



City of Olympia

City Hall
601 4th Avenue E
Olympia, WA 98501

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Meeting Agenda City Council

Tuesday, September 16, 2014

7:00 PM

Council Chambers

Special Study Session

1. **ROLL CALL**

2. **REVIEW OF COMPREHENSIVE PLAN CATEGORIES**

2.A [14-0880](#) Decatur Street and 16th Avenue Street Connections

Attachments: [Decatur Street & 16th Avenue Background](#)
[Street Connectivity Webpage](#)

2.B [14-0877](#) Provision of Alleys

2.C [14-0869](#) Scenic Views and Waterfront

Attachments: [Scenic Views Goal 8 and Policies](#)
[Scenic View SEIS excerpt](#)

2.D [14-0868](#) Capitol Lake

Attachments: [2009 Council letter to Linda Bremmer](#)

3. **ADJOURNMENT**

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City of Olympia

City Council

Decatur Street and 16th Avenue Street Connections

Agenda Date: 9/16/2014
Agenda Item Number: 2.A
File Number:14-0880

Type: work session **Version:** 1 **Status:** Study Session

Title

Decatur Street and 16th Avenue Street Connections

Recommended Action

Recommended Action

Committee Recommendation:

Not referred to a committee.

City Manager Recommendation:

Discuss and provide guidance on language to include in the draft Comprehensive Plan.

Report Issue:

Do you wish to include in the draft Comprehensive Plan the language shown below in italics about Decatur / 16th Avenue street connections?

Staff Contact:

Sophie Stimson, Senior Planner, Public Works Transportation, 360.753.8497
Mark Russell, P.E., Director of Transportation, Public Works, 360.753.8762
Rich Hoey, P.E., Director, Public Works, 360.753.8495

Presenter(s):

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

Background and Analysis:

Street connectivity is a major policy area of the Comprehensive Plan. A well-connected street pattern improves transportation safety, reduces vehicle miles traveled, and enhances walking, biking and transit options for our community.

Through the Comprehensive Plan Update process, some members of the community have expressed concerns about the impacts of increased traffic volume on residential neighborhoods associated with certain proposed street connections. Community members expressed particular concern regarding the potential impact of the Decatur Street and 16th Avenue street connections on the adjacent southwest Olympia neighborhood. The Public Hearing Draft of the Comprehensive Plan currently lists Decatur Street and 16th Avenue as proposed future street connections.

At its August 12, 2014 meeting, the City Council expressed its desire to remove all references to the Decatur Street and 16th Avenue Street connections from the Comprehensive Plan due to potential negative impacts to the neighborhood.

Based upon Council's direction at that meeting, staff subsequently drafted the following language for consideration:

“Decatur Street and 16th Avenue street connections have been removed from the Comprehensive Plan due to potential adverse impacts on the adjacent neighborhood. The southwest neighborhood is near Capitol Mall and other dense commercial areas and the change to traffic patterns resulting from these street connections may adversely affect the unique character of the neighborhood.”

During Tuesday's Study Session, staff will outline follow-up implementation actions that will be needed based on this policy direction, including the need to amend the Regional Transportation Plan and to reconsider the City's planned West Olympia Local Street Analysis.

Neighborhood/Community Interests (if known):

Several citizens have provided comments on the City Council's Public Hearing Draft of the Comprehensive Plan opposing the Decatur Street and 16th Avenue connections and asked that these proposed street connections be removed from the Comprehensive Plan. The concerns primarily relate to increased traffic volumes and the potential effect of additional motor vehicle traffic on the character of the neighborhood.

Recommended Language:


Financial Impact:

None at this time.



MEMORANDUM

TO: Olympia Planning Commission

FROM: Sophie Stimson, Senior Planner
Public Works Transportation 

DATE: November 26, 2012

SUBJECT: Background and Status of Street Connections at Decatur Street and 16th Avenue

This memo is in response to the Olympia Planning Commission's (OPC) questions related to Decatur Street and 16th Avenue. The following information provides the history of decisions related to, and the status of, these street connections.

Street connectivity is emphasized in the current *Olympia Comprehensive Plan* (Comp Plan). In 2009, City Council accepted the *Olympia Transportation Mobility Strategy* report and connectivity emerged as a major policy area. Street connectivity policy helps to achieve many transportation objectives: access, safety, efficiency, and mode choice.

The July draft of the Comp Plan continues to emphasize the value of street connections and the development of a more connected grid. While reworded, the proposed updated policies are consistent with the current plan.

Status of Decatur Street and 16th Avenue Connections

The status of the proposed street connections at Decatur Street and 16th Avenue is captured in ordinance 6389 adopted by City Council in 2006 and reads as follows:

"Any decision on whether to connect Decatur Street to Caton Way (south of the existing end of Decatur Street) and open 16th Avenue (west of Fern Street) as through vehicular connections will not be made until the Westside Access and Traffic Circulation Study is complete."

This direction resulting from the 2006 ordinance is referenced in the current comp plan, and is referenced in the same manner in the July draft of the updated comp plan.

West Olympia Access Study (formerly "Westside Access and Traffic Circulation Study")

The West Olympia Access Study (WOAS) examines transportation access and circulation needs on the Westside, including highway access and multimodal improvements to the local street system. Phase I of the WOAS, related to access to US 101, was complete in 2010; Phase II

related to the local street system is not yet complete. City Council approved funding for Phase II, with work anticipated to begin in 2013.

Background to the Decatur Street and 16th Avenue Connections

- 1990s 4th/5th Avenue Corridor Planning: In the early 1990's, the City developed a vision for the 4th and 5th Avenue Corridor, as part of the need to replace the 4th Avenue Bridge. At the time of the discussions, the public voiced concern about the additional traffic in the southwest neighborhood that would result from bridge construction.
- 1990s Neighborhood Traffic Management Program: The City established a new program called the Neighborhood Traffic Management Program (NTMP). In response to the future construction of the 4th and 5th Avenue corridor, and in anticipation of new street connections in the Southwest neighborhood, a project was developed to build traffic calming devices on several Southwest neighborhood streets.
- 2000 16th Avenue Street Opening: New private development projects adjacent to 16th Avenue and Fern Street leads to connection of these streets.
- 2001 Earthquake: The Nisqually Earthquake damages and closes the 4th Avenue bridge and Deschutes Parkway. Traffic flow in the area is affected by the closures. The replacement of the 4th Avenue bridge project is accelerated.
- 2001 STP Grant Funds: The City receives Surface Transportation Program (STP) grant funds for the construction of the Decatur Street connection.
- 2001 16th Avenue closes: The connection from 16th Avenue to Fern Street is closed based on the August 28, 2001 City Council resolution M-1486. The resolution states that 16th Avenue/Fern Street will be reopened to motorized traffic concurrent with the opening of Decatur Street (anticipated in 2003) and Deschutes Parkway, conditioned on the review and determination of other connection alternatives in the area.
- December 11, 2001, City Council Study Session and December 18, 2001, Consent Calendar, Connecting Streets in South Westside Neighborhood: City Council holds a study session to debrief on the 16th Avenue experience, and to review opportunities for additional connections to improve traffic flow in the Southwest neighborhood.

Council decides to delay the Decatur Street connection and street improvements, and redirect STP funds to another project. The specifics on this decision include:

- Delay planned design and construction of the Decatur Street connection and street improvements until 2004 or after completion of the Gateway Corridor improvements and Deschutes Parkway reconstruction, whichever is later.

- Redirect the STP funding that is earmarked for the Decatur Street improvements to the 18th Avenue/Elizabeth Street/14th Avenue from Hoffman Road to the Lacey City Limits.
 - Incorporate the Decatur Street connection portion of the project into the Transportation Impact Fee rate schedule in 2002.
 - Proceed with defining the project scope (including incorporating the Fern Street/16th Avenue Connection) for the Decatur Street corridor improvements in the 2002-2003 timeframe. The Decatur Street corridor study will include a review of potential impacts of the new connections to the South Westside Neighborhood.
 - Develop a work plan that responds to the policy level questions posed in the staff report, and bring it to the City Council for consideration.
- March 16, 2004, City Council meeting, *Scoping and Public Involvement for the Decatur and Fern Street/16th Avenue Connections*: The City Council decides to refer the issues of a non-vehicle Decatur Street connection and a Westside study to the Land Use and Environment Committee (LUEC). At this March Council meeting, there was extensive discussion, including information on traffic flow changes, as a result of opening of the streets.

The regional traffic model describes anticipated traffic volume changes if Decatur Street and 16th Avenue were open to motor vehicles:

- Decatur Street would see 2,800 vehicles per day with traffic calming
- Fern Street would see 1,900 vehicles per day with traffic calming
- A total of 4,700 vehicles per day would use these new connections

Nearby intersections would see these changes:

- 9th Avenue and Black Lake Boulevard would be reduced by 1,400 vehicles per day. (Note that when 16th Avenue was open for a period in 2001, 9th Avenue at Black Lake was reduced by 1,600 vehicles per day.)
 - 4th Avenue at the top of the bridge would see traffic volumes reduced by 2,000 vehicles per day.
 - Black Lake and Cooper Point would see traffic volumes reduced by 2,500 vehicles per day.
- November 9, 2004, City Council meeting, *Decatur Street and Fern Street/16th Avenue Street Connections*: The Council supports the LUEC's October 18, 2004 recommendation. Council decides to retain the Decatur Street and 16th Avenue street connection in the Comp Plan and Regional Transportation Plan. Other decisions are to construct a bicycle and pedestrian access at Decatur Street and develop the 16th Avenue street connection to allow for emergency vehicle access. More specifically, the Council decides:

- Retain the Decatur Street and 16th Avenue openings as vehicle traffic connections in the Comp Plan and Regional Transportation Plan pending completion of the Westside Access and Traffic Circulation Study and future Council decision. Add text to reflect that any decision on whether to open Decatur Street and 16th Avenue as vehicular connections will not be made until the Westside Access and Traffic Circulation Study is complete.
- Revise Decatur Street Capital Facilities Plan project for a bicycle and pedestrian trail access connection only. Revise the 16th Avenue connection to add only emergency vehicle access.
- Continue work with the Washington State Department of Transportation to develop timeframe for the Westside Access and Traffic Circulation Study.
- December 26, 2005, City Council approval of Ordinance related to Comp Plan Amendments: Council's 2004 decision leads to Council's formal decision captured in ordinance 6389 which adopts several Comp Plan amendments. Final approval of the ordinance is January 24, 2006. The comp plan is amended to include this text:

"Any decision on whether to connect Decatur Street to Caton Way (south of the existing end of Decatur Street) and open 16th Avenue (west of Fern Street) as through vehicular connections will not be made until the Westside Access and Traffic Circulation Study is complete."
- 2009 Transportation Mobility Strategy: City Council accepts the *Olympia Transportation Mobility Strategy* report and street connectivity is a major policy emphasis. A "Route Directness Index" tool is recommended to measure relative connectivity in areas of the city.
- May 2010 WOAS Phase I: West Olympia Access Study Phase I complete. The City and WSDOT agree to ramp changes to improve access to US 101.
- November 2010 Scope for WOAS Phase II: West Olympia Access Study Phase II Scope of Work is reviewed and supported by Council's Finance Committee and LUEC. This scope will address local street issues, including network connectivity. Funding for this work is secured. The decision to delay Phase II is based on: 1) avoiding any confusion that may result from conducting two public involvement processes (Phase II and the Comp Plan Update) at the same time; and, 2) the limited availability of staff during the comp plan update process. Phase II is anticipated to begin in 2013
- 2010-2012 Comp Plan Update Process: The Comp Plan update process is underway and street connectivity continues to be a policy focus. There is no change proposed to the status of the Decatur Street and 16th Avenue street connections in the July draft; these street connections are mentioned in the same manner as in the current comp plan.

Olympia Planning Commission

November 26, 2012

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A packet of the staff reports and minutes from the City Council meetings referenced here can be emailed to OPC members upon request.

If you have any questions, please feel free to contact me via email at sstimson@ci.olympia.wa.us or by telephone at (360) 753-8497.

SS:ci

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Street Connectivity

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feedback

Getting Connected

Olympia is striving to build a well-connected network of small streets that are human-scale, and safe and inviting for walking, biking and driving.



A well connected street grid means: direct, efficient routes for all users; people can walk, bike and access transit easily; more efficient access for emergency vehicles and other services; more route options during construction or street closures; and more.

[More Benefits of Street Connectivity](#)

- Alternate routes during emergencies, improving safety and reducing delays
- Reduced need to widen roads and intersections, creating a more human-scale street system
- Narrower streets with fewer lanes, which minimizes vehicle volumes and speeds
- Smaller intersections, which are easier for pedestrians, bicyclists and motorists to navigate

[Street Connectivity Policy Background](#)

Comprehensive Plan

Street connectivity is emphasized in the *Olympia Comprehensive Plan*. This approach was selected because of benefits to all modes of travel and because it creates the urban form we envision for our neighborhoods and commercial districts. The alternative to a well-connected grid is to depend on a few large streets and intersections that are less safe for bicyclists and pedestrians, and make transit difficult to access. The current Comprehensive Plan discusses this policy in more detail ([see Appendix 6A](#)).

Transportation Mobility Strategy

The 2009 Olympia [Transportation Mobility Strategy](#) recommends increasing street and pathway connectivity in our network. [Appendix H](#) of the Mobility Strategy report is an analysis of street connectivity.

Status of Connectivity in Olympia

Olympia has not been able to achieve all street connections planned and documented in the Comprehensive Plan or required through code regulations.

When these connections are not made there is a cumulative impact on the transportation system. The existing street system gets more congested, there is more delay at intersections, streets need to be widened which is costly, and streets become less safe and unpleasant for walking and biking.

- [List of Street Connections on Major Streets Considered since 1995](#)

Comprehensive Plan Update - Recent Discussions

Proposed Policy to Evaluate Connections

On April 22, 2014, the City Council considered several options for a policy related to analyzing proposed street connections. See the [staff report](#) and [policy language comparison](#) for more information.

Proposed Decatur Street and 16th Avenue Street Connections

Street connections are proposed in the southwest Olympia area, including Decatur Street to

Pathways
LEARN ABOUT THE NEIGHBORHOOD PATHWAY PROGRAM

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City Calendar

- 09/11 - 4:00 p.m. [Olympia Arts Commission](#)
- 09/11 - 6:00 p.m. [PBJA Board Meeting \(Parking & Business Improvement Area\)](#)
- 09/11 - 6:30 p.m. [Design Review Board](#)
- 09/11 - 6:30 p.m. [FREE Community Forum about Surviving an Active Shooter](#)
- 09/12 - [City Hall Front Counter Closed until 9:00 a.m. for staff training](#)

→ [View full calendar...](#)

City Updates

CALL FOR ARTISTS. We are looking for talented artists to paint a new mural at the Artesian Commons. Apply by September 15, 2014 to be considered. [Learn more...](#)

COMPREHENSIVE PLAN UPDATE. Olympia's Comprehensive Plan is in the final stages of the update process. You can view the [latest draft](#) or learn more about the process on our [Imagine Olympia](#) page.

APPLY FOR 2015 TOURISM PROMOTION FUNDING. Olympia's Lodging Tax Advisory Committee is accepting applications for 2015 tourism promotion services funded by the city's Lodging Tax. Application deadline is Wednesday, September 24, 4:00 p.m. [Information and form...](#)

CAPITAL FACILITIES PLAN. The [2015-2020 Preliminary Capital Facilities Plan](#) is now available for online viewing.

OLYMPIA MUNICIPAL CODE. Quick link to codes and standards including [Olympia Municipal Code](#).

MEETINGS. [Agenda and Minutes](#) for City Council and most

Caton Way and 16th Avenue to Fern Street.

See [this memo](#) for more history on Decatur Street and 16th Avenue Connections.

The decision as to whether or not Decatur Street and 16th Avenue should be connected streets will not be made until the West Olympia Access Study Phase II is complete.

[More About the West Olympia Access Study](#)

West Olympia Access Study Phase I was completed in 2010. Phase I examined the highway access and determined the need to create new access ramps to SR 101.

During Phase I, the public brought up many issues related to pedestrian, bike, auto and transit access on the westside's local street network. These issues will be addressed in Phase II of the study, which will examine the local street system. During Phase II, discussions with the public about Decatur Street and 16th Avenue will occur.

Phase II is not expected to be complete until 2015/2016. A decision on Decatur Street and 16th Avenue connections may be considered by the Council, once the study is complete.

See the [West Olympia Access Study Summary](#) for more information.

Questions?

Contact Sophie Stimson at **360.753.8497** or ssimson@ci.olympia.wa.us

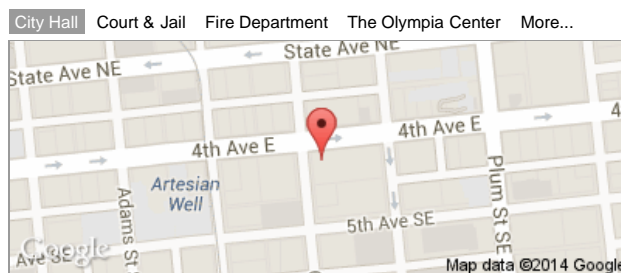
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City of Olympia

City Council

Provision of Alleys

Agenda Date: 9/16/2014
Agenda Item Number: 2.B
File Number: 14-0877

Type: work session **Version:** 1 **Status:** Study Session

Title

Provision of Alleys

Recommended Action

Committee Recommendation:

Reviewed by Land Use & Environment Committee in April 2014, prior to Council's Public Hearing on the Comprehensive Plan. See "Options" section below.

City Manager Recommendation:

Discuss and provide guidance on language to include in the draft Comprehensive Plan related to alleys.

Report

Issue:

On August 12, Council referred Comprehensive Plan policies related to alleys to a Study Session.

Primary issues:

- 1) Should alleys be encouraged or required?
- 2) If required, how should criteria be determined for situations in which alleys are required?

Staff Contact:

Sophie Stimson, Senior Planner, Public Works Transportation, 360.753.8497

Presenter(s):

Sophie Stimson, Senior Planner, Public Works Transportation

Background and Analysis:

Current Comprehensive Plan policy on alleys states that alleys are encouraged in residential and commercial development.

In May 2013, the Olympia Planning Commission recommended Comprehensive Plan policy language that requires alleys in new development instead of encouraging them.

In April 2014, the Land Use and Environment Committee (LUEC) recommended policy language that requires alleys. LUEC added an additional policy relating to the feasibility and practicality of alleys (PT3.6), which was reflected in the City Council's June 2014 Public Hearing Draft of the

Comprehensive Plan.

Alleys contribute to more access and mobility in our transportation system. They also improve urban form by minimizing the need for driveways at the front of a lot.

More alleys would be difficult for the City to maintain. Funding is not in place to maintain the alleys we already have. More alleys will result in more impervious surfaces, which will result in increased stormwater runoff that must be managed (treated, conveyed and detained). For these reasons, staff recommends Comprehensive Plan policy language that encourages alleys, and does not require them.

Neighborhood/Community Interests (if known):

Public testimony gathered throughout the *Imagine Olympia* process did not address whether alleys should be required or encouraged. Several comments suggested alleys in the downtown be used for placemaking, and for attractive bicycle and pedestrian paths with lighting, art, and landscaping.

Public comments received this summer on the City Council's Public Hearing Draft of the Comprehensive Plan included:

- Policy language should encourage but not require alleys.
- If requiring alleys, then revise policy PT3.6 related to feasibility and practicality of alleys.

Options:

1. City Manager's April 2014 recommended policy language that encourages alleys. This is also consistent with a public comment on the City Council Public Hearing Draft:
 - *PT3.4 Encourage alleys and retain alleys as public right-of-way.*
 - *PT3.5 Encourage alleys behind lots fronting on arterials and collectors, so that houses or businesses can face the street, sidewalks are continuous, and vehicles can access properties from behind.*
2. LUEC's April 2014 recommended policy language that would require alleys where practical and feasible, and includes an additional policy PT3.6 about needing criteria to define practical and feasible. This is the language that was included in the City Council's Public Hearing Draft:
 - *PT3.4 Require alleys where feasible and practical and retain alleys as public right-of-way.*
 - *PT3.5 Require alleys where feasible and practical behind lots fronting on arterials and collectors, so that houses or businesses can face the street, sidewalks are continuous, and vehicles can access properties from behind.*
 - *PT3.6 The "practicality" and "feasibility" of alleys will be documented using demonstrable and clear criteria so that citizens, developers, and staff have a common understanding that will reduce uncertainty in development and other processes.*

3. New policy language based on a public comment on the City Council Public Hearing Draft:
- *PT3.4 Require alleys where feasible and practical and retain alleys as public right-of-way.*
 - *PT3.5 Require alleys where feasible and practical behind lots fronting on arterials and collectors, so that houses or businesses can face the street, sidewalks are continuous, and vehicles can access properties from behind.*
 - *PT3.6 Establish objective criteria in City standards to determine the practicality and feasibility of alley construction for new development. These criteria should include, but not be limited to, consideration of site topography, surrounding development, environmental constraints, current or future potential alley connectivity, and stormwater management.*

Financial Impact:

There is currently no City budget for alley maintenance. Maintenance is done on an as needed basis.



City of Olympia

City Council

Scenic Views and Waterfront

Agenda Date: 9/16/2014
Agenda Item Number: 2.C
File Number: 14-0869

Type: work session **Version:** 1 **Status:** Study Session

Title

Scenic Views and Waterfront

Recommended Action

Committee Recommendation:

Not referred to a committee.

City Manager Recommendation:

Discuss and provide guidance on language to be included in the draft Comprehensive Plan.

Report

Issue:

Should the goal and policies of the Draft Comprehensive Plan addressing scenic views (GL8 and its policies) be revised?

Staff Contact:

Todd Stamm, Principal Planner, Community Planning and Development Department, 360.753.8597.

Presenter:

Todd Stamm, Principal Planner, Community Planning and Development Department

Background and Analysis:

On August 12, 2014, following the public comment period, the Council directed that a work session be scheduled for more discussion of the 'Scenic View' and related 'Waterfront' aspects of the proposed Comprehensive Plan Update. This work session will provide Council members with an opportunity for discussion of options before making a final decision later in 2014.

Background

In 1976 Olympia's Comprehensive Plan included a goal to, "Enhance and preserve key visual characteristics of the city" and, among others, policies stating that:

1. Capitol dome should be a focal point in the design of the city. Sylvester Park and the old State Capitol should be preserved.
2. Viewpoints from which Budd Inlet, Mt. Rainier, and the Olympics can be

seen should be designated and protected.

3. Preservation of waterfront and viewpoints for public use should be a high priority.

Since at least the 1980s, the City of Olympia has used development regulations as part of its effort to preserve and enhance such scenic views. That effort has generally focused on those noted above and views of the Black Hills and major bodies of water. Particular regulations govern views of all of these features from certain streets and from the waterfront, of the Capitol dome from downtown, and views of Budd Inlet from East and West Bay Drives. (In addition, the City administers view protection provisions of the Shoreline Management Act.)

The primary policy in the current Comprehensive Plan on this topic is to:

Protect, to the greatest extent practical, scenic views of the Capitol Dome, Budd Inlet, Mount Rainier, the Black Hills, Capitol Lake, and the Olympic Mountains from designated viewing points and corridors. (Comprehensive Plan Policy LU 2.2)

In the 2012 draft comprehensive plan, staff proposed that this policy be replaced with one emphasizing public “viewpoints” and not “corridors,” which had been interpreted as views from streets. That proposed policy read:

Identify and designate significant public viewpoints and - with consideration of trees and other enhancing landscaping - protect, preserve and enhance particular views of the Capitol Campus, Budd Inlet, Downtown skyline, Mount Rainier, the Black Hills, Capitol Lake and surrounding treed slopes, and the Olympic Mountains, such as: [13 examples were provided].

(Draft Policy L6.10, analyzed in a draft of the Supplemental Environmental Impact Statement (SEIS)).

Draft Comprehensive Plan Update - Analysis

The June 2014 Draft Comprehensive Plan includes the attached scenic view goal GL8 and five related policies (PL8.1 - 8.5). Policy PL8.5 includes many examples of “landmark views” and “observation points.” This proposed goal and its policies are analyzed in Section 24, “View Protection and Enhancement”, of the Final Supplemental Environmental Impact Statement. (See

attached excerpt from the SEIS.)

Other provisions of the Draft Plan call for protecting historic vistas associated with the Capitol Campus and preserving and enhancing water vistas from rights-of-way within one block of water bodies. (See draft Land Use and Design Policies 3.3 and 6.10.)

The Council received numerous public comments on the scenic views Goal and Policies proposal. Although each perspective differed slightly, public comments may be summarized as:

- Do not revise current Policy LU 2.2. The prospect of revising development regulations related to scenic views will be controversial and create uncertainty for property owners and in the real estate market.
- Do not adopt the proposed 'examples' list in Policy PL8.5. It will create a public expectation that many, most, or all of these views will be preserved and protected. Such extensive restrictions would unduly limit development in Olympia, and particularly constrain opportunities downtown.
- Especially consider the valued views, public open space aspects and development possibilities associated with the downtown waterfront. Be sure the pending update of the Shoreline Master Program is consistent with the updated Comprehensive Plan and the community's vision in this respect.
- Any extensive update of the City's scenic view regulations will require substantial resources for consultant services and public participation.

Neighborhood/Community Interests (if known):

These issues have been of significant public interest throughout the 'Imagine Olympia' Comprehensive Plan Update process.

Options:

1. Direct that the scenic view examples be removed from draft Land Use Policy 8.5 of the draft Plan, i.e., conclude with "... observation points and landmark views."
2. Direct that proposed Scenic View Goal 8 and related Policies 8.1 to 8.5 be replaced with Policy LU 2.2 from the current Comprehensive Plan (above).

3. Direct that Scenic View Goal 8 and related Policies 8.1 to 8.5 be replaced with Policy L6.10 from the 2012 staff-proposed draft Comprehensive Plan (above).
4. Direct no changes to the draft Comprehensive Plan Update.
5. Direct other revisions related to scenic views or waterfront, or both, aspects of the draft Plan.

Financial Impact:

No direct impacts; implementation of the Plan would be budgeted at a later date.

SCENIC VIEWS

Olympia Comprehensive Plan Update – City Council Public Hearing Draft

Proposed Land Use and Urban Design Goal 8 and Related Policies

- GL8 Community views are protected, preserved, and enhanced.
- PL8.1 Implement public processes, including the use of digital simulation software, to identify important landmark views and observation points.
- PL8.2 Use visualization tools to identify view planes and sightline heights between the landmark view and observation point.
- PL8.3 Prevent blockage of landmark views by limiting the heights of buildings or structures on the west and east Olympia ridgelines.
- PL8.4 Avoid height bonuses and incentives that interfere with landmark views.
- PL8.5 Set absolute maximum building heights to preserve publicly-identified observation points and landmark views, which may include:

Views:

- Olympic Mountains
- Puget Sound
- Mt. Rainier
- State Capitol Group
- Forested hills and slopes
- Capitol Lake /Estuary
- Black Hills

Observation Points:

These may be static or dynamic points-of-view from the examples below, or other parts of Puget Sound, Capitol Campus, public parks, public rights-of-ways, downtown Olympia, or elsewhere in the community:

- Puget Sound Marine Navigation Channel
- Capitol Campus Law Enforcement Memorial
- West Bay Park, Priest Point Park, North Point of Port Peninsula, Sunrise Park, Madison Scenic Park, and Percival Landing
- State Avenue, 4th Avenue, Harrison Avenue, Deschutes Parkway, West Bay Drive, East Bay Drive, the 4th Avenue Bridge, Olympia Avenue, Boulevard Road, Pacific Avenue, Martin Way, Brawne Street, Foote Street, and Capitol Way
- The Olympia Waterfront Route (see 2010 [Parks, Arts, and Recreation](#) Plan)
- Hands-on Children's Museum
- Olympia City Hall
- Lee Creighton Justice Center

January 24, 2014

**Comprehensive Plan Update
Final Supplemental Environmental Impact Statement
Excerpt -- pages 113 to 115:**

24. View Protection and Enhancement

Proposal

Shift policy emphasis from protecting certain views from public streets to protection and enhancement of views from public gathering places; and expand street-end water view protection to all water bodies. Proposal would add a specific views goal to the Plan.

- *PL6.10 Preserve and enhance water vistas by retaining public rights-of-way that abut or are within one block of water bodies and by not siting public buildings within associated view corridors.*
- *GL8. Community views are protected, preserved, and enhanced. (See the draft Plan for policies associated with this goal.)*

Background

Since at least the 1980s Olympia has used development regulations in an attempt to preserve and enhance views valued by the public. In general, that effort has focused on views of the Capitol Campus, Mount Rainier, Black Hills and major water bodies from streets and points near the water. Among the regulations that have been adopted are the Urban Waterfront Plan, height restrictions in Olympia Municipal Code (OMC) Chapter 18.10, and the 'View preservation' requirement of the design criteria at OMC 18.110.060: "In order to protect the existing outstanding scenic views which significant numbers of the general public have from public rights-of-way, applicants for development must consider the impact their proposal will have on views of Mt. Rainier, the Olympic Mountains, Budd Inlet, the Black Hills, the Capitol Building, and Capitol Lake or its surrounding hillsides. All development must reserve a reasonable portion of such territorial and immediate views of these features for significant numbers of people from public rights-of-way, and shall provide lookouts, viewpoints, or view corridors so that visual access to existing outstanding scenic vistas is maintained." Specific views to be preserved by this last provision are based on a 1982 map of existing views from streets. Except for a State-mandated Shoreline Master Program provision, the City's policies and regulations do not provide for protecting views from private property. During the Imagine Olympia outreach, members of the public expressed strong opinions regarding the importance of preserving views valued by the community.

Options

Option 1. The proposal: Expand existing policy regarding preserving street end views of Budd Inlet and Capitol Lake to all major water bodies, and modify valued-views protection policy from streets to a new set of "landmark views" and "observation points" to be identified at a later date. In general the features viewed would remain the same although the list of views that may be protected has been expanded to include the "State Capitol Campus Promontory" and "Olympia valley's forested hills and slopes." The

proposal does differ from current policy by deleting most street corridors from the protected viewpoints and substituting public observation points.

Option 2. No action: Retain existing policy, including: “Protect, to the greatest extent practical, scenic views of the Capitol Dome, Budd Inlet, Mount Rainier, the Black Hills, Capitol Lake, and the Olympic Mountains from designated viewing points and corridors.” Comprehensive Plan Policy LU2.2.

Option 3. Alternative to the proposal: Identify and designate specific views in the Comprehensive Plan.

Analysis

The current policy of protecting views from street “corridors” is difficult to apply on a project specific basis. Due to the linear nature of streets, view lines from a street often encompass an entire property. For example, the new Olympia City Hall fell within an area where views of the Capitol Dome from Fourth Avenue were to be protected.

Shifting the emphasis from street view protection, which apparently is derived from a ‘scenic driving’ experience of the 1970s and earlier, to protection and enhancement of views specifically from places where the public gathers would significantly reduce the number of affected properties, thus increasing opportunities for more intensive development in other areas and providing for a focused effort to retain and enhance the views most enjoyed by the general public. The revised policy regarding community-valued views could enhance the public’s continued ability to appreciate and enjoy these views, while also increasing predictability for private property owners.

As noted, associated development restrictions could result in some reduction in the development potential of certain properties and portions of the City. Such limits could lead to secondary adverse impacts associated with overall lower density development. Detailed analysis of such views and potential implications for development of specific properties would be conducted as part of the process of evaluating and adopting any such regulations.

The related change would expand an existing water-vistas-at-street-ends policy to include all water bodies and not just Budd Inlet and Capitol Lake; for example, to include the Fish and Wildlife Department access to Ward Lake. (Compare current Comprehensive Plan Policy LU2.10 and proposed Policy PL6.9.) As such, it would result in slightly reduced potential for development on shorelines, would preserve and potentially enhance public access to shorelines consistent with Shoreline Management Act goals, and provide the potential for habitat and other environmental enhancement in these few locations.

Original Staff Proposal

Option 1. Adopt revised policy reflecting shift in emphasis from views from streets to views from other public places and expanding street-end view protection to include all major water bodies. Although staff did not propose view protection as an ultimate goal, the policy originally proposed by staff was to, “Identify and designate significant public viewpoints and – with consideration of trees and other enhancing landscaping – protect, preserve and enhance particular views of the Capitol Campus, Budd Inlet, Downtown skyline, Mount Rainier, the Black Hills, Capitol Lake and surrounding treed slopes, and the Olympic Mountains, such as” (The staff proposal concluded with a set of examples different from those proposed by the Commission in Policy PL6.10.)

Planning Commission Recommendation

Option 1. Note, although in substance substantially the same as the version proposed by the staff in 2012, the Commission's recommended version is more verbose and includes different examples – as a result the evaluation of view-examples that was included in earlier drafts of this SEIS is no longer directly relevant and has been removed.



City of Olympia

City Council

Capitol Lake

Agenda Date: 9/16/2014
Agenda Item Number: 2.D
File Number: 14-0868

Type: work session **Version:** 1 **Status:** Study Session

Title

Capitol Lake

Recommended Action

Committee Recommendation:

Not referred to a committee.

City Manager Recommendation:

Discuss and provide guidance. Staff continues to recommend the language currently in the draft Comprehensive Plan shown in italics below.

Report

Issue:

Whether the draft Comprehensive Plan policies provide adequate guidance on the future management needs of Capitol Lake.

Staff Contact:

Andy Haub, Water Resources Director, Public Works, 360.753.3795

Rich Hoey, Public Works Director, 360.753.8495

Presenter:

Rich Hoey, Public Works Director

Background and Analysis:

The Washington State Department of General Administration (now Enterprise Services) organized the Capitol Lake Adaptive Management Plan Steering Committee in 1997 to help guide the management of the Capitol Lake basin. Representation on the Committee was broad including an Olympia City Councilmember.

Key issues associated with the lake include sedimentation, water quality, aesthetics, flooding, invasive species, public access, and recreation.

After many years of study, four Capitol Lake management alternatives were selected by the Steering Committee in 2008 for detailed analysis:

Status Quo: Describes the lake as if present conditions and management actions continue into the future.

Managed Lake: Describes the condition if a freshwater lake is maintained in the future.

Estuary: Describes basin conditions if the 5th Avenue dam was removed and tides were reintroduced.

Dual-Basin Estuary: Describes the basin with both a tidal influenced estuary and a reflecting pool adjacent to Heritage Park.

In mid-2009, Olympia City Council discussed the four alternatives. Council emphasized the importance of the basin to Olympia. Rather than selecting a preferred management alternative, City Council documented City interests in a letter to the State (See attached).

The evaluation of Capitol Lake continues. The Washington Department of Ecology is working on, but has not completed, further evaluations of Budd Inlet, South Puget Sound, and Capitol Lake. Additionally, the Washington Department of Enterprise Services is working with the UW/WSU William D. Ruckelshaus Center on potential stakeholder processes for Capitol Lake decision-making. The Center has a solid reputation for providing insight and options around difficult policy issues. The City will participate in the stakeholder process as it evolves.

The draft Comprehensive Plan includes a specific policy related to Capitol Lake:

PN4.4: Support the process for determining a balanced and sustainable approach to the management of Capitol Lake; participate when the opportunity is available as a party of significant interest in the outcome.

The policy emphasizes the importance of a thoughtful and collaborative process in determining the future of the basin. Olympia staff will monitor evolving Capitol Lake work efforts and participate as appropriate.

Neighborhood/Community Interests (if known):

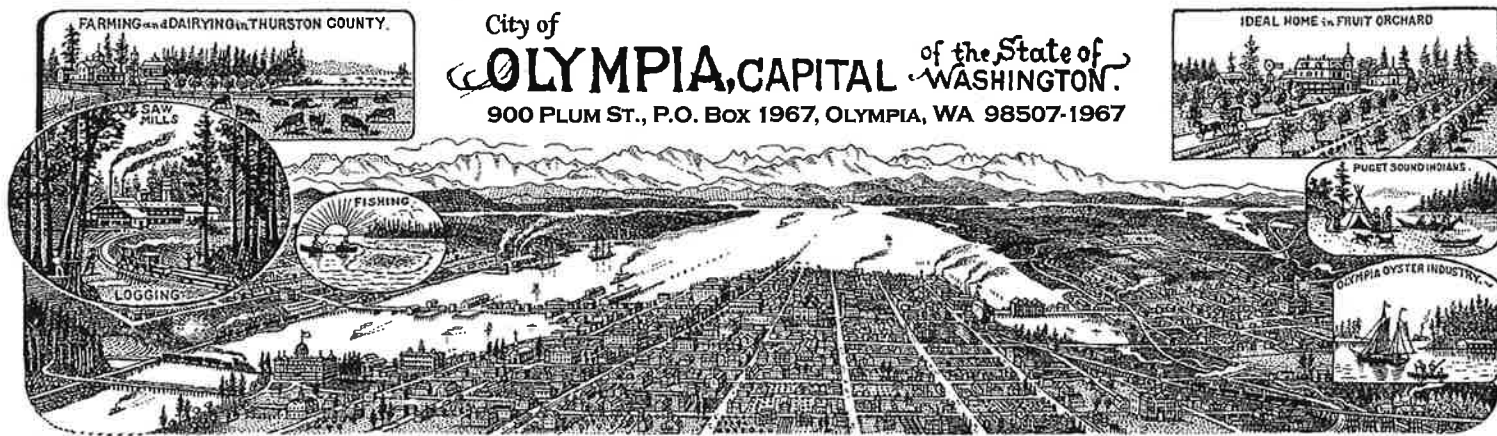
None at this time.

Options:

1. Maintain proposed policy in the draft Comprehensive Plan.
2. Modify draft policies to better reflect community interests.

Financial Impact:

None at this time.



City of
OLYMPIA, CAPITAL of the State of
 WASHINGTON.
 900 PLUM ST., P.O. Box 1967, OLYMPIA, WA 98507-1967

This letterhead is a replica of 1899 City of Olympia letterhead, which we are using in commemoration of the City's 150th Anniversary.

September 9, 2009

Linda Bremer
 State of Washington
 Department of General Administration
 PO Box 41000
 Olympia WA 98504-1000

Dear Director Bremer:

On behalf of the Olympia City Council I want to thank you for inviting Olympia's continued participation in the options and alternatives around Capitol Lake and Deschutes River estuary. Now that you have received the CLAMP Committee recommendations, we felt it was important to emphasize Olympia's position. I know that you have previously received a matrix of issues and interests from the City of Olympia which articulate concerns raised by members of our community about the State's ultimate decision with regard to these bodies of water; nonetheless, it is attached again for your review.

As we reviewed the final CLAMP Committee report, we wanted to emphasize our priorities. The City of Olympia strongly supports the following outcomes as part of a decision on this issue:

1. Improved sediment management
2. Improved water quality
3. Improved social and economic conditions
4. Emphasis on implementation as key to any decision

We understand that the CLAMP Steering Committee has recommended formation of a new governing body with authority and funding to make and implement the State's ultimate decision. This is essential to success. We strongly support the formation of this governing body with the authority and committed



COUNCILMEMBER CRAIG OTTAVELLI
 COUNCILMEMBER RHENDA IRIS STRUB
 COUNCILMEMBER KAREN MESSMER

COUNCILMEMBER JOAN MACHLIS
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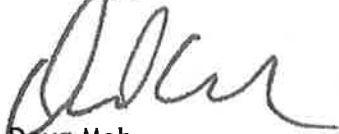
Linda Bremer Letter
September 9, 2009
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funding that will allow any vision to become a reality. As we have indicated, reliable and complete implementation of any recommendation is the key for stakeholders affected by the State's ultimate decision.

In addition, while the City acknowledges references to economic analyses in the report, we think this is an area that must be strengthened as the State moves forward. Specifically, an implementation plan must carefully address the economic impacts of recreational boating, Port activities, tourism, and other commercial enterprises that rely upon the current lake for survival. Our other issues and interests are articulated in the attached matrix. Furthermore, we encourage the State to continue to reach out to the public through a public hearing, town hall meeting, or other forums to ensure that community interests are understood by State decision makers.

Finally, we wanted to emphasize that the City of Olympia is willing to be an active partner in the continuing work of the State on this important policy issue for our community. Thank you.

Sincerely,



Doug Mah
Mayor

cc: Olympia City Council

cc09-73d