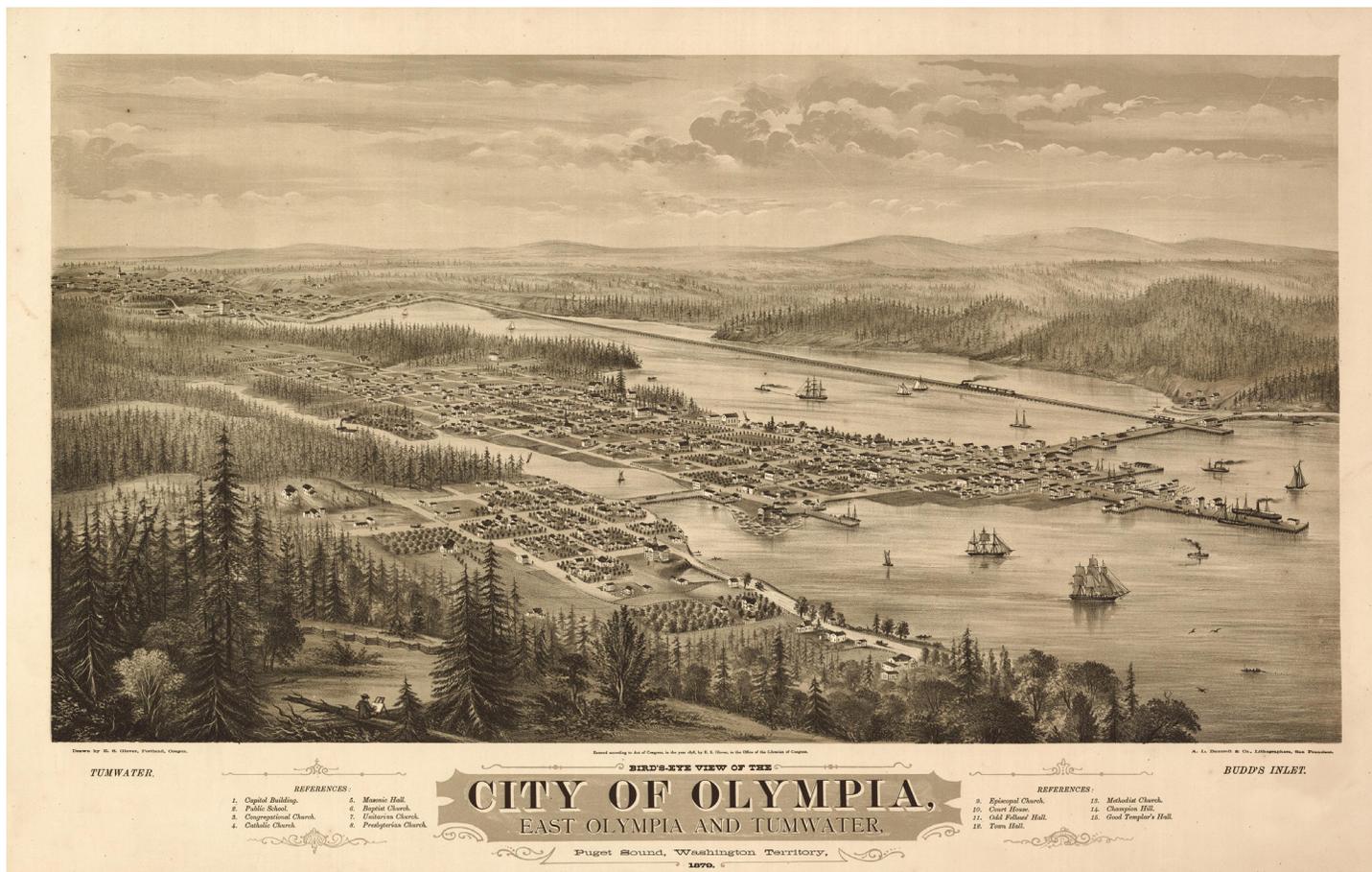
8. "Info," *Squaxin Island Tribe*, <http://squaxinisland.org/info/> (accessed March 2017).

9. Ibid.

10. Stevenson, "Olympia Downtown Historic District," section 8, page 4.

11. Stevenson, "Olympia Downtown Historic District," section 8, page 5.

12. "History of Olympia, Washington," *City of Olympia – Capitol of Washington State*.



Bird's-eye view of the city of Olympia, east Olympia and Tumwater, Puget Sound, Washington Territory. Created by E.S. Glover, 1879. Courtesy General Map Collection, 1851-2005, Washington State Archives, Digital Archives.

the east.¹³ Prominent buildings included the Courthouse, Odd Fellows' Hall, and Town Hall. A finger of land extended north along Main Street (Capitol Way) from the downtown out and over Budd Inlet; buildings north of Second Street appear as over water structures with a long wharf for shipping access. Although more sparse and primarily residential, construction south of Sixth Street extended just past Fifteenth Street and Maple Park towards the capitol grounds at Thirteenth Street and Columbia. A wooden bridge extended to the east to connect downtown with "Swantown" (constructed in 1856) and another the west over the mouth of the Deschutes River to "Marshville" (constructed in 1869).¹⁴

An 1882 fire destroyed many of the downtown's early wood-frame buildings. Many owners rebuilt their buildings in brick, utilizing architectural details of the time period. Buildings constructed during this time include Talcott Jewelers (1883), Olympia Hardware (1884), the Chambers Block (1886), Woodruff Block (1887), and Mottman Building (1889). Other improvements during the 1880s included the addition of streetcar line, water system, and gas streetlights.¹⁵ Despite anti-Chinese sentiment and forcible expulsions of Chinese residents in Tacoma (1885) and Seattle (1886), Olympia did not drive out its Chinese population. The city's Chinatown moved to the waterfront at 5th Avenue and Columbia Street anchored by local businesses such as the Hong Yek Kee Company, Quong Yue Sang Company, and Hong Hai Company.¹⁶

13. E.S. Glover, "The Bird's-Eye View of the City of Olympia," (San Francisco: A.L. Bancroft & Co., Lithographers, 1879). General Map Collection, 1851-2005, Washington State Archives, Digital Archives, <http://digitalarchives.wa.gov>.

14. Stevenson, "Olympia Downtown Historic District," section 8, page 5.

15. Stevenson, "Olympia Downtown Historic District," section 8, page 6.

16. "Olympia's Historic Chinese Community – Chinatowns," *Olympia Historical Society and Bigelow House Museum*, <https://olympiahistory.org/olympias-historic-chinese-community-chinatowns/> (accessed March 2017).

1889 - 1911: STATEHOOD, CAPITOL CITY, AND A NEW WATERFRONT

In 1889 the Territory of Washington officially became the State of Washington, the 42nd state in the Union. Olympia, despite opposition from other cities, was selected as the capital. The city's town square, bounded by Main, Washington, Sixth, and Seventh streets, was named "Sylvester Park" by city council resolution in 1893.¹⁷

In 1891, Thurston County had a new courthouse building constructed across the street from the town square. The building, designed by Willis Ritchie. This Richardsonian Romanesque building made a strong visual statement in the downtown area and decorative elements from the building were soon utilized on other buildings in the city, like the Reed Block (1891). The State of Washington purchased the Thurston County Courthouse building in 1901 and commissioned Ritchie to add a large wing to the east. Upon the wing's completion in 1905, the building housed the majority of the state's agencies and branches until the state began work on an entire capitol campus.

Waterfront development and dredging efforts noticeably changed the landscape of downtown Olympia during the 1890s. The first effort began in 1894, with mud dredged from Budd Inlet and deposited along 4th Street and the western waterfront, to expand useable land in downtown and create a deep water port. An 1895 map from the U.S. Coast and Geodetic Survey marks where the dredging efforts occurred.¹⁸ The most major fill effort, called the Carlyon Fill after mayor and state legislator P.H. Carlyon, occurred between May 1910 and August 1911. This fill added about 29 blocks of land, depositing mud and soil from Budd Inlet at the site of the town's original peninsula. The fill created an area to the north for industrial development and joined downtown with Swantown.¹⁹

Although first the territory's and then the state's capitol city, Olympia was not selected as the western terminus for the northern transcontinental railroad which connected the Puget Sound with the Great Lakes region. Tacoma, north of Olympia on Commencement Bay, was selected instead in 1873 and the railroad ran north from the Columbia River, through Tenino, before terminating in Tacoma. Completely bypassed by the railroad, Olympians pushed for the construction of a rail connection to Tenino, only 15 miles away. A narrow gauge railroad was completed in 1877. The railroad was widened in 1891 to standard gauge and taken over as a branch line of the Northern Pacific Railroad with its station located on Columbia Street.²⁰ A tunnel, the 7th Avenue tunnel or "Subway," was



Shows houses on the East side of Main Street, Olympia, March 3 1876. State Library Photograph Collection, 1851-1990, Washington State Archives, Digital Archives.



Shows the Allen Titus & Co. on 3rd Street near Main, Olympia, Washington Territory, 1876. includes wagons and people in front of building. Courtesy State Library Photograph Collection, 1851-1990, Washington State Archives, Digital Archives.

17. "The City Council: Many Matters of Business Attended To," *Morning Olympian*, November 3, 1893: 4.

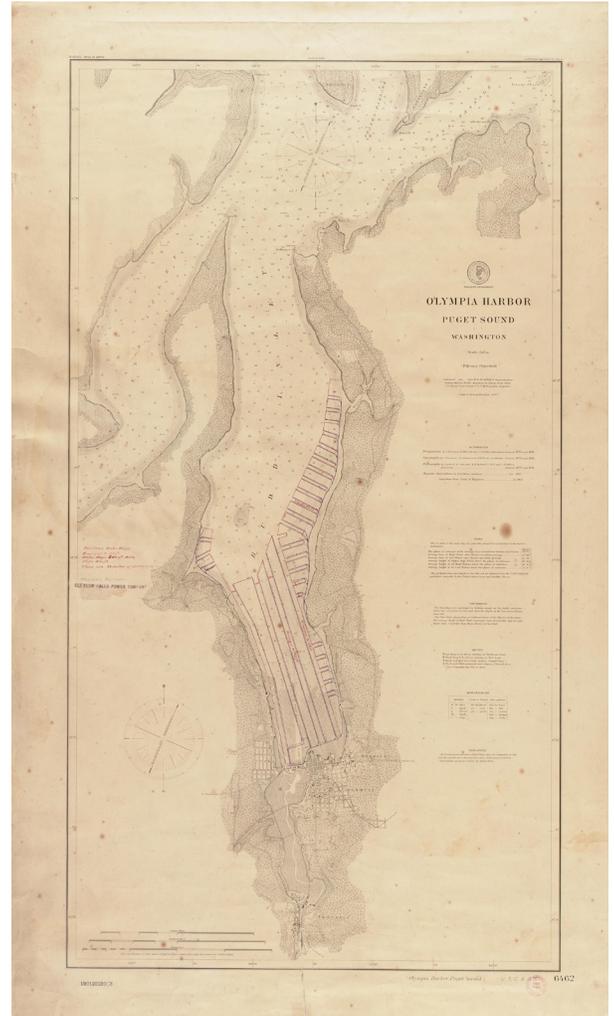
18. U.S. Coast and Geodetic Survey, "Olympia Harbor Puget Sound," Olympia, WA: 1895. General Map Collection, 1851-2005, Washington State Archives, Digital Archives, <http://digitalarchives.wa.gov>.

19. Stevenson, "Olympia Downtown Historic District," section 8, page 8.

20. Winlock Miller, Jr., "The Olympia Narrow Gauge Railroad," *The Washington Historical Quarterly*, Vol. 16, No. 4 (October 1925), 249-250; Stevenson, Section 8, Page 9.



Photo shows the old Capitol Building in Olympia, from across Sylvester Park. Ca. 1910. Courtesy General Subjects Photograph Collection, 1845-2005, Washington State Archives, Digital Archives.



“Olympia Harbor Puget Sound.” U.S. Coast and Geodetic Survey, 1895. General Map Collection, 1851-2005, Washington State Archives, Digital Archives.

constructed to carry the railroad to downtown Olympia but not disturb surface roads.²¹ The tunnel, now lined with concrete, extends under 7th Avenue between Adams and Columbia streets.

1912-1928: DOWNTOWN EXPANSION

The completion of the Carlyon Fill in 1911 signaled the beginning of a new era for downtown Olympia. The City responded with the construction of a new city hall (1912) at State Avenue and Capitol Way which also housed the fire station. This period is also marked by the design work of Joseph Wohleb, conceivably the single greatest architectural influence on downtown Olympia. Wohleb arrived in Olympia in 1911 and received his first commission for the design of the Jeffers Studio (1913). His designs are present throughout Olympia’s downtown. The city’s population grew during this time, beginning at 7,795 in 1920 and increasing to 11,733 by 1930, per census data.²² Residential areas grew to the south and west of the downtown grew.

Automobile traffic began to flourish during this time, particularly with the establishment of primary state highways in 1913. Pacific Highway (State Route 99) and Olympic Highway were constructed through Olympia in 1919, converging at 4th and Main (now Capitol Way). These new roadways encouraged auto-related infill development along E. 4th Avenue.

The Union Pacific Railroad extended a spur line to Olympia in arrived by 1916 with its depot on E. 4th Avenue. The rail lines comes into downtown from the south and begins to parallel Jefferson Street at 7th Avenue. At State Avenue, the rails curve to the west and begin to parallel Franklin Street at Thurston Avenue. The line terminates at the waterfront. The rail line through downtown created a visible division between development to the east and west of Jefferson.

State government decisions continued to affect the development of downtown Olympia during this period. After years in the stately Ritchie-designed building fronting Sylvester Park, the state began plans for designing a capitol campus. They initiated a

21. “7th Avenue Tunnel,” *Olympia Historical Society and Bigelow House Museum*, <http://olympiahistory.org/7th-avenue-tunnel/> (accessed March 2017).

22. Washington State Office of Financial Management, Forecasting Division, “Decennial Census Counts of Population for Cities and Towns,” http://www.ofm.wa.gov/pop/april1/hseries/pop_decennial_census_series_1890-2010.xlsx (updated 2012).



Fourth Avenue looking west from Franklin Street. Private Postcard collection, courtesy of Olympia Historical Society.



Shows Sylvester Park and Capitol Way from the Old Capitol Building, ca. 1920. State Library Photograph Collection, 1851-1990, Washington State Archives, Digital Archives.

national campaign in 1911 to design the initial capitol buildings for the legislative, executive, and judicial branches. Architects Wilder and White were selected and the Olmstead Brothers, nationally prominent landscape architects, were chosen separately to design the landscape. The first building of the new campus, the Temple of Justice, was completed in 1917. When the Legislative Building was completed in 1928, the legislature relocated from downtown to its new building on the capitol campus. In honor of the new campus, Main Street was renamed Capitol Way in 1924.

Overall the 1910s and 1920s were a prosperous time for Olympia, particularly as industry developed along the waterfront due to the Carolyn Fill. New industries cropped up on the waterfront, the first of which was a new shingle mill.²³ The Sloan Shipyards and Olympia Cannery provided numerous jobs on the waterfront.²⁴ The Port of Olympia formed in 1922 to support these industries.

Social and recreational efforts also prospered during this time, with new construction for fraternal halls and theaters. The Elks Lodge, formed in 1891, constructed its new building in 1919 and the newly formed American Legion hired Joseph Wohleb to design their new building in 1920.²⁵ The Capitol and Liberty theaters both opened their doors in 1924.

1929-1949: DEPRESSION, WWII, AND AN EARTHQUAKE

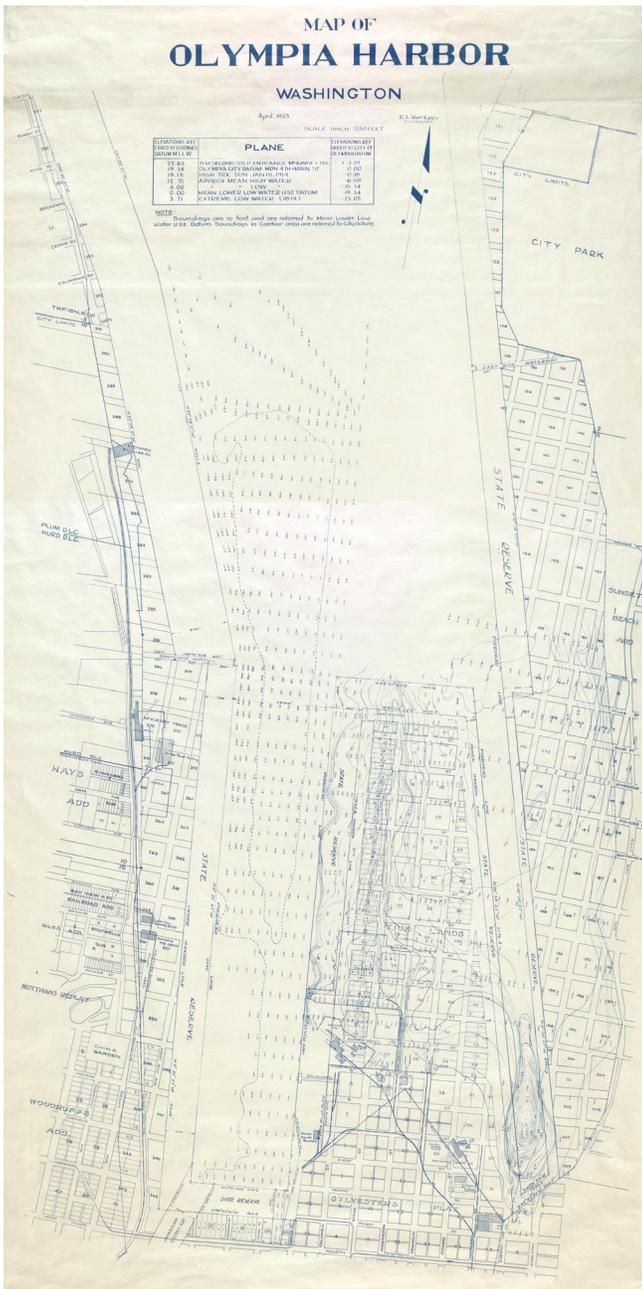
Despite the Great Depression that swept the nation following the stock market crash in 1929, construction did not completely dwindle in Olympia during the 1930s. Joseph Wohleb, previously known for his use of the Mission Revival style, shifted his design aesthetic, reflecting modern trends. He utilized Art Moderne on a number of downtown buildings, incorporating modern glass. Wohleb's modern designs include the Spar (1935), Baertich Building, and the Rockway Leland Building (1941). Other key developments during the 1930s include the construction of the North Coast Lines Building (1937) and the Pacific Telephone and Telegraph Building (1937).

As war swept the globe, the U.S. ramped up defense production across the nation. Olympia, with its port, hosted a small shipyard which contributed to the production effort. Nearby Fort Lewis grew to accommodate an influx of servicemen and nearby communities, Olympia included, became home to their families. When the war ended, servicemen returned home and a post-war population and construction boom ensued. Work began on damming the Deschutes River, the western edge of downtown,

23. "Olympia Terminal Co. to Build Belt Line on Fill-New Shingle Mill," *Olympia Daily Recorder*, September 7, 1911: 1.

24. Stevenson, "Olympia Downtown Historic District," section 8, page 9.

25. "Legion to Start Work at Once on Big Auditorium for Use of Olympia," *Olympia Daily Recorder*, September 23, 1920: 1; Stevenson, "Olympia Downtown Historic District," section 8, page 9.



Map of Olympia Harbor, Washington, 1923. Created by E.L. Van Epps. Courtesy General Map Collection, 1851-2005, Washington State Archives, Digital Archives.

New buildings constructed in the district included the Bennett and Johnson-designed Goldberg's Furniture Store (1950), the International Style and Wohleb & Wohleb-designed Miller's Department Store (1950), Wohleb & Wohleb-designed J.C. Penney's store (1958), and McClellan & Osterman-designed Seattle First National Bank (1958). Completion of the Capitol Lake construction in 1951 allowed for downtown to extend to the west.



Photograph of the Hotel Governor, located at 621 Capitol Way S., Olympia, Washington, ca. 1935. Courtesy General Subjects Photograph Collection, 1845-2005, Washington State Archives, Digital Archives.

to form Capitol Lake. Olympia's construction boom, however, shifted gears after a devastating earthquake damaged numerous buildings throughout the city.

On April 13, 1949, a 7.1 magnitude earthquake ripped through the Puget Sound, with its greatest destruction between Seattle and Chehalis.²⁶ Many historic buildings were damaged in downtown Olympia, including many on the capitol campus, and required restoration and rehabilitation.

1950 - 1968: RECONSTRUCTION AND MODERNIZATION

The effects of the 1949 earthquake and the post-World War II construction boom significantly impacted downtown Olympia. Earthquake-damaged buildings were demolished or repaired and modernized during this period and new buildings were constructed in vacant lots. These alterations added to the overall look of the downtown core and have become a significant part of the downtown's character. Buildings with refreshed, mid-century facades included long-time business Talcott Jewelers (420 S. Capitol Way).

26. Greg Lange, "Earthquake Hits Puget Sound Area on April 13, 1949," *HistoryLink.org*, *The Free Encyclopedia of Washington State History* (2000), <http://www.historylink.org/File/2063>.



Goldberg's Furniture Store at Fourth Avenue and Capitol Way. Merle Junk photograph, 1951, Susan Parish Collection, Washington State Archives.



Olympia Federal Savings Building at 421 Capitol Way S (1967).

State government choices continued to affect Olympia during this period. Many state agencies during the late 1940s began to relocate outside of the capitol city, with 13 main offices of state agencies located in Seattle by 1950.²⁷ Discussion about potential plans for a new state office building in Seattle spurred Olympia property and business owners to action. These business owners filed a lawsuit in Thurston County Superior Court against Governor Arthur Langlie arguing that government agencies were constitutionally required to be located in Olympia, the seat of the government. Superior Court Judge Charles T. Wright ruled all department heads must be located in Olympia; the ruling was upheld on appeal to the Washington Supreme Court in 1954 (*Lemon et al. v. Langlie et al.*). This was a key win for downtown Olympia as state employees are a significant customer base for downtown businesses.

Another earthquake hit struck the Puget Sound region in 1965, again damaging downtown Olympia buildings. Repair, revitalization, and new construction commenced once again. Architect G. Stacey Bennett, a former apprentice of Joseph Wohleb, made a significant impression on the downtown landscape with his New Formalist design for a new Olympia Federal Savings and Loan building (1967). The Washington Mutual Savings Bank, another new construction building embodying current architecture trends, was constructed in 1968. Olympia was further altered as several industries on its waterfront closed their doors, including the Simpson, Georgia Pacific, and St. Regis plywood mills.²⁸ City hall moved out of its downtown location in 1966 into a new building designed by Robert H. Wohleb, son of Joseph Wohleb.

1969-1982: NEW ARCHITECTURAL STYLES

Olympia continued to grow through the 1970s, up from a population of 18,273 in 1970 to 23,296 in 1980.²⁹ Scattered new construction occurred in the downtown during the 1970s, with the construction of the Ramada Inn (1970) on Capitol Way, the Thurston County Federal Savings and Loan Building (1972), and the Security Finance Building (1973). In 1982, Olympia changed to a mayor-council form of government from a commission form.

1983 – PRESENT: CONTINUED GROWTH AND REVITALIZATION

During the 1980s, several new initiatives and programs were launched in Olympia to improve the city and its amenities. Improvements include revitalization to the waterfront, a city boardwalk, and large-scale tree planting. In 1983, the city created its

27. Annemary Fitzgerald, "General Administration Building," National Register of Historic Places nomination (National Park Service, 2006), Section 8, Page 2.

28. City of Olympia, "History of Olympia, Washington," *City of Olympia*, <http://olympiawa.gov/community/about-olympia/history-of-olympia-washington.aspx> (accessed March 2017).

29. Washington State Office of Financial Management, Forecasting Division, "Decennial Census Counts of Population for Cities and Towns."

historic preservation program and began its own local register of historic places. The city continued to grow through the 1980s, 1990s, and 2000s, up to a population of 42,514 by the 2000 census. Yet another earthquake hit the region, the Nisqually earthquake of February 2011, once again damaging downtown historic buildings.

As the city grew, so too did the City of Olympia's departments and workload, outgrowing the 1966 building east of the downtown core. City departments were forced to expand into additional buildings with the municipal government work spread throughout eight buildings by 2010. After two decades of discussion, a new city hall building was constructed at 601 4th Avenue E., returning city services to the heart of downtown.³⁰

Analysis and Conclusion

Olympia, Washington, home to the Washington State Capital, was established as a settlement in 1850 and incorporated as a city in 1859. The city began on a narrow peninsula jutting out into Budd Inlet and has been expanded over the years through extensive dredging and fill efforts. The survey area encompasses the original site of downtown Olympia and the surrounding areas created from the waterfront expansion. Olympia's history and development are greatly linked to the development of the state government and its programs and buildings. The downtown, a portion of which is already listed as a historic district in the National Register of Historic Places, is significant for its association with the city's development and its role as the Territorial and State Capital as well as for its excellent representation of a variety of architectural styles spanning from the late 19th century through the 1960s.

As this was a reconnaissance-level survey, the following National Register of Historic Places eligibility recommendations are based upon a visual inspection of buildings within the survey area.

30. Matt Batchelder, "For Olympia's New City Hall the Wait is Over," *The Olympian*, March 13, 2011, <http://www.theolympian.com/news/local/article25289725.html> (accessed March 2017).

4. RESULTS & RECOMMENDATIONS

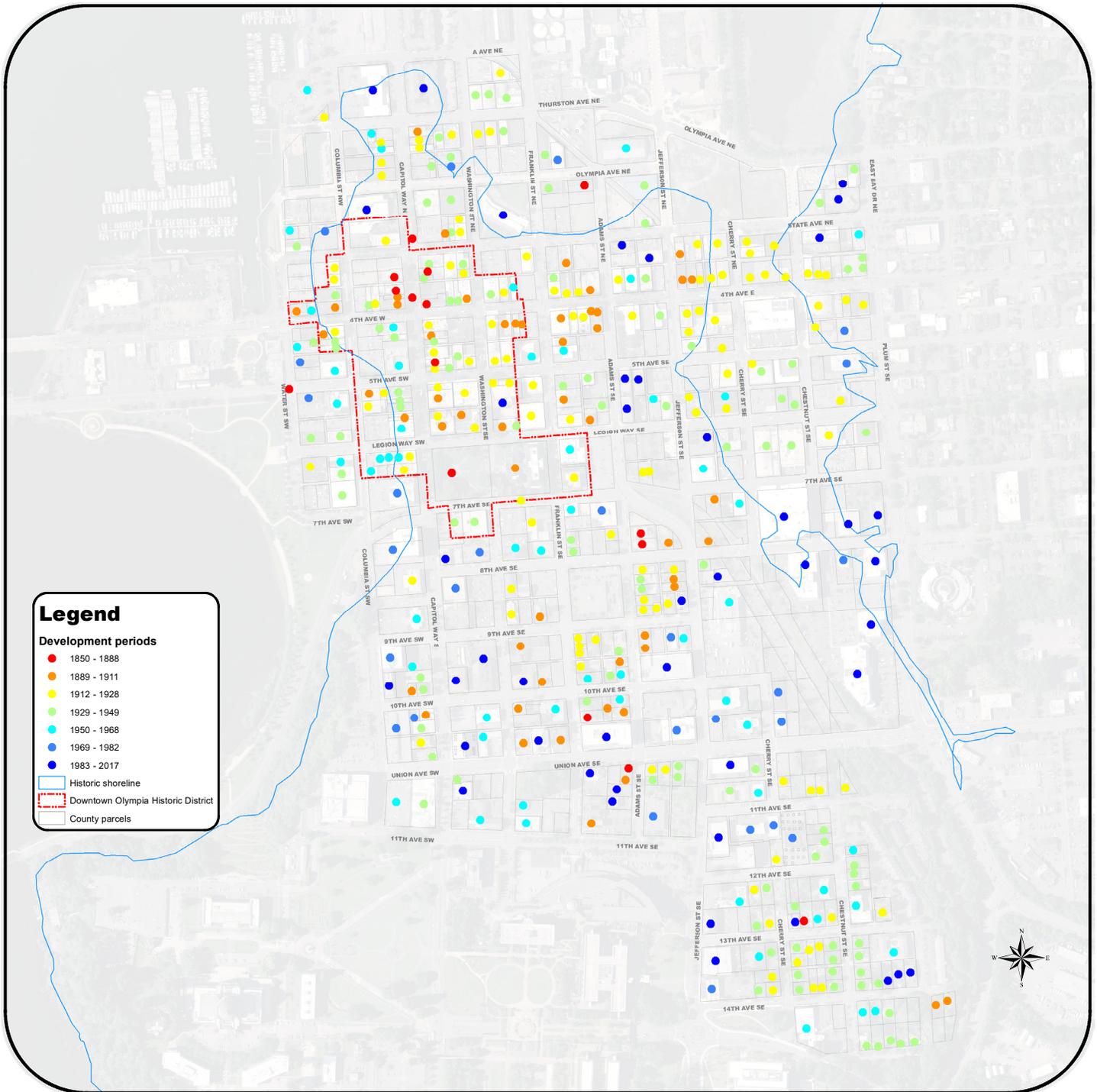
Findings

Overall the survey area matched with initial expectations in terms of development periods, integrity, and architectural styles. The downtown core continues to reflect the city's early development periods and retains a high level of integrity. The warehouse, automotive, and light industrial development areas to the north and east of downtown continue to convey their historical associations; however, building alterations and loss in these areas has begun eroding the visual character of these areas. Likewise, for the residential areas southeast of downtown. Building demolition and new office building construction in these areas has started to alter their visual and functional character. The commercial corridors along 4th Avenue and Capitol Way continue to have important visual roles as a key arterial into downtown Olympia.

DEVELOPMENT PERIODS

The following development periods stem from preparation of the historic context. These periods capture the key growth stages of downtown Olympia.

- Pre-history to Early Contact
- 1850-1888: Early Settlement and Territorial Government. Begins with the original plat for the community and continues through early settlement and Olympia's role as the territorial capital.
- 1889 - 1911: Statehood, Capitol City, and a New Waterfront. Begins with Washington becoming a state and covers the city's main dredging and fill efforts, which greatly altered the landscape of downtown Olympia.
- 1912-1928: Downtown Expansion. This period begins with new industry establishing on the waterfront area created from the Carloyn Fill. It continues through the prosperous 1910s and 1920s and the construction boom which occurred in the city.
- 1929-1949: Depression, WWII, and an Earthquake. This period covers the depression and war times and initial post-war growth. It ends with the 1949 earthquake which caused significant property damage.
- 1950 - 1968: Reconstruction and Modernization. This period covers the post-earthquake repair efforts and modern facelifts to historic buildings. It also includes a period of significant mid-century construction of architect-designed commercial buildings.
- 1969-1982: New Architectural Styles and Government Shift. This period covers the growth of the 1970s and the city's shift to a council-mayor form of government.
- 1983 – Present: Continued Growth and Revitalization. This period begins with the beginning of the city's historic preservation program and includes a wave of city improvements approved by the new form of government.



MAP 4.1. DEVELOPMENT PERIODS

The above map color codes each surveyed property by the development period in which they fall.

DISTRICT ELIGIBILITY

Field work did not identify any new potential historic districts; however, two potential updates to the existing Downtown Olympia historic district (NRHP, WHR, OHR listed) were identified.

- Currently non-contributing properties within the historic district that could become contributing if the district's period of significance were extended.
- Concentrations of properties outside of the historic district where the existing boundary could potentially be expanded to include these as contributing properties.

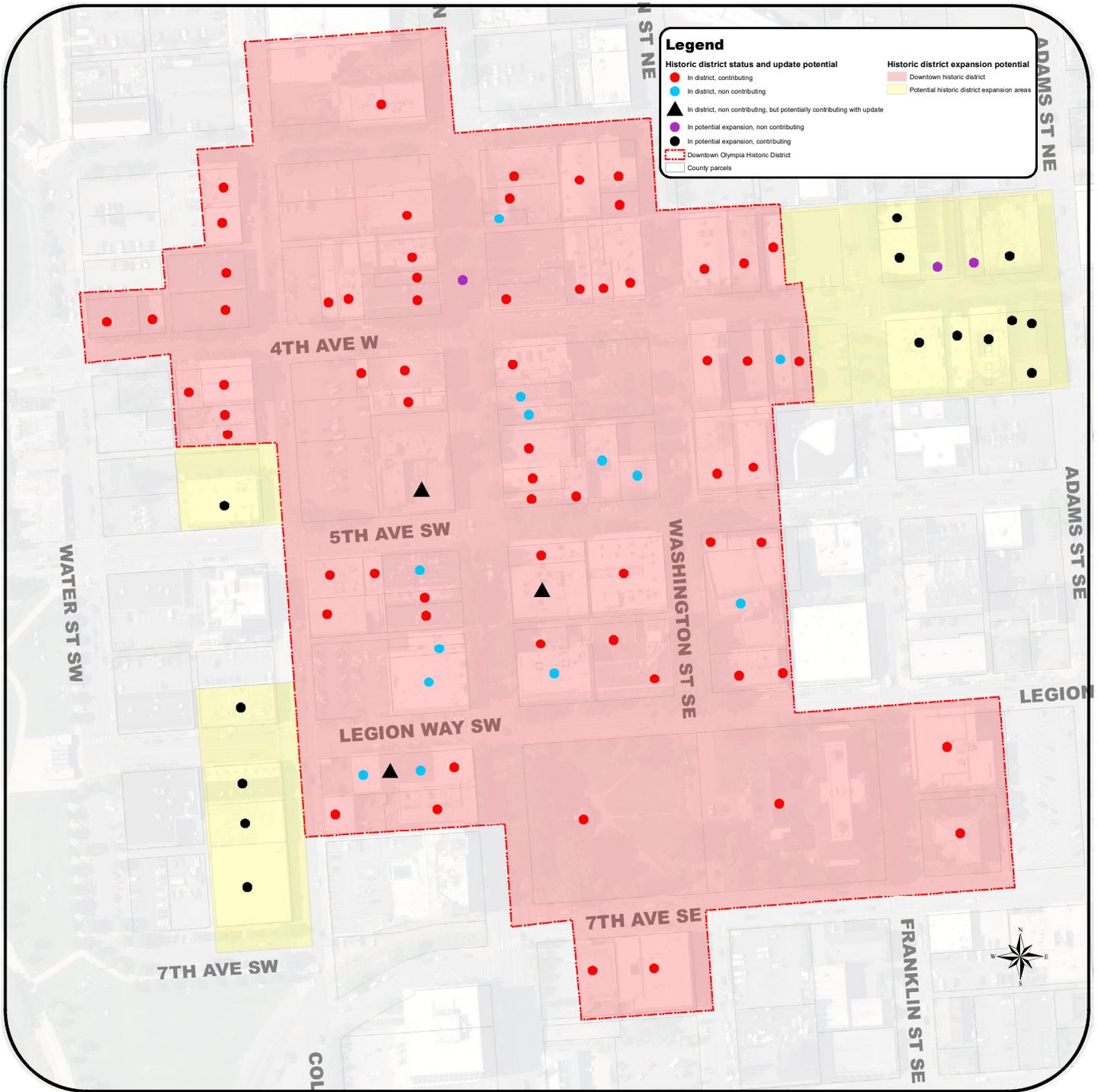
The following table identifies these properties and should be used in conjunction with the Historic District Potential Map.

TABLE 4.4. HISTORIC DISTRICT POTENTIAL UPDATES

HISTORIC_ID	CURRENT STATUS	POTENTIAL STATUS UPDATE	YEAR BUILT
3082	In historic district, non contributing, built after 1952 end date for period of significance	Contributing, with expanded period of significance	1967
0	In historic district, non contributing due to alterations	Contributing, due to integrity	1896
0	In historic district, non contributing, built after 1952 end date for period of significance	Contributing, with expanded period of significance	1954
1324	Not in district	Include if expand period of significance	1959
19681	Not in district	Contributing, due to integrity	1929
19640	Not in district	Contributing, due to integrity	1949
19536	Not in district	Contributing, due to integrity	1911
19538	Not in district	Contributing, due to integrity	1896
19589	Not in district	Contributing, due to integrity	1927
19537	Not in district	Contributing, due to integrity	1928
488689	Not in district	Contributing, due to integrity	1946
488792	Not in district	Contributing, due to integrity	1890
489292	Not in district	Contributing, due to integrity	1928
489304	Not in district	Contributing, due to integrity	1941
489314	Not in district	Include if expand period of significance	1963
0	Not in district	Contributing, due to integrity	1896
0	Not in district	Contributing, due to integrity	1896

The following defines terminology used on the map. A building can contribute to a historic district and not be individually eligible for NRHP listing because historic district eligibility looks at the collective role of all contributing buildings to the historical and architectural significance of the historic district.

- Historic, contributing: these are buildings at least 50 years of age as of 2017 (historic). They were built **within** the period of significance for the historic district. Their individual architectural and historical significance and integrity support the architectural and historical associations for which the historic district is significant.
- Historic, non-contributing: these are buildings at least 50-years of age as of 2017 (historic). They were either built **outside** of the period of significance for the historic district or they do not retain enough integrity to support the architectural and historical associations for which the historic district is significance.



MAP 4.4. DISTRICT ELIGIBILITY

The map above highlights which properties within the survey area appear to be contributing properties within a historic district in downtown Olympia. It also includes the current boundaries of the historic district and a recommended extension.

- Non-historic, non-contributing: these are buildings that are not yet 50-years of age as of 2017 (non-historic). They were built **outside** of the period of significance for the historic district. Consequently, their architectural and historical significance does not relate to the architectural and historical associations for which the historic district is significant.

DEVELOPMENT TRENDS

Surveyor observations during field work identified the following past and present development trends and their implications for historic preservation.

- **Rehabilitation** work within the downtown core is keeping historic properties in active use and supporting the retention of the historic visual character within downtown.
- **New construction** is actively infilling empty lots within the downtown core. Mixed use examples of infill construction actively support a denser residential population within the downtown core, benefiting local businesses in historic buildings. The 1990s development of housing north of Olympia Avenue NE is changing the transition between the downtown and the Port of Olympia. Likewise, 1980s and contemporary office building development along Union Avenue SE and Jefferson Street SE is reshaping the visual character of these areas.

Recommendations

The following recommendations address the next steps in utilizing the data collected as part of this project.

- **Integration with planning and policy** to support ongoing efforts to shape development activities in downtown Olympia
- **District extensions:** pursue discussions with state architectural historian relative to potential expansions of the district boundaries and period of significance. Confirm viability, and then determine if there is enough information from existing property data to pursue nomination directly. Conduct outreach with property owners for proposed area to get confirmation that there is interest.
- **Financial tools outreach:** focus on 4th ave commercial corridor and concentration areas; tools for incentivizing potential districts and listing status, and tools to help keep integrity in these areas; several buildings exhibiting condition issues that would benefit from work
- **Residential use of upper floors:** encouraging concentration of affordable housing in downtown core, access to work and support for businesses.

FINANCIAL TOOLS

The eligibility recommendations developed as part of this survey, in addition to guiding listing of individual buildings and updating the existing historic district, also identify which potential financial tools property owners could utilize if they undertake work on their buildings.

Incentives are generally available to owners of register-listed properties. Listing status establishes the community value of a property through archival research, building documentation, and a formal public meeting process. It is this community value that the economic incentives are intended to help property owners retain.

Incentives help to encourage private investment in historic properties by extending the investment capacity of private property owners. These incentives acknowledge both the public benefit of historic properties and the capacity for public benefit through coordinated public/private efforts.

The following table provides guidance relative to building use and incentive eligibility. Of particular importance is to note that the 20% ITC does not apply to single family residences unless they are income producing rentals.

TABLE 4.5. FINANCIAL TOOL USE

	ITC 20%	ITC 10%	Special Valuation Program	IEBC application
Residence, single family	No	No	Yes, if listed (NRHP or WWRHP)	Yes, if listed
Residence, multi-family	Yes, if NRHP-listed	No	Yes, if listed (NRHP or WWRHP)	Yes, if listed
Commercial (including hotel), Industrial	Yes, if NRHP-listed	Yes, if placed in service at its current location before 1936	Yes, if listed (NRHP or WWRHP)	Yes, if listed

20% REHABILITATION TAX CREDIT

Through the federal historic tax credit program, there is an opportunity to receive a federal income tax credit on the qualified amount of private investment spent on a certified rehabilitation of a NRHP-listed building. Washington averages about 15 per year per DAHP, with the smallest project being \$14,000 and largest ever \$40 million.

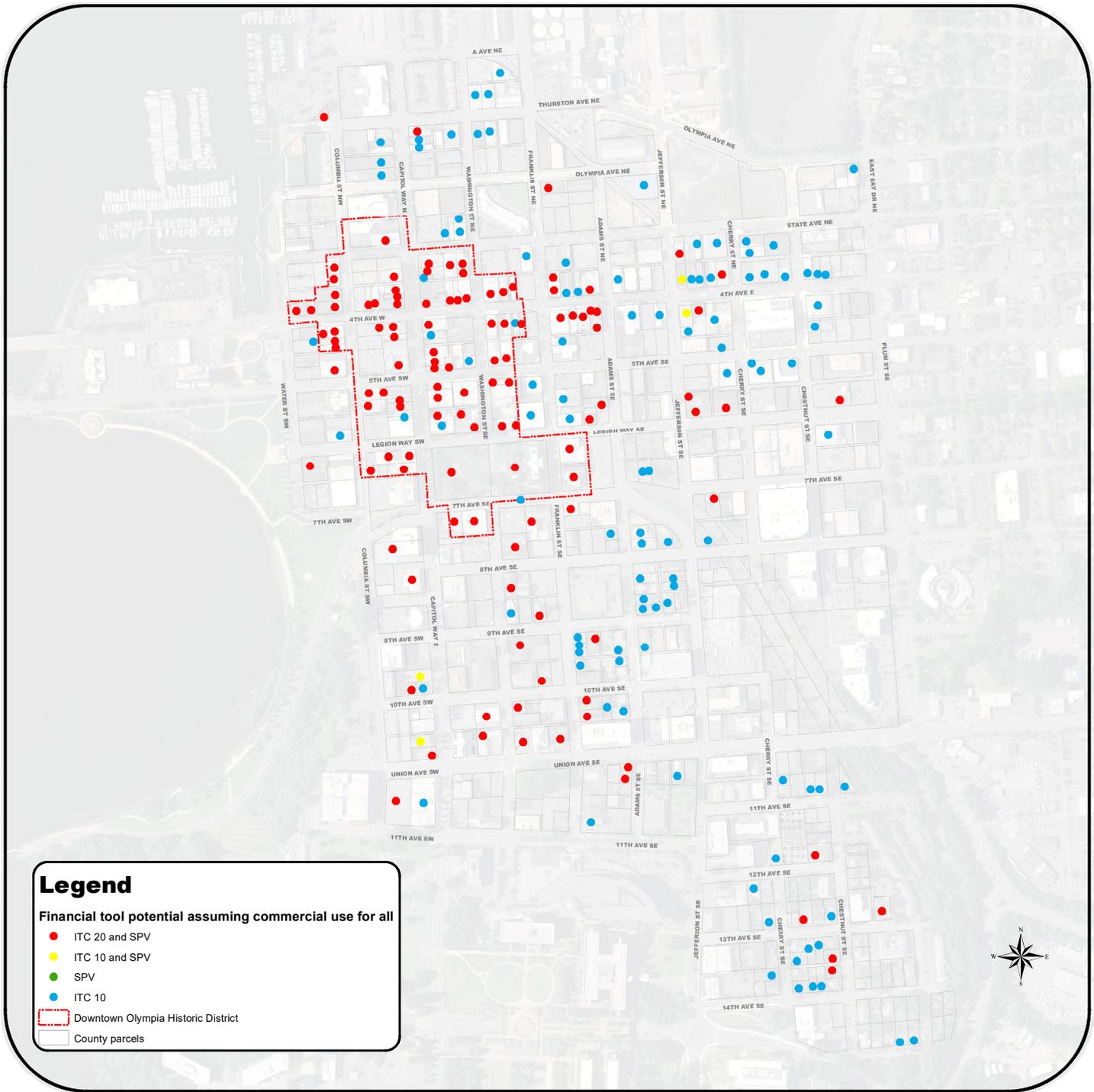
Requirements:

- NRHP-listed, individually or contributing to a district
- Income producing, which can be commercial, agricultural, industrial, and hotel-related, but must remain income-producing for at least five years following rehabilitation.
- Substantial rehabilitation, in which qualified rehabilitation expenditures equal or exceed the adjusted basis value of the building, exclusive of the land.
 - » Adjusted Basis = A – B – C + D
 - » A = purchase price of the property (building and land)
 - » B = cost of land at time of purchase
 - » C = depreciation taken for an income-producing property
 - » D = cost of any capital improvements made since purchase
- Rehabilitation work must be done per the Secretary of the Interior's (SOI) Standards for Rehabilitation, reviewed by both DAHP and NPS for compliance. Submit for review prior to starting work. Take existing-condition photographs to document work prior to starting. Refer to DAHP website for application forms. <http://www.dahp.wa.gov/tax-credits>

Within the survey area, there are multiple properties that could potentially utilize the tax credit. Refer to the Financial Tools map for details. These buildings could combine the credit with the local SPV program if they were listed to the WWRHP.

DAHP reports that since 1977, more than 250 properties in Washington have utilized the incentive, generating more than \$900 million in private investments in historic buildings. Since the start of the program in 1976, there has been a total of \$106 billion (adjusted for inflation) in qualified rehabilitation expenditures (QREs) spent nationwide; based on the QREs, the NPS estimates the program has created more than 2.4 million jobs. Based on the QREs, the program has awarded \$20.5 billion in tax credits nationwide, with a net gain of \$25.9 billion in federal tax receipts due to the rehabilitation activities. This has leveraged private investment to support economic growth in communities and benefits the local tax base through the increased property valuation due to the value of investment.¹

1. Washington Department of Archaeology and Historic Preservation. <http://www.dahp.wa.gov/tax-credits> (accessed January 18, 2016).



MAP 4.5. FINANCIAL TOOLS

The above map highlights which properties within the survey may be able to take advantage of financial tools outlined within this report.

References for further reading:

- <http://www.dahp.wa.gov/tax-credits>
- http://www.dahp.wa.gov/sites/default/files/HPTI_brochure.pdf
- <http://www.nps.gov/tps/tax-incentives.htm>
- <http://www.nps.gov/tps/tax-incentives/taxdocs/about-tax-incentives-2012.pdf>

10% REHABILITATION TAX CREDIT

The 10-percent federal historic tax credit benefits non-residential buildings that were placed in service prior to 1936, but are not eligible for NRHP listing due to the extent of alterations. The credit amounts to 10 percent of the cost spent rehabilitating the building. There is no state or NPS review associated with this incentive.

Requirements:

- Placed in service before 1936.
- Rehabilitated for income-producing, non-residential building use. (i.e. rental does not qualify but hotel use does).
- Substantial rehabilitation, exceeding the greater of either \$5,000 or the adjusted base value of the property (building only, exclusive of the land value).
- Cannot have been moved after 1935.
- Retain at least 50 percent of the building's external walls existing at the time rehabilitation began as external walls.
- Retain at least 75 percent of the building's existing external walls as either external or internal walls.
- Retain at least 75 percent of the building's internal structural framework.

Within the survey area, there are multiple properties that could potentially utilize the tax credit. Refer to the Financial Tools map for details. These buildings could combine the credit with the local SPV program if they were listed to the Olympia Heritage Register. These are all buildings that are not currently listed to the NRHP and were placed in service prior to 1936.

References for further reading:

- <http://www.nps.gov/tps/tax-incentives/taxdocs/about-tax-incentives-2012.pdf>

SPECIAL VALUATION PROGRAM

This program allows property owners to deduct qualified expenditures for rehabilitating a listed historic property, subject to local design review, from their property's taxable value to achieve a special valuation, which the assessor then uses to calculate the annual property tax. (Chapter 84.26 RCW, <http://app.leg.wa.gov/RCW/default.aspx?cite=84.26&full=true>)

Created by the state legislature in 1985, this program requires local jurisdictions to adopt an ordinance to allow property owners to take advantage of the tax deduction.

The intent of the program is to support, at the community level, the preservation of historic properties throughout the state by removing the disincentive of increased property taxes that was created when a property owner substantially improved a property. The primary benefit of the law is that during the 10-year special valuation period, property taxes will not reflect substantial improvements made to properties that are eligible for special valuation.

Requirements:

- Listed to the Olympia Heritage Register or certified as contributing to an Olympia Heritage or National Register listed historic district.
- Design review of proposed rehabilitation work and receipt of a Certificate of Appropriateness approval from the Olympia Heritage Commission.
- Incur qualified rehabilitation costs that equal at least 25 percent of the building's assessed value (exclusive the land value) within a 24-month period prior to application.
- Submit a single-page application form to the county assessor by October 1 of the year in which the work is completed. The assessor will then forward this application to the city for review and approval of the qualified rehabilitation costs by the Olympia Heritage Commission.

- Submit before and after photographs and an itemized expense worksheet to the city. This will be reviewed by the Olympia Heritage Commission.
- Following commission consideration, the Commission enters into a historic preservation special valuation agreement between the city and owner for the duration of the 10 year special valuation period. Once this agreement is executed, then the commission approves the application.
- City forwards approval of the total project qualified rehabilitation cost to the assessor for recording.
- Owner pays recording fees with assessor and the special valuation remains in place for a period of 10 years.

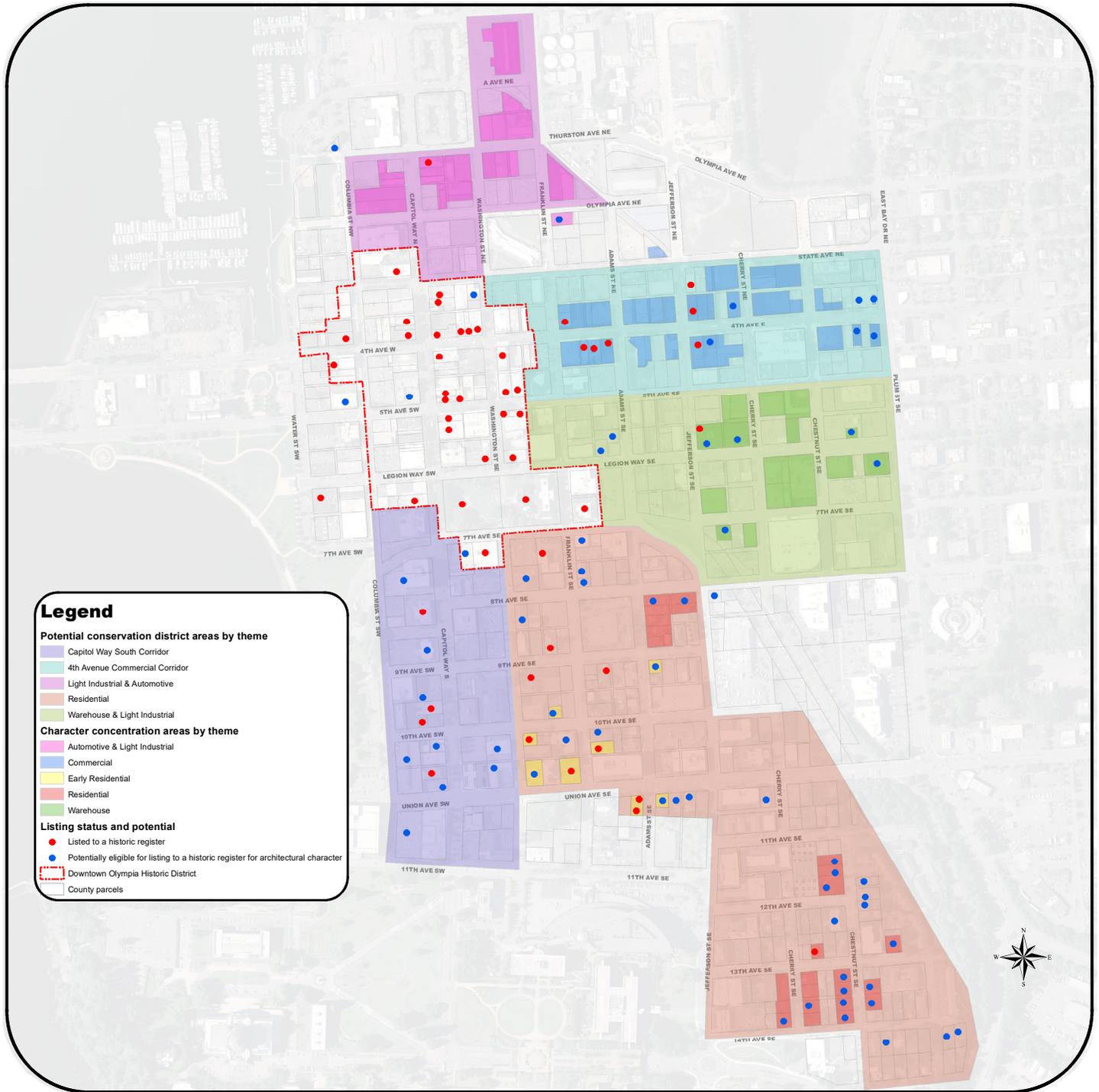
Within the survey area, there are multiple properties that could potentially utilize the program if they were listed on the OHR. Refer to the Economic Incentives map for details.

References:

- <http://www.dahp.wa.gov/special-tax-valuation>
- Sample itemization worksheet used by the City of Tacoma: <http://cms.cityoftacoma.org/planning/historic-preservation/financial/hp-worksheet-stv.xls>
- Sample affidavit of expenses used by the City of Tacoma: <http://cms.cityoftacoma.org/planning/historic-preservation/financial/hp-affidavit-expenses.doc>
- Guidelines for qualified expenses: <http://cms.cityoftacoma.org/planning/historic-preservation/financial/hp-guide-lines-expenditures.pdf>

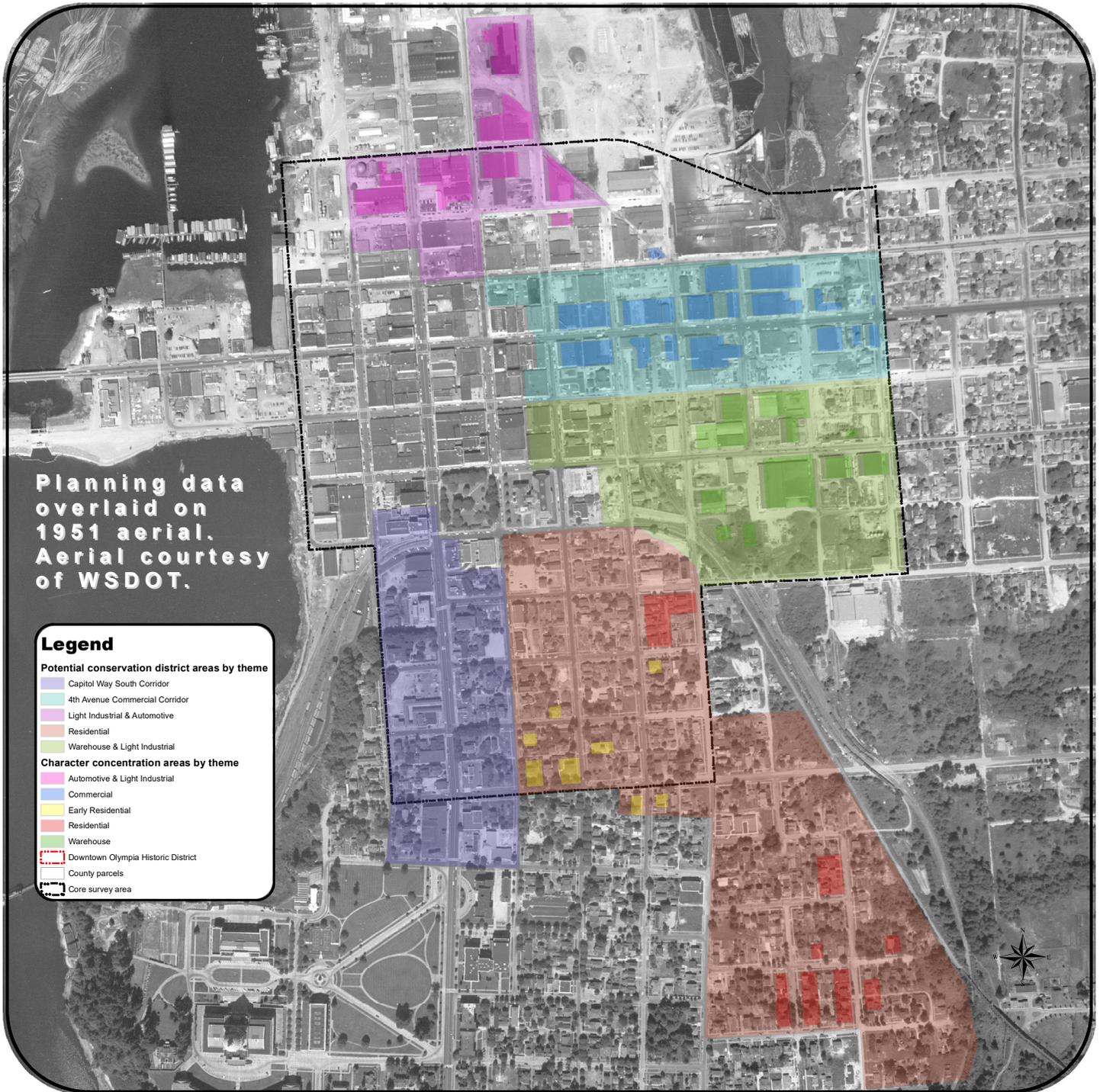
Maps

The following maps show planning areas within the survey boundaries and extension areas as well as the survey boundary overlaid on historic aerial photographs.



MAP 5.1. PLANNING AREAS

The above map depicts the survey area boundaries for the downtown Olympia survey.



MAP 5.2. PLANNING AREAS WITH 1951 AERIAL PHOTOGRAPH

Planning data overlaid on the 1951 aerial photograph from WSDOT.

HISTORIC ID	ADDRESS	HISTORIC NAME	COMMON NAME	NRHP STATUS	YEAR BUILT	SURVEY STATUS	DISTRICT STATUS	LISTING	SURVEY AREA	CRITERIALO
0	109 10TH AVE SW			No, based only on criteria C	1979	No form built in 1973 or newer	Not in district	Not listed	Core	No based on architectural character
19696	110 10TH AVE SW	Anderson House/Congregational Manse	(#34-897)	Yes, based only on criteria C	1891	Form updated	Not in district	OHR listed	Core	Listed
19528	100 4TH AVE E	Chambers Block	(#34-675)	No, based only on criteria C	1886	Form updated	In district contributing	OHR listed	Core	Listed
19532	114 4TH AVE E	The Spar	(34-682)	Yes, based only on criteria C	1935	Form updated	In district contributing	OHR listed	Core	Listed
19577	116 4TH AVE E	Baretich Building	(#34-777)	Yes, based only on criteria C	1936	Form updated	In district contributing	OHR listed	Core	Listed
19576	120 4TH AVE E	Boardman Building	(#34-776)	No, based only on criteria C	1910	Form updated	In district contributing	OHR listed	Core	Listed
19533	203 4TH AVE E	Security Building	(34-683)	DOE	1926	Form updated	In district contributing	DAHP DOE	Core	Yes based on architectural character
19801	204 4TH AVE E	State Theater	(34-932)	No, based only on criteria C	1949	Form updated	In district contributing	DAHP DNE	Core	No based on architectural character
19534	209 4TH AVE E	White Building	(34-685)	No, based only on criteria C	1908	Form updated	In district contributing	Not listed	Core	No based on architectural character
489283	212 4TH AV E			No, based only on criteria C	1950	Form updated	In district contributing	Not listed	Core	No based on architectural character
19588	213 4TH AVE E	Gottfeld's	China Town Cafe (#34-788)	No, based only on criteria C	1908	Form updated	In district non contributing	Not listed	Core	No based on architectural character
489290	215 4TH AVE E			No, based only on criteria C	1910	Form updated	In district contributing	Not listed	Core	No based on architectural character
19582	308 4TH AVE E	Avalon Theater & Store Building	Griswolds (#34-782)	No, based only on criteria C	1928	Form updated	Not in district	DAHP DNE	Core	No based on architectural character
19589	311 4TH AVE E	Rabeck Building	(34-789)	No, based only on criteria C	1927	Form updated	Yes if boundary expanded	OHR listed	Core	Listed
488619	314 4TH AVE E			No, based only on criteria C	1922	Form updated	Not in district	Not listed	Core	No based on architectural character



Land Use & Environment Committee

Climate Action Plan Briefing

Agenda Date: 6/15/2017
Agenda Item Number: 5.B
File Number: 17-0533

Type: decision **Version:** 1 **Status:** In Committee

Title

Climate Action Plan Briefing

Recommended Action

Committee Recommendation:

Not referred to a committee.

City Manager Recommendation:

Receive the briefing. Provide feedback on the scope of a climate action plan and move to recommend a referral to the Finance Committee regarding funding of a climate action plan in the 2018 budget.

Report

Issue:

Whether to receive a briefing on the scope of a climate action plan and to consider a referral to Finance Committee regarding funding of a climate plan in the 2018 budget.

Staff Contact:

Rich Hoey, P.E., Public Works Director, 360.753.8495

Danelle MacEwen, Senior Program Specialist, Public Works, 360.753.8211

Presenter(s):

Rich Hoey, P.E.

Background and Analysis:

In November 2015, the City formally signed on to the Compact of Mayors. The Compact of Mayors is a global coalition of mayors committed to reducing greenhouse gas emissions at a local level. This commitment was very consistent with goals and policies on climate change set in Olympia's Comprehensive Plan.

In 2016, the Compact expanded to become the Global Covenant of Mayors for Climate and Energy. More than 7,100 cities world-wide participate. As a member of the Global Covenant of Mayors, the City committed to several actions including the development of a climate action plan by the end of 2018.

In March 2017, City Council authorized a referral to the Land Use and Environment Committee (LUEC) for further scoping of a climate action plan process. This scoping will build on prior work, including analysis performed by Climate Solutions on sources of emissions and carbon reduction strategies.

At the LUEC meeting, staff will present a preliminary scope of a climate action plan, including public process elements and needed funding. If funded, staff expects that detailed scoping would occur in early 2018 following consultant selection.

Neighborhood/Community Interests (if known):

There is strong community interest in local action on climate change. Thurston Climate Action Team, a local non-profit organization, has expressed interest in engaging with the City on scoping and developing a climate action plan. Another newly formed organization, People for a Carbon Free Olympia, has also expressed interest in engaging in this effort.

Options:

1. Move to recommend a referral to the Finance Committee to evaluate funding of a climate action plan in the 2018 budget. The City would maintain progress towards its goal to develop a climate action plan by the end of 2018.
2. Do not recommend a referral to the Finance Committee. Due to insufficient funding, work on a climate action plan would not progress in 2018.

Financial Impact:

Staff estimates the consultant costs for a climate action plan would range between \$70,000 and \$130,000. The amount would vary depending on the level of interdepartmental staff support and extent of public involvement. At this time, staff recommends that a budget of \$100,000 be established.

Attachments:

None