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HEARING EXAMINER MARK SCHEIBMER

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COMMUNITY PLANNING
AND DEVELOPMENT DEPT.

BEFORE THE HEARING EXAMINER OF THE CITY OF OLYMPIA

In the Matter of	No. 17-2528
Views on 5th	STATE ENVIRONMENTAL POLICY ACT (SEPA) APPEAL
Appeal of SEPA DNS	

I. INTRODUCTION

The Appellants, former Governor and United States Senator Daniel J. Evans; former Governor Gary Locke; former Governor John Spellman; former Secretary of State Ralph Munro (all former members of the State Capitol Committee); former State Senator Karen Fraser (former member of the Capitol Campus Design Advisory Committee); Jane Hastings, the widow of the Capitol Campus Architectural Historian University of Washington Professor Emeritus, Norman J. Johnston; Michael S. Hamm, Principal Landscape Architect Emeritus at the Portico Group; former Chair of the Washington State Shorelines Hearings Board, Robert V. Jensen, President of the Olympia Isthmus Park Association and former Chair of the Olympia Planning Commission, Gerald Reilly; former Olympia Mayor Bob Jacobs; the Behind the Badge Foundation; the National Association of Olmsted Parks; the Friends of Seattle's Olmsted Parks; Friends of the Waterfront; and the Black Hills Audubon Society, submit this appeal of the SEPA threshold determination issued December 4, 2017 pursuant to RCW 43.21C.075(3), WAC 197-11-680, and OMC 14.04.160(A). All Appellants are aggrieved because of their many decades of work to

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

complete and perfect the historic design of the State Capitol Campus and protect it from high rise development which adversely impacts the nationally historic Williams and Wilder and Olmstead Brothers view corridor and would place residents in hazard areas.

II. GROUNDS FOR APPEAL

A Declaration of Significance (DS) should be issued because of the significant adverse environmental effects on the nationally historic State Capitol Campus Historic District, the adverse effects from building in a flood hazard zone, the adverse effects from building in a high hazard liquefaction zone, the adverse effects from the increase in traffic, and the adverse effects from building in an area containing petroleum pollution in the soil and ground water.

A. ADVERSE EFFECTS ON THE STATE CAPITOL CAMPUS

1. The Environmental Checklist and DNS failed to include information regarding the adverse effects of the proposal on the Washington State Capitol Campus which is across the street from the Project.

Over one hundred years ago, the architects Wilder and White and the Olmsted Brothers planned in 1911 and 1928, respectively, the City Beautiful Movement design for the Washington State Capitol Campus. (EXHIBIT 1.) The State Capitol Campus is acknowledged to be the most magnificent of the fifty state capitol campuses in the United States and is on the National Register of Historic Places. (EXHIBIT 2.) One design element of this nationally-recognized architectural masterpiece is the view corridor to and from the State Capitol Campus across Capitol Lake to be borrowed landscapes of Puget Sound and the Olympic Mountains. (EXHIBIT 3.)

In 1911, Walter Wilder and Harry White, a pair of young, little-known architects from New York, won a design competition that drew 30 entries. The audacious and grand plan by Wilder and White was for a Capitol Group that would include a glorious domed Capitol

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

building (now called the Legislative Building) and a cluster of other buildings, including the Temple of Justice. The Capitol Group of buildings would be viewed as one grand building from Capitol Lake, downtown Olympia, and Puget Sound and would be reminiscent of the Acropolis, Athens, Greece. (EXHIBIT 4.)

Greatly enhanced by the stellar 1928 landscape design by the internationally famous Olmsted Brothers, the Capitol Campus was destined to be America's most beautiful, with grand lawns and flower gardens, awe-inspiring buildings, a reflecting lake and sweeping views of the southernmost bay of Puget Sound, the snow-capped Olympic Mountains, and the charming downtown and waterfront. A grand promenade connected the upper Campus to the lower Campus, Capitol Lake, downtown, and Puget Sound out to the north and west. (EXHIBIT 5.)

The State Capitol Campus was the first major commission for the Wilder and White, and their design was stunning. At the time, statehouses were grandly described as "Temples of Democracy," and the Washington State Capitol was called the nation's "jewel in the crown." The Temple of Justice was the first to be constructed, starting in 1912, with its water-and-mountain view to the north and adjacent to the main Capitol Building, called the Legislative Building, on a lovely flag circle. Other buildings of similar monumental architecture and materials were adjacent, and tree-lined lanes connected the group in a cohesive, pedestrian-friendly whole, which also offered vistas of Mount Rainier on a clear day.

The Capitol Campus was built in phases over the years with the Temple of Justice in the 1910's, the Legislative Building in the 1920's, the associated Insurance, Cherberg and O'Brien buildings of the Capitol Group, in the 1930's and 1940's, Capitol Lake in 1950, and the North Capitol Campus promenade in the 1990's and 2000's.

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

The sandstone and marble Legislative Building was crowned by the fourth tallest dome in the world, behind only St. Peter's in Rome, St. Paul's in London, and the U.S. Capitol in Washington, D.C. Stone carvers and other artisans, working in Wilkeson sandstone, marble, brass and other materials achieved a work of art of rare excellence.

J. Kingston Pierce wrote, "The results were well worth the effort. Better than the national Capitol, the Olympia legislative complex fulfills Thomas Jefferson's early dream of a government center on a hill. Professor Henry Russell Hitchcock wrote "in Olympia, the American renaissance in state capitol buildings reached its climax." (EXHIBIT 6.)

The Capitol and the Capitol Group have served as "the people's place" for decades now, with a succession of Governors and statewide elected officials, legislators, judges and government workers enjoying the dignified and stunning architecture and well-designed landscape and views. The campus has been jolted by three earthquakes, including the Nisqually Quake in 2001 that required over $118 million in rehabilitation and seismic retrofits. At the time, then Gov. Gary Locke called the Capitol "an important symbol of a free and democratic government and our legacy for the future.'

2. The Environmental Checklist and DNS failed to acknowledge the adverse effect of the proposal on the view corridor of the State Capitol Campus.

Similar to our National Mall in Washington, D.C. and the Rainier Vista on the University of Washington Campus in Seattle, which were both also designed by the Olmsted Brothers, the borrowed landscapes of Puget Sound and the Olympics are integral to the design of the Washington Capitol Campus. By 1954, the view from the north side of the Temple of Justice was open to Capitol Lake, Budd Inlet, and the Olympics, but the view was marred by the railroad yard, mills, and warehouses in the North Campus. (EXHIBIT 7.)In order to protect the view corridor, the Olympia Isthmus area has been planned as a public civic area since at least

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

October of 1956 by Governor Arthur B. Langlie and Olympia Mayor Amanda Smith. (EXHIBIT 8.) Unfortunately, in 1965 the Capitol Center Building was built, which was the greatest land use error in the history of Olympia because it damaged the historic view corridor. (EXHIBIT 9.)

The Shorelines Hearings Board Case No. 81-41, *Sato v. Olympia,* was decided in 1982 and specifically noted that the Capitol Center Building created a significant adverse impact by violating the view corridor designed into the State Capitol Campus. (See Findings of Fact VII.) The Shorelines Hearing Board ruled that tall buildings in the isthmus, such as the Capitol Center Building, violated RCW 90.58.020. (EXHIBIT 10.) After the *Sato* decision, in order to protect the view corridor, the Olympia Planning Commission and the City Council adopted a 35 foot height limit for the isthmus area between Capitol Lake and Budd Inlet which made the Capitol Center Building a non-conforming use and structure.

In 1991, the City incorporated the North Capitol Heritage Park into the Comprehensive Plan. (EXHIBIT 11.) On May 10 1996, Governor Mike Lowry, Mayor Bob Jacobs, and President of the North Capitol Campus Heritage Park Association, Allen Miller, dedicated the Heritage Park Foundation. https://www.youtube.com/watch?v=p7PgH5Cs13o (EXHIBIT 12.) In 2006, the Master Plan for the State Capitl noted the importance of the views to and from the Olympic Mountains, Capitol Lake, and Puget Sound. (EXHIBIT 13.)

In 2008 the City ignored the *Sato* case and considered raising the height limits in the isthmus to 90 feet. After the City Planning Commission made its split recommendation in July 2008 to raise the height limit, over 5,000 Olympia voters signed an initiative petition in a five week period in August and September of 2008, to require the City of Olympia to conduct a

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

feasibility study of acquiring the property, to extend the North Capitol Campus Heritage Park further onto the isthmus which would protect the historic view corridor.

Prior to the successful initiative, on June 24, 2008, former Governors Rosellini, Evans, Spellman, Gardner, Lowery, and Locke, and former Secretary of State Ralph Munro signed a Proclamation that the Isthmus should not include high rise buildings because of the view corridor and that the area should be incorporated into the North Capitol Campus Heritage Park. (EXHIBIT 14.) The former Governors and Secretary of State produced a video regarding the Proclamation in 2011. (https://www.youtube.com/watch?v=CHqiC5jbuPA.)

Despite the former Governors' Proclamation and the successful initiative petition, in January 2009, the Olympia City Council, on a split vote, adopted a 90 foot height limit for the isthmus. Those city council members who voted for raising the height limit who ran for re-election in November 2009 were defeated.

The March 2009 Isthmus Park Feasibility Study, based on the initiative, concluded that the extension of the North Capitol Campus Heritage Park further onto the isthmus was feasible and was necessary in order to protect and perfect the historic view corridor to and from the State Capitol Campus.

In January of 2010 the Olympia City Council unanimously reversed its prior decision adopting the 90 foot height limit in January of 2009 and reaffirmed the long-time 35 foot height limit consistent with *Sato*. The Olympic Isthmus Park Association and Mike Hamm, landscape architect of the Portico Group, worked together to develop the plan for the expansion of the North Capitol Campus Heritage Park. The plan includes a Squaxin Island tribal longhouse museum, a carousel, and artesian water feature. (EXHIBIT 15.) https://www.youtube.com/watch?v+sa_vNP54Hg8

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

On August 10, 2010, the City Council, by another 7-0 vote, adopted an update to its Parks, Arts, and Recreation Plan which again adopted the extension of the North Capitol Campus Heritage Park onto the isthmus as city policy. (EXHIBIT 16.) In 2012 the Trust for Public Lands conducted a scientific survey which showed 76% of the voters supported the extension of the Park. (EXHIBIT 17.) In 2015 the voters of Olympia voted for a Metropolitan Park District measure by over 60% which would pay for the purchase and removal of the Capitol Center Building. (EXHIBIT 18.) On February 9, 2016 the City of Council adopted the 2016 Parks, Arts, and Recreation Plan which reaffirmed the adoption of the extension of the North Capitol Campus Heritage Park. (EXHIBIT 19.)

SEPA and SMA require that parklands and historic sites such as the Olmsted Brothers' view corridor from the State Capitol Campus Washington State Law Enforcement Memorial and the North Capitol Campus Heritage Park be given paramount importance when evaluating a project. The United States Supreme Court applied the National Environmental Policy (NEPA) in *Citizens to Preserve Overton Park, Inc v. Volpe,* 401 U.S. 402, 412-13, 91 S.Ct. 814, 28 L.Ed.2d 136, 151 (1971) to protect Overton Park in Memphis, Tennessee. Other courts have noted the international significance of Olmsted designed parks to protect them. *McLeod v. Town of Swampscott,* 2014 Mass LCR LEXIS 28 2014, WL 869538, *Friends of McMillan Park v. D.C. Zoning Commission,* 149 A.3d 1027 (2016) D.C.App. LEXIS 426.

3. The Environmental Checklist and DNS failed to acknowledge the adverse impact to the shorelines of the state.

A portion of the property lies within the shorelines of the state. The property consists of Parcels 910052010000, 91005301000, and 91005502000. All three parcels are owned by businesses owned by Alexander Gorbain, Emil Khodorkovsky, Amaris Benjestorf and Sundance Benjestorf. (EXHIBIT 20.).

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

Pursuant to RCW 90.58.020, the SMA requires that:

The legislature finds that the shorelines of the state are among the most valuable and fragile of its natural resources and that there is great concern throughout the state relating to their utilization, protection, restoration, and preservation. In addition it finds that ever increasing pressures of additional uses are being placed on the shorelines necessitating increased coordination in the management and development of the shorelines of the state. The legislature further finds that much of the shorelines of the state and the uplands adjacent thereto are in private ownership; that unrestricted construction on the privately owned or publicly owned shorelines of the state is not in the best public interest; and therefore, coordinated planning is necessary in order to protect the public interest associated with the shorelines of the state while, at the same time, recognizing and protecting private property rights consistent with the public interest. There is, therefore, a clear and urgent demand for a planned, rational, and concerted effort, jointly performed by federal, state, and local governments, to prevent the inherent harm in an uncoordinated and piecemeal development of the state's shorelines.

It is the policy of the state to provide for the management of the shorelines of the state by planning for and fostering all reasonable and appropriate uses. This policy is designed to insure the development of these shorelines in a manner which, while allowing for limited reduction of rights of the public in the navigable waters, will promote and enhance the public interest. This policy contemplates protecting against adverse effects to the public health, the land and its vegetation and wildlife, and the waters of the state and their aquatic life, while protecting generally public rights of navigation and corollary rights incidental thereto.

The legislature declares that the interest of all of the people shall be paramount in the management of shorelines of statewide significance. The department, in adopting guidelines for shorelines of statewide significance, and local government, in developing master programs for shorelines of statewide significance, shall give preference to uses in the following order of preference which:

(1) Recognize and protect the statewide interest over local interest;
(2) Preserve the natural character of the shoreline;
(3) Result in long term over short term benefit;
(4) Protect the resources and ecology of the shoreline;
(5) Increase public access to publicly owned areas of the shorelines;
(6) Increase recreational opportunities for the public in the shoreline;
(7) Provide for any other element as defined in RCW 90.58.100 deemed appropriate or necessary.

In the implementation of this policy the public's opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the state shall be preserved to the greatest extent feasible consistent with the overall best interest of the state and the people generally.

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

A project proponent cannot avoid the full application of the Shoreline Management Act and policies to an integrated project that is both within and without the shoreline jurisdiction. *Weyerhaeuser v. King County*, 91 Wn.2d 721, 592 P.2d 1108 (1979).

Former Justice Dolliver, spoke for the Supreme Court in English Bay v. Island County, 89 Wn.2d 16, 20, 568 P.2d 783(1977). "The Shoreline Management Act is to be broadly construed in order to protect the shorelines as fully as possible. See RCW 90.58.900. A liberal construction of the act is also mandated by the State Environmental Policy Act. See RCW 43.21C.030(1) and RCW 43.21C.020(3)."

Combining this with the first sentence of RCW 90.58.020, provides an essential backdrop for the protection of the natural shorelines of the state, with the removal of the Capitol Center Building and preserve the isthmus as a public park.

The policies of the SMA are action forcing. All development on the states shorelines, must comply with the policies of RCW 90.58.020. RCW 90.58.140(1), requires: "A development shall not be undertaken on the shorelines of the state unless it is consistent with the policy of this chapter and, after adoption or approval, as appropriate, the applicable guidelines, rules, or master program. RCW 90.58.140(1)." Unlike other land use planning statutes, the policies cannot be overcome by either the guidelines prepared by the Department of Ecology, or the master programs, prepared by local governments, and finally approved by Ecology.

The SMA, which was the first comprehensive shoreline legislation in the United States, begins by recognizing the importance of our valuable shoreline resource. "The legislature finds that the shorelines of the state are among the most valuable and fragile of its natural resources and that there is great concern throughout the state relating to their utilization, protection, restoration, and preservation." (emphasis added.)

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

The primary utilization, based on the policies, is summarized in the last sentence of the second paragraph: "This policy contemplates protecting against adverse effects to the public health, the land and its vegetation and wildlife, and the waters of the state and their aquatic life, while protecting generally public rights of navigation and corollary rights incidental thereto."

As important as is the protection, restoration and preservation of our shorelines, is their utilization. They can be used physically, such as in navigation; they can be used passively, such as in recreation; and they can be enjoyed aesthetically, which includes enjoyment of the natural land, vegetation, fish, and wildlife. All these are vital.

As a public resource, shorelines are not the province of private individuals. The proposal to put multi-family apartments on the isthmus is anathema to the public nature of the shoreline. The preferred use for the isthmus is for a public park. See Sato, at 13. There, the Board discusses its view that a park, rather than an office building is more consistent with the policies of the SMA.

In such management scheme, "the public's opportunity to enjoy the physical and aesthetic qualities of natural shorelines shall be preserved to the greatest extent feasible . . . ." While the instant shoreline is not a "natural," shoreline, alterations of even the natural condition of the shorelines are allowed in limited instances for certain priority use including, shoreline recreational uses (e .g . parks and other improvements facilitating public access to the shorelines) and other development that will provide an opportunity for substantial numbers of people to enjoy the shorelines. A high rise building intruding into the historic view corridor of the State Capitol Campus is not such an inherent "priority" or "preferred" use within the contemplation of RCW 90.58.020.

The building is inimical to the development of a public park. The proposed development would privatize the shoreline to permanently enhance the occupants' use of the surrounding

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

shorelines, while obtaining privatized and exclusive views of Budd Inlet and the Olympic Mountains. This all at the expense of the public, which is deprived of its rightful use for passive recreation, and enjoying the shoreline aesthetics, especially views from the publicly owned State Capitol Campus and the navigable waters of Budd Inlet and Capitol Lake. These views belong to all of the people of the State of Washington and the millions of visitors from across the State, nation, and from around the world.

It does not pass muster to coat the exterior of the Capitol Center Building with aesthetic accouterments and to build more buildings and parking on the property. The aesthetic values of importance in this case, are the public views to and from the shorelines. As the Board spoke in Sato at 14, it does not matter whether the proposed building would be covered with glazed glass, or is olive drab, the shoreline view would still be impaired.

Development consisting of an integrated project, of buildings and parking, which is partly in and partly out of the shoreline jurisdiction with a potential for an adverse shoreline effect, is "within" the shoreline for the purposes of the SMA. The State Supreme Court has made it clear that a property owner may not piecemeal his or her way around the SMA, by claiming that certain parts of a development are outside the shoreline. Under *Weyerhaeuser* and its progeny, conversion, and development of this property is within the shoreline under RCW 90.58.140(2), and requires a shoreline permit for the entire project. Whether a portion of the property has been sold does not change this analysis.

In *Weyerhaeuser*, the Washington State Supreme Court reviewed a SHB decision in a case involving logging activity near Calligan Lake. King County had issued a shoreline permit subject to conditions for protection of the water quality of Calligan Lake. The King County shoreline protection conditions were applicable to the road, proposed to lie both within and

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

outside shoreline jurisdiction. In other words, the entire road, with its potential for an adverse effect to the shoreline, was subject to permit conditions despite being partly in and partly out of the shoreline. In reinstating the decision of the SHB the court stated:

> "The Board's interpretation of the act, while not controlling, is accorded considerable weight by this court. In construing the SMA the Board draws on its special knowledge and experience as the entity charged with administering and enforcing the statute. Where, as here, the Board's interpretation is consistent with the language of the act, and clearly serves to further its goals, we find it appropriate to affirm the Board's action." *Weyerhaeuser v. King County*, 91 Wn.2d 721, 592 P.2d 1108 (1979).

The foregoing conclusion has been consistently followed in subsequent shoreline cases. See *Allegra v. Seattle*, SHB 98-08, 99-09 (1999) and *Schwinge v. Town of Friday Harbor*, SHB No. 84-31 (1985) in which shoreline permits were held applicable to hotel projects partly in and partly out of the shoreline; and *Washington Environmental Council v. Department of Transportation*, SHB No. 86-34 (1988) in which a shoreline permit was held applicable to a state highway partly in and partly out of the shoreline. A Division II, Court of Appeals case, *Merkel v. Port of Brownsville*, 8 Wn.App 844, 857, 509 P.2d 390 (1973) stands for the proposition that a single project may not be divided into segments for purposes of avoiding compliance with the SMA. The SMA is to be construed liberally in order to give full effect to its legislative objectives under RCW 90.58.900.

The proposed project on the isthmus is a development consisting of a unified project of three buildings and parking areas, which is part in and part out of the shoreline. The approved project would adversely affect the shoreline by continuing the violation of the visual shoreline access from and to the State Capitol Campus as addressed in the *Sato* case. The entire property is "within" the shoreline under *Weyerhaeuser*. It is also "on" the shoreline under RCW

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

90.58.140(2). The requirement for a shoreline permit and consistency with the shoreline policies and regulations extends to the entire apartment house and parking project.

The *Sato v. Olympia* case, SHB 81-41 (1982) is directly on point. In *Sato* the SHB affirmed the denial of a shoreline permit for a 6 story commercial building (70 feet high) on the isthmus of land between Capitol Lake and Budd Inlet in Olympia. The SHB noted that the main view impact was from the uplands of the state capitol campus. Despite a claim of economic necessity, and a zoning code allowing 8 stories (100 feet), the SHB held that the proposed development was in violation of the Shoreline Management Act policy that:

> Permitted uses in the shorelines of the state shall be designed and conducted in a manner to minimize, insofar as practical, any resultant damage to the ecology and environment of the shoreline area and any interference with the public's use of the water. RCW 90.58.020.

An EIS is necessary to weigh the significant adverse impacts to the public shoreline views.

4. The Environmental Checklist and DNS failed to acknowledge the adverse effect to the 35 foot height limit in the isthmus zone by the non-conforming Capitol Center Building.

Under *Sato* and the 35 foot height limit for buildings in the isthmus, the Capitol Center Building has been a non-conforming use and structure since at least 1982. A proposed development which does not conform to the adopted laws is, by definition, inimical to the public interest embodied in those laws. *Abbey Road Group, LLC, et al., v. The City of Bonney Lake,* 167 Wn.2d 242, 218 P.3d 180 (2009). Under the *Sato* case the proposed conversion of the Capitol Center Building is subject to the SMA and violates RCW 90.58.020. The building is a non-conforming use and structure and has lost its right to exist since it has not been used in over 12 years. (See Shoreline Master Program for the Thurston Region, 1,E,5.)

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

The State Supreme Court has consistently emphasized that public policy and the intent of planning measures are "to restrict and not to increase non-conforming uses." *Coleman v. City of Walla Walla*, 44 Wn.2d 296, 299-300, 266 P.2d 1034 (1954). Zoning and planning policy is against the indefinite extension of non-conforming uses. The public policy is not to extend the life of non-conforming uses but rather to permit such a use to exist as long as necessary and then to require conformity in the future. Indeed, the public intent is the eventual elimination of non-conforming uses. A non-conforming use in existence when a zoning ordinance is enacted cannot be changed into some other kind of a non-conforming use. *Coleman v. City of Walla Walla*, 44 Wn.2d 296, 300-01, 266 P.2d 1034 (1954) (non-conforming rooming house cannot be changed to a fraternity house). *See, also, Open Door Baptist Church v. Clark County*, 140 Wn.2d 143, 150-51, 995 P.2d 33 (200) (legal non-conforming use as a church could not be resumed after intervening years as art school); *Shields v. Spokane Sch. Dist. No. 81*, 31 Wn.2d 247, 255, 196 P.2d 352 (1948) (non-conforming elementary school cannot change into a trade school).

The Capitol Center Building is non-conforming with the 35 foot height limitation and the zoning. The conversion of the building and parking lots into apartment use is inconsistent with the 35 foot height limit allowed in the Urban Waterfront Housing Zone. It is time for the non-conforming building and proposed use to be brought into conformity. OMC §18.37.060 provides that a non-conforming use not used for a year may not be resumed. The Capitol Center Building has not been used since 2005, a period of twelve years and must not be allowed further life. An EIS must be done to weigh the alternatives to avoid the adverse impacts of the proposal.

5. The Environmental Checklist and DNS failed to acknowledge the adverse effect of the project on the Public Trust Doctrine

According to the Public Trust Doctrine, the State holds all shorelines and waters in trust for the people of Washington, and "the state can no more convey or give away this jus publicum

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

interest than it can abdicate its police powers in the administration of government and the preservation of the peace." *Lake Union Drydock Co. v. Dep't of Natural Res.,* 143 Wn.App 644, 658, 179 P.3d 844 (2008).

The Public Trust Doctrine emanates from the public authority interest in the shorelands. *Orion Corp. v. State*, 109 Wn.2d 621, 640, 641, 747 P.2d 1062 (1987), *cert. denied*, 486 U.S. 1022 (1988). The two-part test set forth by the Supreme Court in *Caminiti v. Boyle*, 107 Wn.2d 662, 732 P.2d 989 (1987) is "(1) whether the State, by the questioned legislation, has given up its right of control over the jus publicum and (2) if so, whether by so doing the State (a) has promoted the interests of the public in the jus publicum, or (b) has not substantially impaired it." *Caminiti,* 107 Wn.2d at 670. Before applying the test, the *Caminiti* court recognized that the SMA incorporates the Public Trust Doctrine to the shoreline in the State of Washington. The *Sato v. Olympia* case applied the Public Trust Doctrine and RCW 90.58.020 to the isthmus in order to protect the historic design principles of the State Capitol Campus. Because the Capitol Center Building violates the SMA, it also violates the Public Trust Doctrine. The view of the Capitol Dome is blocked by the Capital Center Building for those members of the public viewing the Capitol's group of buildings from the navigable water of Puget Sound. And the views of the Olympics from the navigable waters of Capitol l Lake. The public views to the borrowed landscapes of Capitol Lake, Budd Inlet, the Olympic Mountain and the Capitol Group are protected. An EIS needs to be completed to avoid the adverse impact to the public views.

6. The Environmental Checklist and DNS failed to identify the adverse effects to the Master Plan for the Capitol of the State of Washington and City's Comprehensive Plan.

The City of Olympia's Notice of Land Use Approval and SEPA DNS of December 4, 2017 on the Views on 5th fails to comply with the Olympia Comprehensive Plan.

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

Olympia's Urban Design Vision and Strategy of 1991 identified the design and architectural preferences of community residents. This study continues to provide guidance for this Comprehensive Plan and future development. It identified the types of development that citizens feel are appropriate and inappropriate for our community. Study participants particularly valued Olympia's waterfront, downtown, the Capitol Campus, the older established neighborhoods, and views of the Olympic Mountains and the Black Hills. Historic resources are a key element in the overall design and establishment of a sense of place in Olympia.

The Comprehensive Plan provides at:

PL3.1 Protect and evaluate historic and archaeological sites.

PL3.2 Preserve those elements of the community which are unique to Olympia or which exemplify its heritage.

PL3.3 Protect historic vistas from the Capitol Campus to Budd Inlet and the Olympic Mountains and from Budd Inlet to the Capitol Group.

PL17.5 Coordinate with State of Washington and Port of Olympia to ensure that both the Capitol Campus plan and Port peninsula development are consistent with and support the community's vision for downtown Olympia.

PL18.9 Limit building heights to accentuate, and retain selected public views of the Capitol dome.

An EIS needs to be completed in order to evaluate the proposal's adverse impacts to the views protected by the Comprehensive Plan.

7. The Environmental Checklist and DNS failed to acknowledge the adverse effects caused by building in a Flood Hazard Zone.

Chapter 16.80 of the OMC applies "to all areas below 16 feet North America Vertical Datum (NAVD88) as designated sea level rise flood damage areas identified by the City of Olympia published map." The base elevation of the existing building and surrounding area generally is approximately 13.5 feet NAVD88 placing it well within Olympia Flood Damage

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

Prevention Ordinance area (Preliminary Civil Plans, Preliminary Grading and Drainage, Sheet 5of 8). (EXHIBIT 21.)

Under OMC §16.80.010 Purpose and Objectives:

A. Statement of Purpose.
It is the purpose of this chapter to complement, but not replace, the City of Olympia Flood Damage Prevention Ordinance, OMC Section 16.70, as it relates to the National Flood Insurance Program while addressing sea level rise flood damage in the downtown areas of Olympia to promote the public health, safety, and general welfare of our citizens and visitors, to reduce the costs associated with flood damage and displacement of tenants and property owners within the downtown, and to minimize public and private losses due to flood conditions in specific areas by provisions designed:

1. To protect human life and health;
2. To minimize expenditure of public money and costly flood control projects;
3. To minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
4. To minimize prolonged business interruptions;
5. To minimize damage to public facilities and utilities such as water and gas mains, electric, telephone and sewer lines, streets, and bridges located in areas of special flood hazard;
6. To help maintain a stable tax base by providing for the sound use and development of areas of the established sea level flood damage area so as to minimize future flood blight areas;
7. To ensure that potential buyers are notified that property is in an area of sea level rise hazard;
8. To ensure that those who occupy the areas of sea level rise flood damage assume responsibility for their responsibilities.

Sea level rise will only exacerbate the flooding in the isthmus area. (EXHIBIT 22.)

The Capitol Center Building property is in a flood hazard area which will only be more dangerous with sea level rise and is not a proper place for people to be residing in high rise apartments.

An EIS is necessary to analyze adverse effects of flooding and sea level rise.

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
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8. The Environmental Checklist and DNS failed to acknowledge that the project will directly and adversely impact the the 4th and 5th Avenue critical transportation links connecting the East and West sides of Olympia.

Under §16.80.050:

.....

C. Critical Facility. Construction of new critical facilities shall be, to the extent possible, located outside the limits of the sea level rise flood damage area (SLRDA). Construction of new critical facilities shall be permissible within the SLRDA if no feasible alternative site is available. Critical facilities constructed within the SLRDA shall have the lowest floor elevated or protected to one foot above the required 16 feet elevation. Access to and from the critical facility should also be protected to the height utilized above. Floodproofing and sealing measures must be taken to ensure that toxic substances will not be displaced by or released into floodwaters. Access routes elevated to or above the level of the 16 foot flood elevation shall be provided to all critical facilities to the extent possible.

.....

On its face, this project will significantly impact and increase traffic in limit the vital transportation link of 4th and 5th avenue, cause additional flood hazards for these adjacent facilities, and eliminate viable and necessary measures to protect such facilities and/or rendered such measures much more expensive for the public. An EIS must be conducted to analyze the traffic impacts.

9. The Environmental Checklist and DNS failed to acknowledge the adverse effects of building in a seismic High Hazard and Liquifaction Zone.

The Capitol Center Building parcels are in the High Hazard Liquifaction Zone. (EXHIBIT 23.) Under OMC §18.32.100:

It is the intent of this Chapter to implement the State of Washington Growth Management Act and its guidelines, the Countywide Planning Policies, and the Olympia Comprehensive Plan by accomplishing the following:

A. Protecting critical areas and the functions they perform by regulating their development;

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

.....

C. Minimizing damage due to seismic events or flooding.

.....

The Thurston Regional Planning Council's 2017 Hazards Mitigation plan adopted the goal of minimizing the number of properties in high hazard areas. (EXHIBIT 24.) An EIS must be conducted to assess the environmental hazards of converting the Capitol Center property into residences.

10. The Environmental Checklist and DNS failed to acknowledge the underground storage tanks and hazardous waste pollution in the soil and ground water.

Underground storage tanks exist on this property because of the property's past uses with at least two gasoline stations and presence of other polluting businesses along 4th Avenue. (EXHIBIT 25.) An EIS is necessary to discover the extent of the pollution into the soil and the groundwater.

SEPA calls for a level of detail commensurate with the importance of the environmental impacts and the plausibility of alternatives. *See* R. Settle § 14(a)(i), at 158; *see Solid Waste Alternative Proponents*, 66 Wash. App. at 442-46; WAC 197-11-402(2), -440(5)(b)(i), -440(5)(c)(iv), -440(6)(b)(i). RCW 43.21C.030(2) requires that an environmental impact statement be done to analyze the adverse effect of the Capitol Center Building on the nationally recognized design of the State Capitol Campus, its impact on traffic, seismic events, flooding, and hazardous waste.. *Norway Hill Preserv. And Protect. Ass'n v. King County Commissioners* 87 Wn.2d 267, 275 (1976); *Polygon Corp v. City of Seattle* 90 Wn.2d 59 (1978).

An EIS is not a compendium of every conceivable effect or alternative to a proposed project, but is simply an aid to the decision making process. That is, the EIS need include only

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

information sufficiently beneficial to the decision making process to justify the cost of its inclusion. Impacts or alternatives which have insufficient causal relationship, likelihood, or reliability to influence decision makers are "remote" or "speculative" and may be excluded from an EIS. (Footnote omitted.) R. Settle § 14(a)(i), at 157. "The lead agency shall discuss impacts and alternatives in the level of detail appropriate to the scope of the non-project proposal and to the level of planning for the proposal". WAC 197-11-442(2). *See Cathcart-Maltby-Clearview Comm'ty Coun. v. Snohomish Cy.*, 96 Wash. 2d 201, 211, 634 P.2d 853 (1981) (holding EIS was adequate because it identified "the potential impacts and [provided] a framework for further EIS preparation").

Even at this more generalized level, however, "significant impacts on both the natural environment and the built environment *must* be analyzed, if relevant", in an environmental impact statement. WAC 197-11-440(6)(e). One element of the built environment is "*historic and cultural preservation.*" WAC 197-11-444(2)(b)(vi). An EIS is necessary in this instance.

CONCLUSION

For the foregoing reasons, the Hearings Examiner should rule that the proposed project requires an Environmental Impact Statement because of the adverse effects on the Capitol Campus Historic District, the flood hazard, traffic impacts, the seismic hazard, and hazardous waste on the property.

DATED this ____ day of December, 2017.

Allen T. Miller, WSBA# 12936
Attorney for Appellants

LAW OFFICES OF ALLEN T.MILLER, PLLC
1801 West Bay Dr. NW Suite 205
Olympia, WA 98502
(360) 754-9156 OFFICE
(360) 754-9472 FAX
WWW.ATMLAWOFFICE.COM

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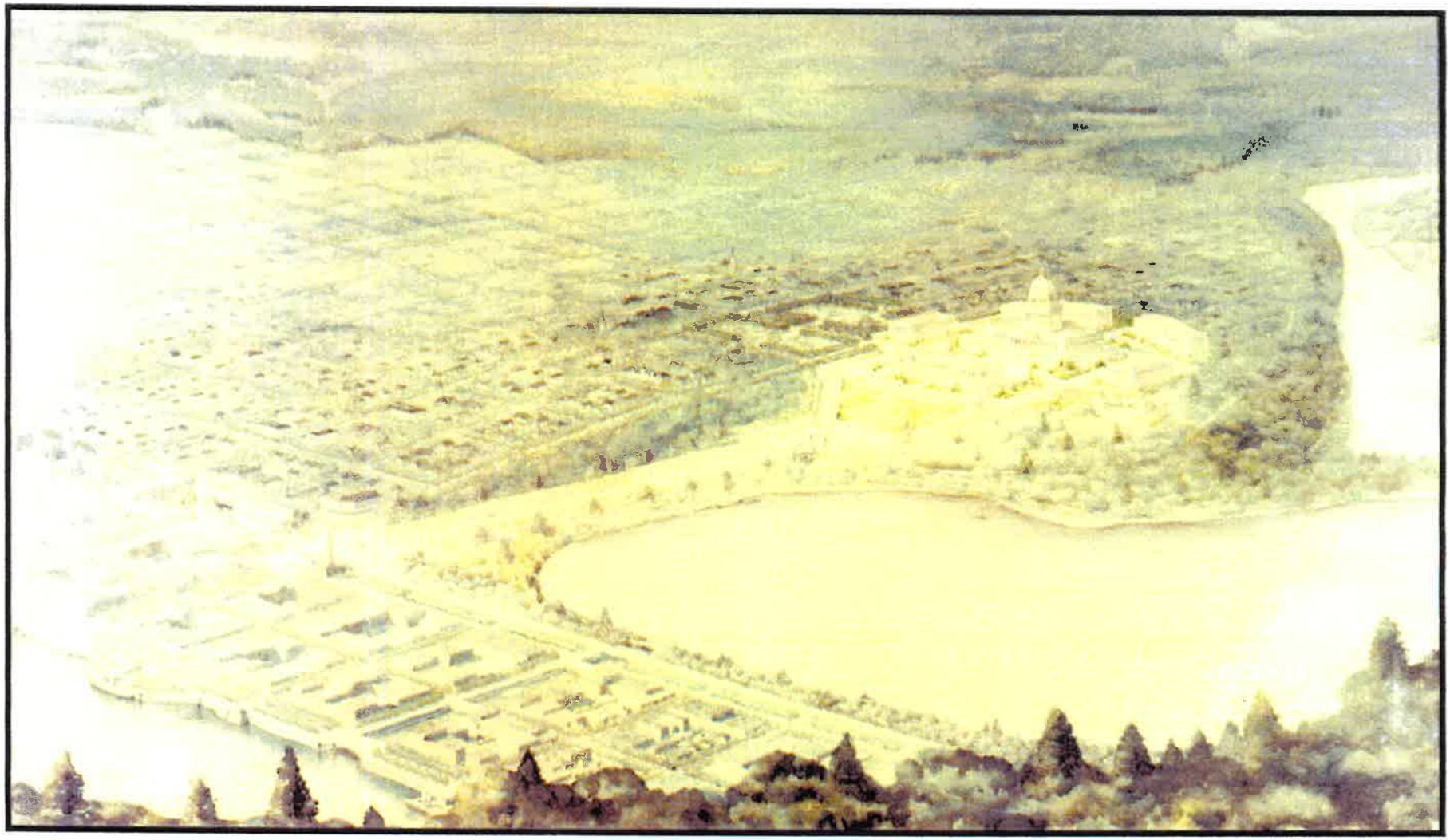
COMMUNITY PLANNING
AND DEVELOPMENT DEPT.

EXHIBIT 1

"A cluster of buildings in the woods"



Wilder & White 1912 Concept - Revised building group plan perspective

EXHIBIT 1

REPORT OF GROUP PLAN.

To the State Capitol Commission,

Olympia, Washington.

Gentlemen:-

In accordance with your request, we have studied the existing conditions as carefully as was possible in the limited time at our disposal, in order to render an intelligent report upon the questions involved in the Group Plan, particularly with reference to the existing foundations and the north and south axis.

In the consideration of any State Capitol, there is more at issue than is at once obvious and the important points may be briefly summarized as follows:;

First. Was the original selection of the Capitol City of sufficient wisdom to warrant its being considered permanent and thus to justify present plans for large future expenditure?

Second. Has the state any special character demanding consideration, and does the city offer opportunities for its expression?

Third. Can the growth of the city be so directed as to enhance the importance of the state, thus avoiding the conditions existing in most of the older capitol cities where the state represented by the capitol buildings is often a more or less insignificant feature, and does not the selection of a city as the capital place it under obligations to the state to make the necessary sacrifices to that end, and will not such sacrifices promote the ultimate prosperity of the city?

Taking these general considerations in their order our present acquaintance with Washington is, unfortunately, too limited to enable us to base our opinion of the selection of Olympia as the capital upon more than general considerations. On such basis,

however, the choice seems admirable, in that in a coast state, an inland capital would be an anomaly, and its inability by its location to compete with the neighboring cities in commerce will tend to relieve it from petty jealousies, and leave it free to assume its proper dignity as the political center of the state.

It is more in the possibilities that it contains for expressing the character of the state, that the city in general as well as the site for the capitol is remarkable, and we believe careful development of these possibilities, will result in an effect unequalled by any capitol in the world. The natural beauties in their combination of water, land and mountains is nothing short of superb, and the growth of the city up to the present time has been so scattered, and of such character that no problems of excessive cost are to be confronted.

It is obvious that the site itself, bounded on three sides by water is too small to ever permit of great magnificence of itself, and it is only by taking advantage of its height above the water, and by so directing the growth of the city that everything shall enhance the importance of the capitol that the fullest results can be obtained.

The alternative to the axis laid down in the programme is one running east and west, making the principal approach from Main Street. Not only has the latter nothing but an accidental importance, starting nowhere and ending indefinitely, but an approach to the capitol only two short blocks long would be insignificant and its prolongation east of Main Street would have no reasonable justification. Moreover, a group facing east would turn its back upon one of the most beautiful sections of the city, present its side to all distant views from the Sound, and from all other points have a sense of detachment from the city itself, which is diametrically opposed to any larger scheme of improvement. A more serious objection is that from the Main Street approach no view

whatever would be obtained of the water, and with the level grade the effect would be little better than could be obtained in any inland state. From the site itself the natural beauties would be apparent, but without an intimate connection between the capitol and the water, the present ugly development of the waterfront would be continued until the foreground became the eyesore usually found in waterfronts in most cities.

The result to the city would be a growth in the section possessing the fewest natural beauties to the exclusion of these which make the city what it is, and especially of the waterfront which gives the dominant character.

The north and south axis on the other hand while lacking in apparent cohesion at the moment, presents infinite possibilities and in a general way the outline of development to be followed would include, first of all, a fine boulevard approximately on the line of Fourth Street connecting the three distinct ridges contained in the city limits, and giving access to the coast towns. On the axis of the capitol a fine approach from this boulevard to the foot of the steps would be made with a carriage approach on either side, and a boulevard to Tumwater along the water's edge there connecting with the proposed Pacific Highway. The steep bank at the lower end of Water Street could be regraded and the whole of this section made like a park, furnishing a fine setting for all city and other public buildings. A tide lock at the Boulevard would form a lake and the whole effect would be visible from most parts of the city as well as from the Sound.

Capital cities are more and more becoming desirable for permanent residence and any sacrifice made by the property owners in the city for the sake of its beauty, will be well repaid in the class of new residents such beauty will attract. New buildings such as the post office can be so located as to do their part, and the city assume an importance unequalled by that of mere commercial activity. Other boulevards should be laid out to develop the out-

lying sections and bring them all into harmony with the scheme, and an enlightened public opinion throughout the state will greatly aid in enforcing restrictions as well as furnishing the necessary funds.

The sacrifice on the part of the city would, in our opinion, be trifling compared to the advantages that would accrue from them, while the developments outlined would facilitate the natural travel through the city and direct it past the most beautiful portions. The present park, a naturally charming spot, should be brought into close relation with the scheme, and from it would be obtained one of the most magnificent views of the capitol itself.

In light of these considerations we are of the opinion that in respect to the north and south axis, the restrictions of the program were well made. The use of the existing foundations involves two questions:- First, will the axis definitely fixed by them permit of proper development upon the lines described; and second, will they serve for the foundations of a building that will take its proper place in the group.

We appreciate the expense the state has incurred in their erection but the amount is insignificant compared to the ultimate expenditure, and to let the final result be marred by parsimony at this time would be most unfortunate. A proper answer to these questions can only be made after a detail study, and, in our opinion, there is urgent need of a carefully prepared plan showing the whole of the city, which can be constantly referred to, and form a guide in the design and placing of all public or important private edifices. The location of the Temple of Justice will naturally be dependent upon such a plan, while the filling in along the waterfront and the location of the new post office building are both matters of vital interest in connection with any proper development and should not be allowed to proceed without proper study.

The jury of architects in their report suggested the advisa-

bility of employing Messrs. Olmstead Bros. to consult with us in the development of the site, and we understand that your commission has this under consideration. An effective grouping is perhaps of more importance to the state than excellence in the individual buildings, and we will take great pleasure in doing all we can to further an immediate as well as satisfactory solution.

Awaiting the further instructions of your commission, we remain

Very respectfully yours,

WILDER & WHITE

Olympia, Aug. 29, 1911.

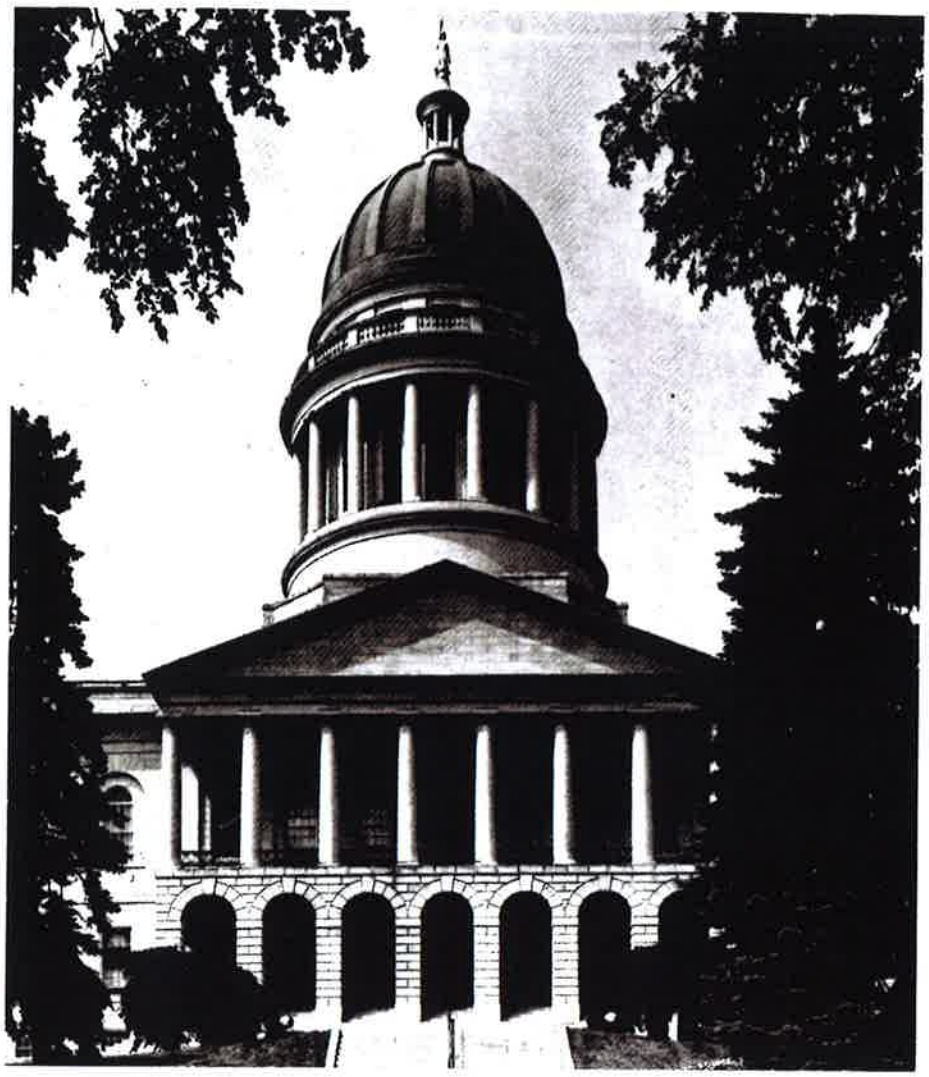
EXHIBIT 2

TEMPLES OF DEMOCRACY

THE STATE CAPITOLS OF THE USA

HENRY-RUSSELL HITCHCOCK
AND WILLIAM SEALE

HARCOURT BRACE JOVANOVICH
NEW YORK AND LONDON



Historic American Buildings Survey

Maine Statehouse, by Charles Bulfinch, 1828–31, as rebuilt by Henri Desmond, 1909–12

Through the so-called initiative the electorate could propose legislation, and in some states the referendum permitted the voters to reject the acts of legislature. There was new social legislation, especially in states west of the Mississippi; but after reform became law, the law was often not enforced. The demand for broader democracy was answered only nominally in the age of perfection.

New state building programs reflected the increase in governmental services. Artists from New York now traveled more than ever before to provide murals and statues for new annexes, separate legislative libraries, and even new wings on existing capitols. In the surrounding landscaped grounds, those most recurrent expressions of the City Beautiful, ever more statuary accumulated.

It was at Olympia, Washington, that the American Renaissance in state capitol building reached its climax. The reorganized Capitol Commission needed no expert testimony to tell them that the bare foundation of Ernest Flagg's project would provide for a Capitol altogether too small for the state's twentieth-century needs. Flagg, by now a highly successful architect in New York, was invited to return to Olympia in 1911 to discuss the problem with the commission. The archi-

tect reached a novel conclusion on the site. After studying the foundation and the Colonial Revival Governor's Mansion, built in 1907, he made a new proposal, based on a last-minute legislative amendment requiring the use of the old foundation: "My idea," he wrote, "is to provide for a group of buildings, the principal one would be placed upon the existing foundations. This building would afford accommodations for the legislature and the principal executive officers. . . . The other buildings of the group could be added from time to time as they were needed." He roughly sketched a large court faced by various buildings that were to be connected by "a covered way or cloister through the ground floor," enclosing the whole area with its colonnades.[60]

Flagg went back to New York, assured that his first contract was still in effect, while the commissioners and the Governor reconsidered the situation. There was no money problem. All the land of the old Federal capitol grant had now been opened up by roads; wise commissioners back in the 1890's had only thinned the timber. Now the increased value of the property, with its timber, had swelled the capitol fund to some $6,000,000.

Space was the main concern of the legislature, crowded into the old Richardsonian county courthouse for over a decade. The commission now made a formal proposal for a group plan which "permits of a much more magnificent, picturesque and artistic treatment than could be had by the erection of any single building. . . . The wonderful effects which can be obtained by groups of buildings harmoniously planned and artistically arranged has been abundantly demonstrated in recent years at our great expositions, notably those held at Chicago, Buffalo, and at Seattle."[61]

Such a collection of Classical buildings on a plateau surmounting a green hill 117 feet above sea level proved an irresistible vision. It would be a spectacular monument, with Mount Rainier in one direction, the Olympic Range in another, and lush forest between them, all mirrored in the blue water below. The City Beautiful, a concept of perfection evolved for dense urban scenes, seemed destined now to achieve its finest expression in the natural landscape of the Pacific Northwest. No architect or dreamer could have asked for a more splendid setting.

However, the Seattle members of the Washington State chapter of the A.I.A. soon began to protest Flagg's contract, and before long various professional and political pressures effected cancellation of the contract in favor of a new competition. What was more, the A.I.A. was allowed to make the rules: The labors of Cass Gilbert and his colleagues had at last come to fruition in a state capitol. Among the many restrictions and controls was one which specified that the entrants must be "of good professional standing, experienced in and capable of carrying into execution large works regardless of the question of design."[62] The competition was, for all practical purposes, confined to the big firms, and free of the danger that some clever upstart might win with an original design. Most participants were members of the A.I.A., which, although now tenfold larger than ever before, by no means included the entire body of practitioners in the United States.

From the Northwest woods numerous carpenters inquired innocently as to their chances under such rules. Their scribbled notes on cheap paper sharply contrasted to the more typical

From American Architect, *November 24, 1915*
Wilder & White's City Beautiful scheme for Olympia, Washington, 1911

inquiries on engraved letterheads with New York and Chicago postmarks. Even so, the major Eastern firms did not ultimately enter the arena. Most of the competitors were from San Francisco and Seattle, with one from St. Louis and three from New York. The winner was the firm of Wilder & White of New York. Ernest Flagg was awarded the lowest premium.

Walter R. Wilder and Harry K. White, both draftsmen for McKim, Mead & White for many years, had formed a partnership in 1909. They conducted themselves in Olympia in a sort of parody of the old McKim, Mead & White approach to clients—what might be called the "personality package." This collection of capitol buildings was to be "somewhat reminiscent of the Acropolis at Athens, and indeed the natural conditions surrounding the capitol site at Olympia are in many ways quite similar to those of the Acropolis. . . . In its mass it is apparent the Group Plan responds primarily to the necessity of so arranging a collection of small units that they may combine to give the effect of a single structure when viewed from a distance and from all directions. Hence the Legislative Building, slightly larger than the others and surmounted by a lofty dome, occupies the center of the group."[63]

The Olympia group took many years to build, and it was never finished as originally planned. Construction began at once in 1912 on the first building, the Temple of Justice, a white marble rectangle across what would be the main court from the Flagg foundation. On a portion of that foundation the sixth structure, the domed Legislative Building, was completed in 1928. But by that time the broad scope of the City Beautiful scheme had been abandoned. Even before World War I the grandiose Wilder & White design for Capitol Park was stripped of its glamour in a revision by Olmsted Brothers. The boulevards, the plazas, and the aqueducts over the Sound, the lines of poplar trees and electric torches, were lost with the Progressive dream, when once again the United States was changed by a great war.

Unknowingly, in crowning the Olympia hill with temples, Wilder & White had realized Jefferson's dream of an American Capitoline. Their real inspiration, however, was certainly not

Department of Commerce and Economic Development, State of Washington
Washington Capitol Group as it appears today

the early Classicism of Jefferson's time, but the monumental statehouse by McKim, Mead & White at Providence. In this the Washington Group is an exception, for the usual inspiration was the Capitol at St. Paul. Cass Gilbert's mighty edifice had stated American Renaissance ideals in such a way that they became compatible with the long shadow of the U.S. Capitol. Those capitols that freely followed Gilbert's freely sprouted monumental porticoes; and most of them showed a marked preference for Wren's dome on St. Paul's in London, because it resembled the one in Washington. The Providence Statehouse was simply too refined, too plain for the vaulting Progressive spirit. Those crisp blocks and columned loggias introduced at Providence by McKim, Mead & White were imitated elsewhere only after Gilbert elaborated them in the Minnesota Capitol.

His Minnesota Capitol was clearly emulated by Bell & Kent in Montana. Years later, Bell

EXHIBIT 3

Washington's Audacious State Capitol and Its Builders

NORMAN J. JOHNSTON

A pleasure to be with you
on this important project.
Norman J. Johnston

University of Washington Press *Seattle and London*

III. The Wilder and White Entry

Who were these conquerors from out of the east and what had they devised to manage their coup? Wilder and White had been partners for five years when they entered Washington's capitol competition. Walter Robb Wilder, the older of the two, was from Kansas but had an eastern education: Phillips Academy, Andover, and architecture at Cornell. He earned his Bachelor of Science in Architecture in 1896 and, degree in hand, was hired in April 1897 by the premier training office for young architects at the turn of the century, McKim, Mead and White. Except for two years of European travel and study in 1900–1902, he continued with the firm until 1906. McKim, Mead and White was at the height of its professional reputation, nationally in demand for the imperial manner in which its designs satisfied the business, institutional, and personal aspirations of its clients. A finishing school for architects, its alumni spread the firm's American Renaissance design specialization from coast to coast.*

It was there that Wilder met another young draftsman, just graduated in 1899 from the Massachusetts Institute of Technology's Department of Architecture, who had been with the firm since August of that year. Two years younger than Wilder, Harry Keith White† was a Vermont-born easterner living in New York City. The two men worked at McKim, Mead and White for a number of years handling a variety of responsibilities for the office's large-scale residential projects and some of its smaller institutional work.

In 1906 the office was thrown into confusion by the shooting death of Stanford White, and perhaps this precipitated thoughts of change, for first Wilder in February 1906 and then White in April 1907 left the firm, and together they formed their own partnership for the practice of architecture. They worked out of an office in downtown New York, although neither man would be living in the city. Wilder and his wife lived to the north in Bronxville, and White was more and more drawn southwest to Plainfield, New Jersey, where his sister was teaching. In due course he married into one of the town's substantial families (its mayor's) and Plainfield became his home for the rest of his life.

The two men maintained a stable professional relationship, though their physically separated domestic arrangements discouraged social contact. Wilder may have been more of the designer, White filling a managerial and production role. But decisions were made in easy give-and-take discussions between them; their association was a close one over the years of their partnership. Both did contact work in search of clients; in this White may have been the more successful, as many of their larger commissions were for schools and institutions in the Plainfield area.[1]

The architectural solutions the partners offered their clients were unpretentiously traditional and classical, reflecting both their own design loyalties and the training and tempo of their times. None of their commissions offered them opportunities for work of a monumental scale, either in the early years of the partnership or later—with the single exception of Olympia's Capitol group.

**Its alumni included such figures as Cass Gilbert, John M. Carrère, Thomas Hastings, William E. Whilden, A. D. F. Hamlin, Henry Bacon, Philip Sawyer, and Egerton Swartwout (The Brooklyn Museum,* The American Renaissance, 1876–1917, *p. 79).*

†No relation to the Stanford White of his employers' firm.

Walter Robb Wilder

The State Capitol Commission's announcement of its competition had been issued to the architectural community in May 1911, and Wilder and White decided to enter. They were primed for the effort, having recently entered another such competition for an important New York public building; although they failed to place in it, the experience had whetted their skills. The Washington competition was therefore timely.

Work on their competition solution and presentation drawings had all the last-minute tensions associated with traditional Beaux Arts methods of working. In an undated letter (mailed July 24, 1911, but written earlier) White reported to his fiancée, Miss Elizabeth Fitz Randolph, on the partners' flurry of activity:

Your letter came yesterday morning when we were on the last lap of the competition. We had thought we could call it done but we found that that was not possible and as long as the Express Co were open to receiving packages until six that we might as well take the extra time for a few finishing touches. As it was, it was but three minutes of six when the drawings were laid on the counter and we were entitled to rest, a shave and hair cut some of which I've had and the rest of which I'm getting gradually. I stayed in New York Thursday and Friday nights and by working until one we were able to finish without undue strain. I think it was our best effort so far and consequently am pleased with the result.

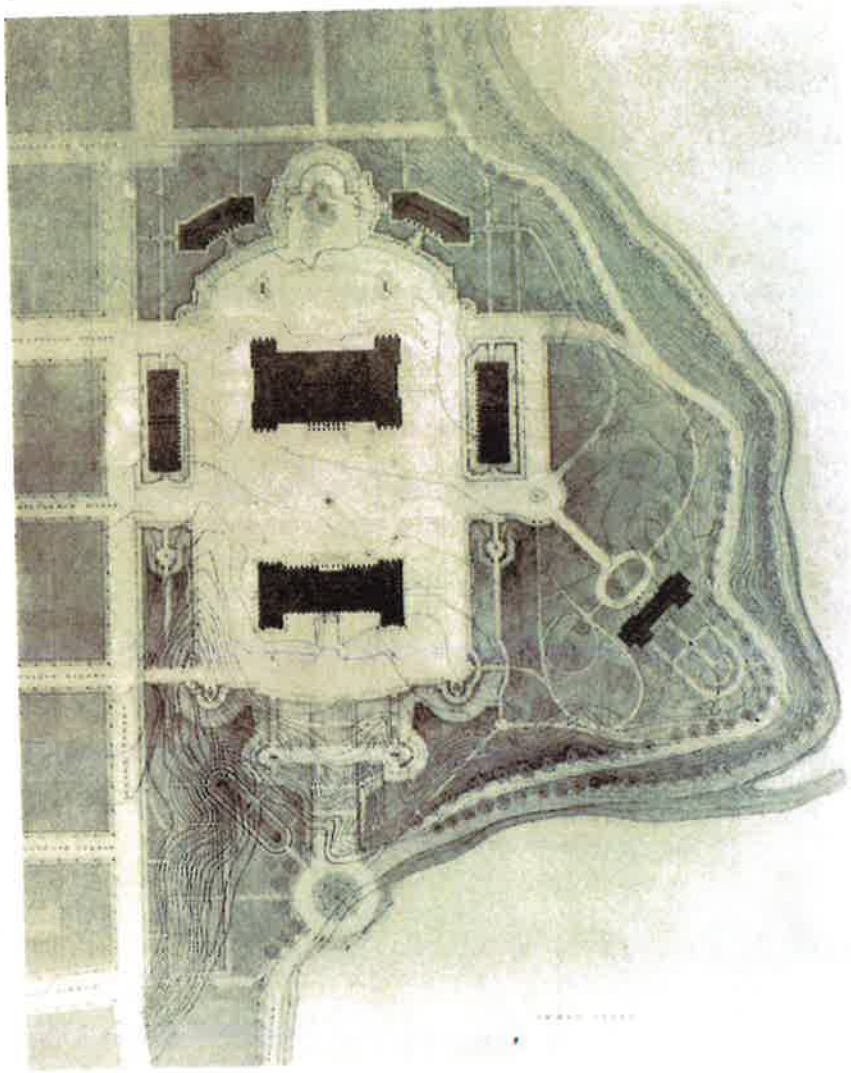
The drawings all looked well and I feel that we had a most logical solution. Those who saw our scheme, other than ourselves, shared this opinion. But it is a long chance with 60 others.

Harry Keith White

As the competition required, their presentation was in two parts, a total of six sheets of drawings.* The group plan dealt with the total campus site, which at that time was closed on the east by Water Street and on the south by a westerly extension of Fifteenth Street. The other perimeters were the bluffs above the tidelands of Budd Inlet. The Flagg foundations, of course, determined the location of the Legislative Building. A north-south axis running centrally through the campus was marked to its south by a semicircular memorial plaza between two flanking office buildings at angles to it, and to the north through the symmetrically placed Temple of Justice laid across it and on down broad monumental stairs and successive landings to a roundabout and connecting shoreline boulevard. In the angle of the bluffs between these stairs and Water Street, the architects indicated an outdoor amphitheater for assemblies on great public occasions, as called for in the competition program. The intersection of the north-south axis and the axis extending east-west through Thirteenth Street occurred at the center of the great oval plaza which both the Legislative Building and the Temple of Justice paralleled. This secondary axis also marked the east approach to the campus. At its west end at another roundpoint it turned northwest, closed by the entrance facade of the relocated Governor's Mansion. Balancing the plan were two additional office buildings on either side of the Legislative Building.

**Neither Wilder and White's drawings nor those of the other competitors remain. However,* The American Architect *for September 13, 1911, published those submitted by Wilder and White as well as the second prize design from the New York firm of Howells and Stokes. There was more generous local coverage; both* The Pacific Coast Architect *(September 1911) and the* Pacific Builder and Engineer *(October 14, 1911) included reproductions of drawings from eight of the prize-winning and honorable mention entries. As for Wilder and White's original construction drawings, they too have been lost. When the firm was dissolved in 1930, in the division of its records those associated with the firm's work in Olympia went to Wilder. What became of them after his death is unknown; they were presumably destroyed in the general disposition of his belongings. Therefore, prints alone make up the bulk of documentary evidence of the partners' Olympia designs and their development. For the competition, the most accessible are those included in* The American Architect *for September 13, 1911, which also included prints of the second prize design.*

These losses, and the loss of records from the partners' New York office, have complicated the task of tracing the evolution of the designs for the group plan and its units. Almost any interpretation of influences, models, etc., must be substantially inferential.

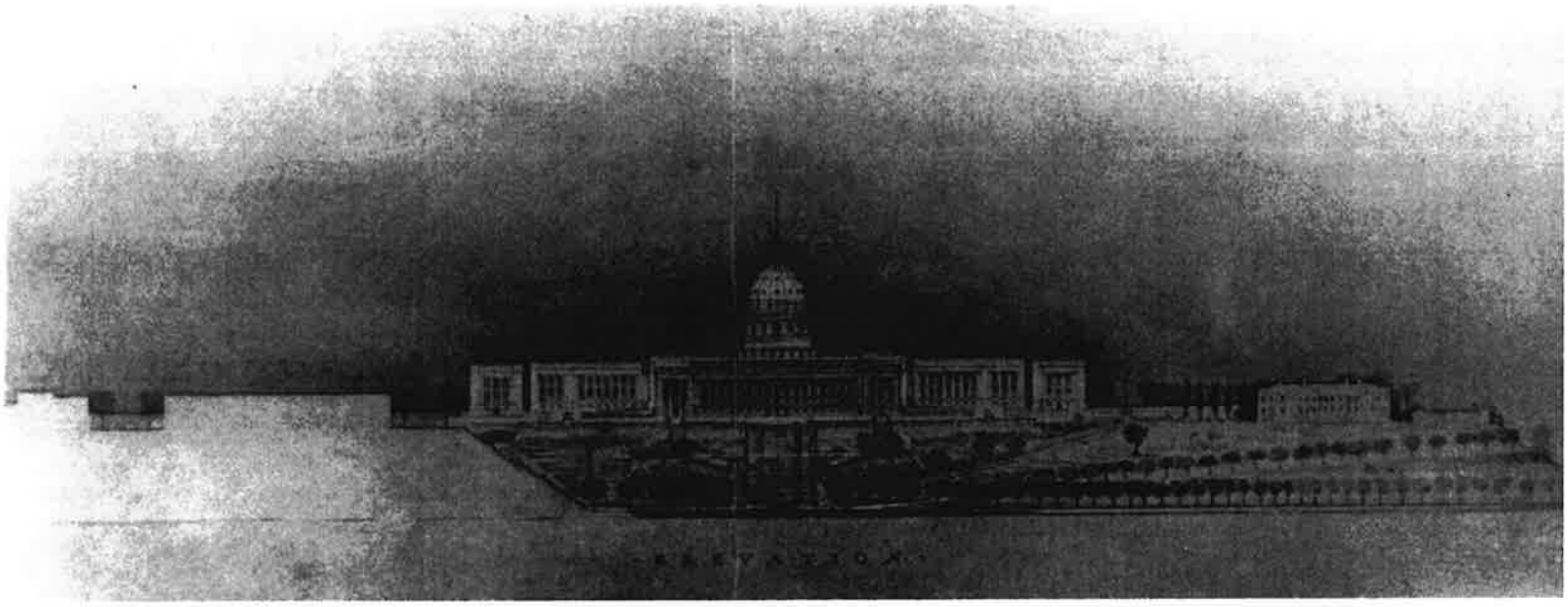


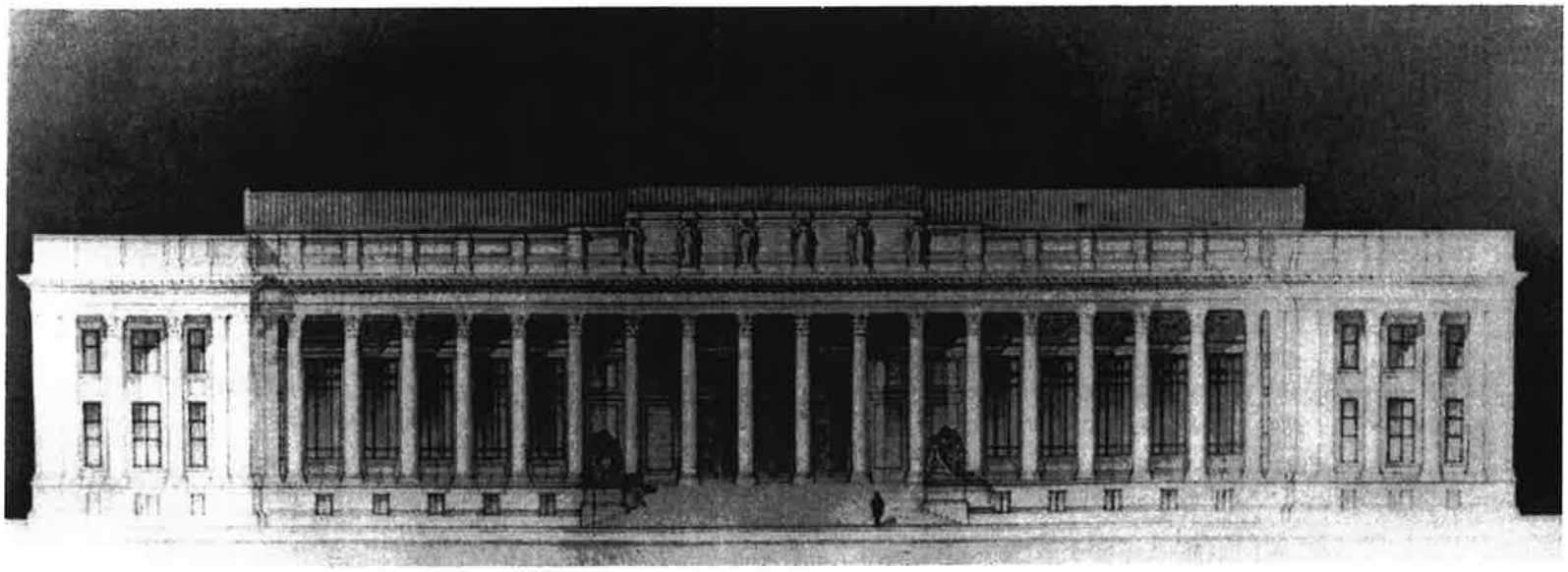
Accepted group plan design, Wilder and White, architects

The elevation reaffirmed the balanced order of the group plan. All buildings subsidiary to the Legislative Building had the same controlled cornice line and height. The Legislative Building's roof profile moved slightly above them and toward the central dome, reinforcing the building's dominance. Ground lines, terraces, stairs, and ramps were similarly manipulated to indicate their supporting roles.

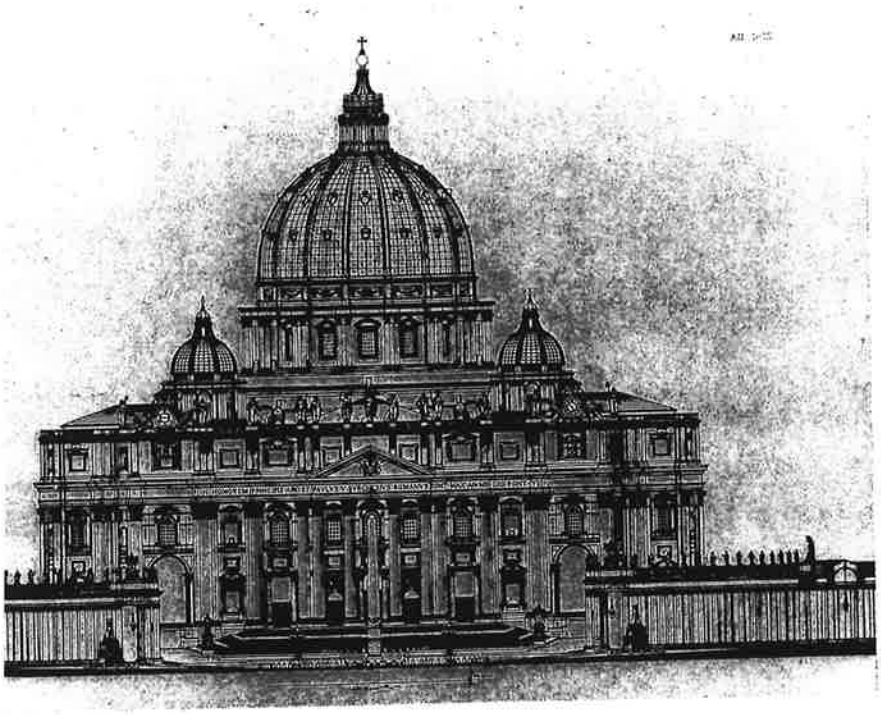
The handling of the dome and its relationship to the balance of the scheme called for some deftness. This was the essence of the design problem: to create a domed legislative building in harmony with the other campus structures and yet sufficiently scaled to be the central presence of the group as a whole. This problem was to return later and require a major adjustment in the plan.

Accepted designs, group plan and Temple of Justice elevations, Wilder and White, architects



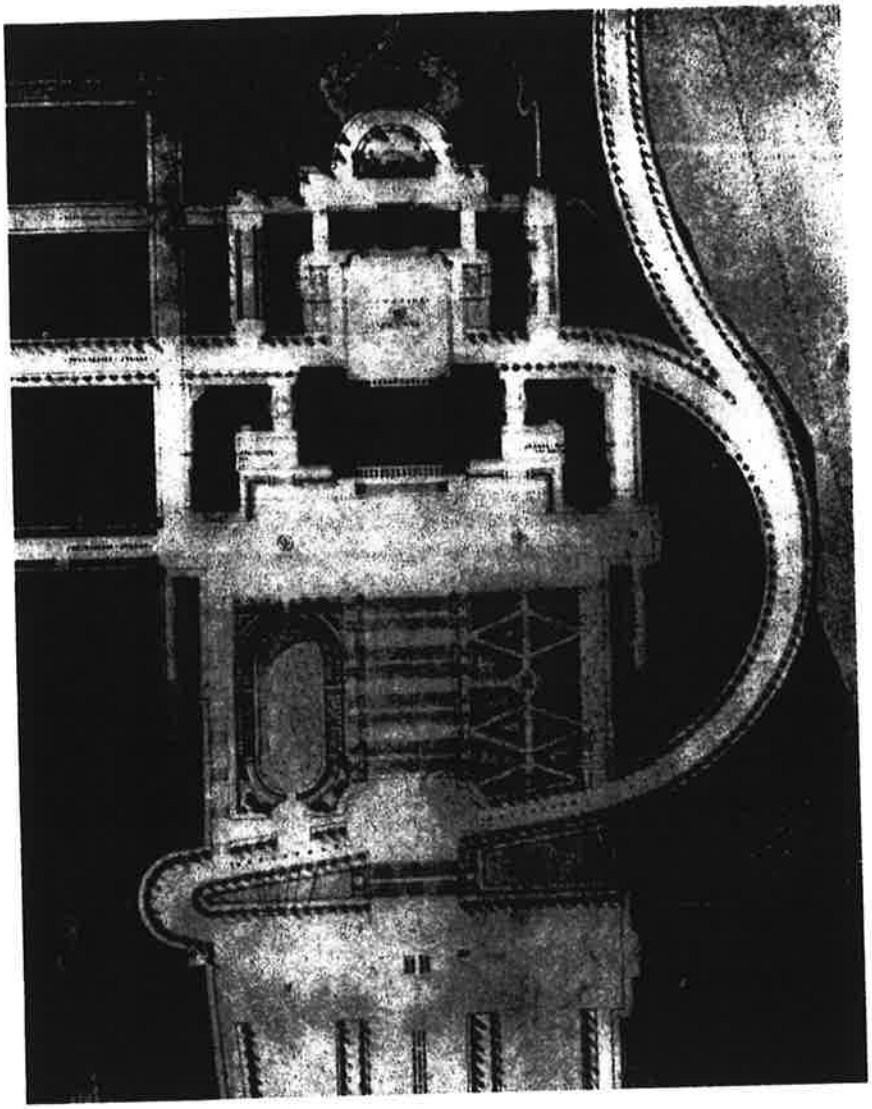


The Wilder and White dome in their drawings for the competition is only dimly seen, but its appearance suggests contemporary prototypes, especially Cass Gilbert's Minnesota State Capitol (1896), Joseph Huston's Pennsylvania State Capitol (1902), and Tracy and Swartwout's Missouri State Capitol (1913) (see page 96). All four owed more than a little to Michelangelo's St. Peter's. But unlike their Roman prototype, these domes rose freestanding above the building mass without the subsidiary domed tourelles of St. Peter's. Since at this stage of the competition no further indication was required of the contestants, there is no other evidence of what the partners had in mind for their Legislative Building.



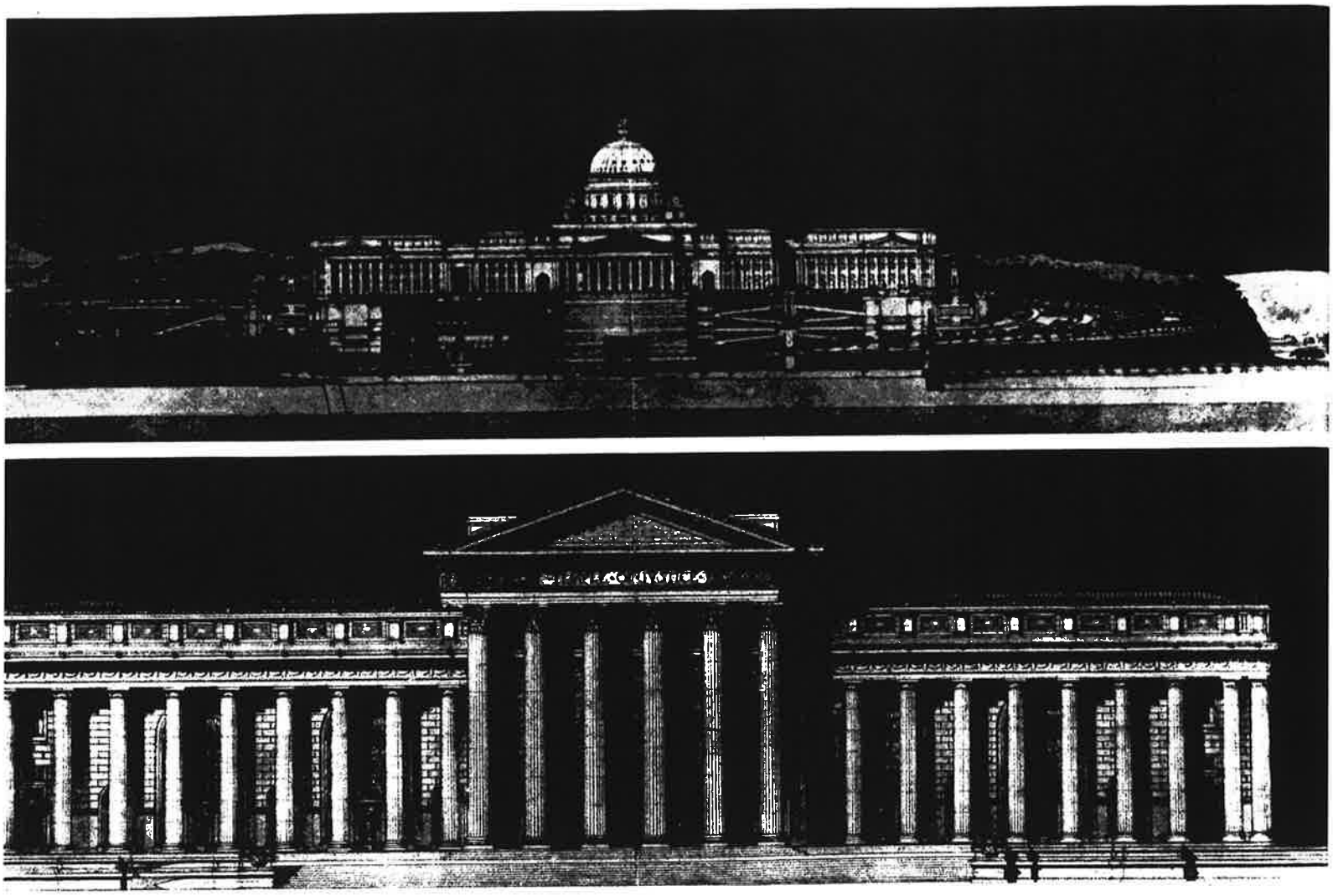
St. Peter's Basilica, Rome

Their Temple of Justice drawings, required by the competition program to be more detailed and at larger scale, are easier to examine. Matching the longitudinal dimensions of the Legislative Building, toward which its main entrance faced in the group plan, the Temple of Justice was shown as a long rectangular building with shallow extended wings at either end. Its proportions were horizontal, with an almost uninterrupted skyline and subdued ornamentation that would dampen any competition with the authority of the Legislative Building. The only challenges to this restraint were the use of the Corinthian order along the full length of both the north and south elevations and some sculptural emphasis at the main entrance. The interior plan mirrored the exterior symmetry with almost total balance of spaces on either side of the transverse axis.



Second Prize design, Howells and Stokes, architects

It is interesting to compare the Wilder and White entry with that of Howells and Stokes of New York, the winners of the second prize. The latter's vocabulary is much richer, heavier—and more costly. The principal departure from the Wilder and White scheme was the location of the Temple of Justice, placed south of the Legislative Building instead of north. This had the advantage of emphasizing the Legislative Building as the major building on the axial approach from the north. But it would have withdrawn almost half of the site's buildable area from use, creating a rather tight grouping of buildings on the southern portion of the site and requiring more state land acquisition in an already developed residential area for the location of the Governor's Mansion, while leaving portions of the existing site to the north dramatically open but extravagantly empty.



Second Prize design, Howells and Stokes, architects

A similar extravagance is evident in the architectural handling. The overall impression is one of might: massive forms, heavy lights and shadows, the rich play of details, and a powerful porticoed entrance to the Legislative Building superimposed by a great square base with supporting tourelles and a rather horizontal dome that spectacularly dominates the group. It is a dome similar to Wilder and White's but much more squat in proportions. There is an undeniable power in this proposal, but somehow it seems overblown and out of scale with the ambitions and circumstances of the state. Perhaps the jury thought so, too.

In sum, Wilder and White had developed a scheme that suggested an incremental and orderly plan of development, worked well as ensemble in the architectural language of its day, and reflected a realistic appraisal of the promising but conservative economic goals of the clients.

One can still appreciate why the jury and commissioners would be attracted to this entry and give it their unanimous approval. Yet, though accepting the jury's choice, one cannot avoid wondering about its flaws. First, there are the difficult topographic realities of the site. Loftily located to maximum visual advantage above Puget Sound and the city with an uninterrupted axial orientation due north, nevertheless its bluffs made access from that direction both complex and enormously expensive.

It was the competition program, however, which raised the issue, not the architects. The program states: "An axis developed through the center of the building north and south shall be the main or principal axis in the grouping plan." Further on it adds that the "Capitol Building faces the north," and "It is presumed that the main approaches to the Capitol Building and groups will be from the north and east," finally observing that "The best view is looking due north from the center of the proposed Capitol Building, which gives on Puget Sound."[2] The reality of the matter, though, is that any functional "main entrance" from the north would be likely to fail. Not only was the topography forbidding and soil conditions unstable but the area was occupied by one of Olympia's railroad stations and its yards; all these factors were calculated to complicate any effort to create an access to the campus by stairs and roadways.

Nevertheless, all the contestants of whom we have any record made gestures toward accommodating the commissioners' wishes for a north axial arrangement, doing so with various combinations of plazas, terraces, stairs, and ramps. With a single exception they offered variations of buildings grouped in U-shaped configurations whose arms opened without interruption to the northward vista. It was Wilder and White who chose to block that vista by their location of the Temple of Justice across its axis. We know, however, that even after the award had been made there were questions remaining in the minds of the commissioners and others about this aspect of the program which they had imposed on the competition. The State Archives has a typewritten "Report of Group Plan" addressed to the commission, dated August 29, 1911, and signed by Wilder and White, in answer to a query from the commission as to the architects' attitudes toward this requirement, now that the award was in hand and they could presumably respond more openly.

Wilder, who was in Olympia to accept the award, remained supportive of an approach from the north. His rationale, however, was more subjective than objective, the designer rather than the functionalist at work. The alternative had been suggested that the primary access to the campus might be westward from Main Street (now Capitol Way). In the architects' report, Wilder labeled this a route of only "accidental importance. . . starting nowhere and ending indefinitely." The route would be only two blocks long, and its prolongation east of Main Street "would have no reasonable justification." He further noted that to face the group plan east would be to "turn its back upon one of the most beautiful sections of the city"—West Olympia, across Budd Inlet from the site.

Even more unfortunate, continued Wilder, would be the dissociation of the site from its water views, which would be entirely cut off. Finally, he felt city growth should be encouraged westward rather than south or east; to focus the site plan in those latter directions would simply encourage the least promising areas for Olympia's future development.

Instead, concluded Wilder, the city should move toward providing

> a fine boulevard. . . connecting the three distinctive ridges contained in the city limits, and giving access to the coast towns. On the axis of the capitol a fine approach from this boulevard to the foot of the steps would be made with a carriage approach on either side, and a boulevard to Tumwater along the water's edge there connecting with the proposed Pacific Highway. . . . A tide lock at the Boulevard [to the west] would form a lake* and the whole effect would be visible from most parts of the city as well as from the sound.

**A lake was developed in this way, but not until the early 1950s.*

His boulevard would also "facilitate the natural travel through the city and direct it past the most beautiful portions," bypassing the city's south end while providing the fullest opportunity for visually exploiting the Capitol's site.

Most of Olympia's subsequent history and urban growth were to prove him mistaken. In spite of the scorn in which he held Main Street and the south end, it was on that route and in this section that the city growth and its better addresses predominated, at least until the advent of suburbanization after the Second World War, when development became multidirectional. The northern approach boulevard was thwarted by more dispassionate heads and the formidability of the site; even as a concept it would eventually disappear, thereby preserving for all time a group plan oriented north but approached from the east, a dichotomy never to be resolved, either then or in subsequent efforts by others.

The commissioners also had second thoughts about the advisability of retaining the Flagg foundations, and here Wilder was more circumspect. For the time being he simply observed in this same report to the commission that letting "the final result be marred by parsimony at this time would be most unfortunate. A proper answer. . . can only be made after a detail[ed] study."

Accepting, then, Wilder's enthusiasm for a northern orientation for the group plan, further questions remain: Why, unlike other contestants, did Wilder and White choose to confuse the Legislative Building's access to that northern vista with the transverse alignment of the Temple of Justice? And why do so when at the same time the axis to the south was being architecturally framed—but into an area which Wilder himself claimed had no distinctive visual amenities and which was composed of substantial privately owned residences? Why were the relationships of the accessory buildings of the group not reversed, closing the south axis with the Temple of Justice and dramatizing the axis to the north by framing its uninterrupted thrust with the pair of angled buildings? Were the partners questioned on this decision? Was it discussed by the jury or with the commissioners? The official records provide no enlightenment. However, information recently discovered in the Library of Congress Manuscript Division (discussed in Chapter 4) suggests that these questions had indeed been forced upon the commissioners' and architects' attention—but from a once-removed source.

But in 1911 the emphasis was on technicalities and timing. Although there were calls for further thought to protect site-planning principles and to prevent what they considered a violation of visual rules, the momentum of events swept them aside. The consequences can be seen in Olympia today.

It is a pity that White's letter to Miss Fitz Randolph, announcing the firm's triumph, has not survived. We know from those letters that do that he continued working on other projects in the office* while Wilder was in Olympia accepting the award and answering the questions of the State Capitol Commission. And so began what was to be an eighteen-year contractual association between Wilder and White and the State of Washington.

**White was busy finishing up presentations for the Plainfield Library competition, which the firm won a few weeks after their Olympia triumph.*

EXHIBIT 4

THE AMERICAN ARCHITECT

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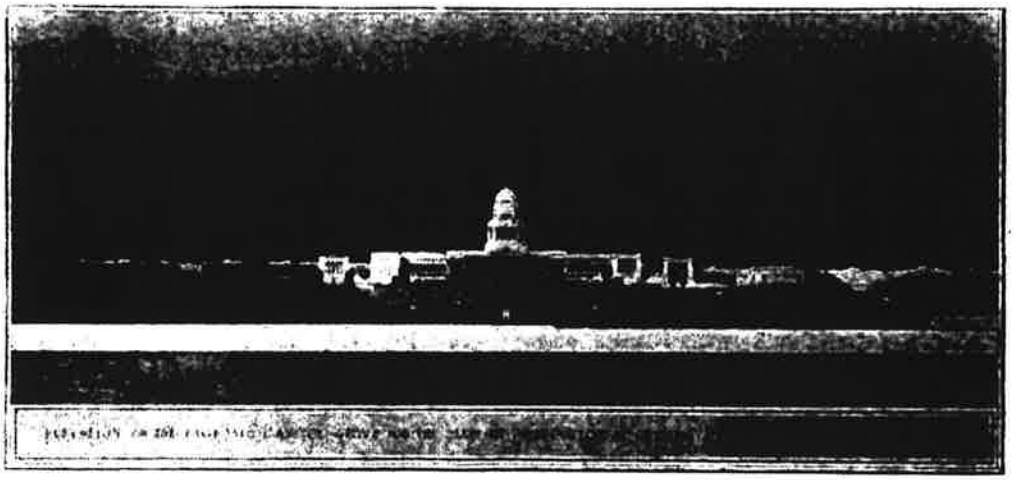

ELEVATION, STATE CAPITOL BUILDING, OLYMPIA, WASHINGTON

CAPITOL GROUP AT OLYMPIA FOR STATE OF WASHINGTON

MESSRS. WILDER & WHITE, *Architects*

MORE fortunate than her sister states in the East, Washington has been independent of direct taxation in providing funds for the suitable accommodation of her administrative officers. Under her original charter, certain government lands lying within the state were set aside for specific purposes and among them were those to be devoted to the purpose of erecting public buildings at the state capital. These lands, most of which are covered with fine timber, have each year through the development of roads and railways become more accessible, while the exhaustion of private timber tracts has constantly enhanced the value of the timber belonging to the state. This had proceeded so far that in 1913 a conservative survey fixed the value of the lands and timber at nearly six million dollars, sufficient without the certain yearly increment, to provide not only for the erection of her capitol buildings and the proper development of the grounds, but also for their maintenance.

Husbanding these resources, the state authorities contented themselves with quarters in a temporary capitol building formed by additions to the county court house at Olympia, but by 1909 these quarters became so congested that relief in some form was imperative. The Legislature in that year accordingly appointed a State Capitol Commission, whose function was to be the care of the Capitol Building Lands. They were empowered to sell these lands at their discretion and to use the funds so ac-

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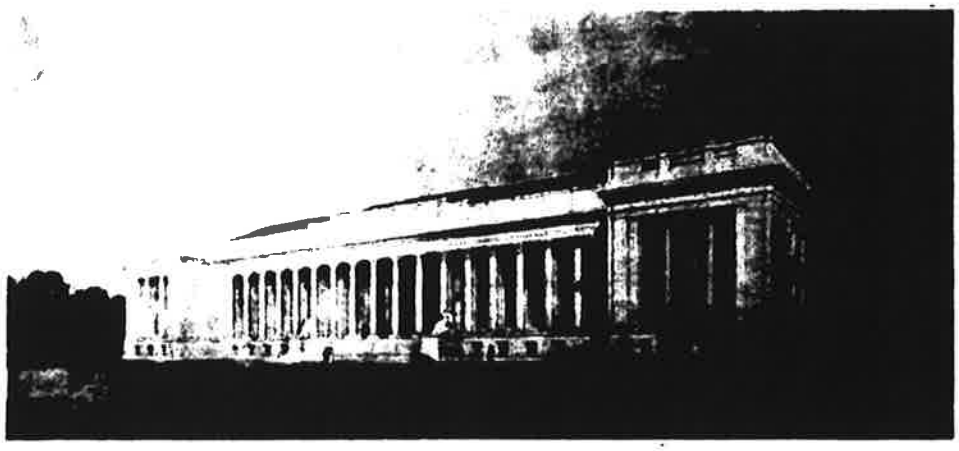

TEMPLE OF JUSTICE, OLYMPIA, WASHINGTON
MESSRS. WILDER & WHITE, *ARCHITECTS*

quired in the erection of a Capitol Building upon the foundations constructed some twenty years earlier, when the first steps toward providing a Capitol Building were taken.

The Capitol Commission, upon mature consideration, reached the conclusion that the erection of a single capitol building was not an economical proceeding. Judging from the experience of other States it was impossible to foresee either the extent or character of the accommodations that in the future might be required for the proper and convenient transaction of the affairs of state. In practically all of the older States, additions to the original buildings, necessarily, more or less incongruous, were being made and the only alternative was the erection or use of other buildings which it was manifestly impossible to group as a dignified or convenient whole. This development was in some cases so rapid that in at least one of the newer States the requirements of administration outgrew the accommodations provided almost before the new capitol building was completed and to endeavor to anticipate such growth would involve the immediate erection of a structure out of all proportion to present requirements. The erection of such a building for the State of Washington would have been peculiarly unfortunate, for the temporary capitol building afforded adequate quarters, provided the Judicial Department could be housed elsewhere, and the forced sale of the state lands in sufficient quantity to provide the necessary funds for a building large enough for all time would have involved a great sacrifice with no commensurate return.

The Capitol Commission reported their conclusions to the succeeding Legislature of 1911 and in consequence on Act was passed authorizing the Capitol Commission to take the necessary steps toward securing a comprehensive Group Plan, providing for the erection upon the capitol site at Olympia of not less than four separate buildings. These were to consist, first, of a central or Legislative Building, which should be of a suitable monumental character and provide adequate accommodations for the two Legislative Chambers and for the Governor and the chief executive officers; second, a building of similar character for the Supreme Court, containing suitable court rooms, the state law library and proper offices for the judges, the attorney general, the librarian, the court clerk and other officials connected with judicial department; and third, at least two buildings of a more simple character to house the various Commissions and other departments whose functions are of an administrative character. In addition there was to be an executive mansion, but this was not an integral part of the group. By providing for a Capitol Group in contrast to a Capitol Building, the Legislature avoided the difficulties of expansion to meet future growth, as the functions of the legislative, executive and judicial departments remain practically

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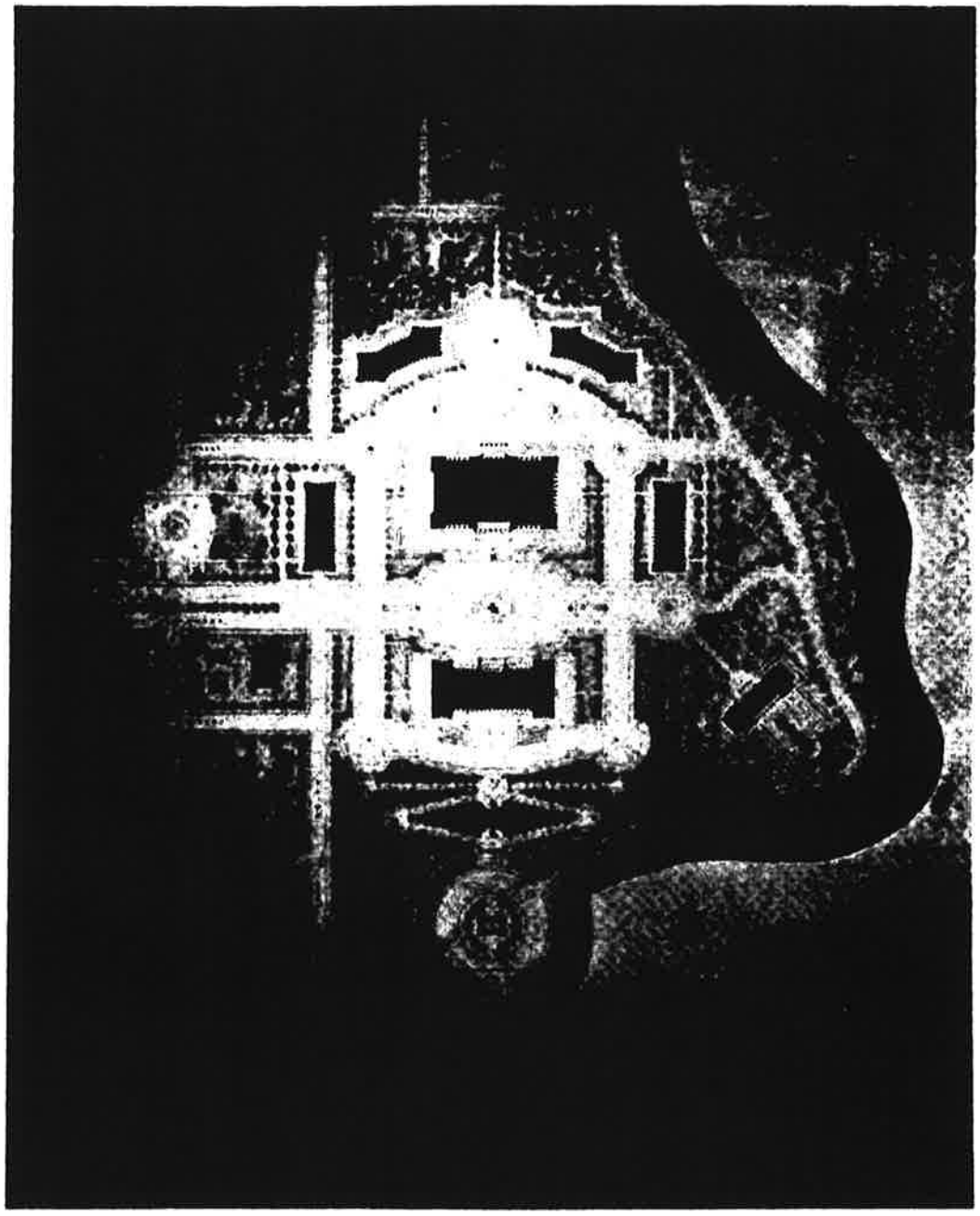

GENERAL GROUP PLAN, AS ADOPTED

STATE CAPITOL BUILDINGS, OLYMPIA, WASHINGTON

MESSRS. WILDER & WHITE, *ARCHITECTS*

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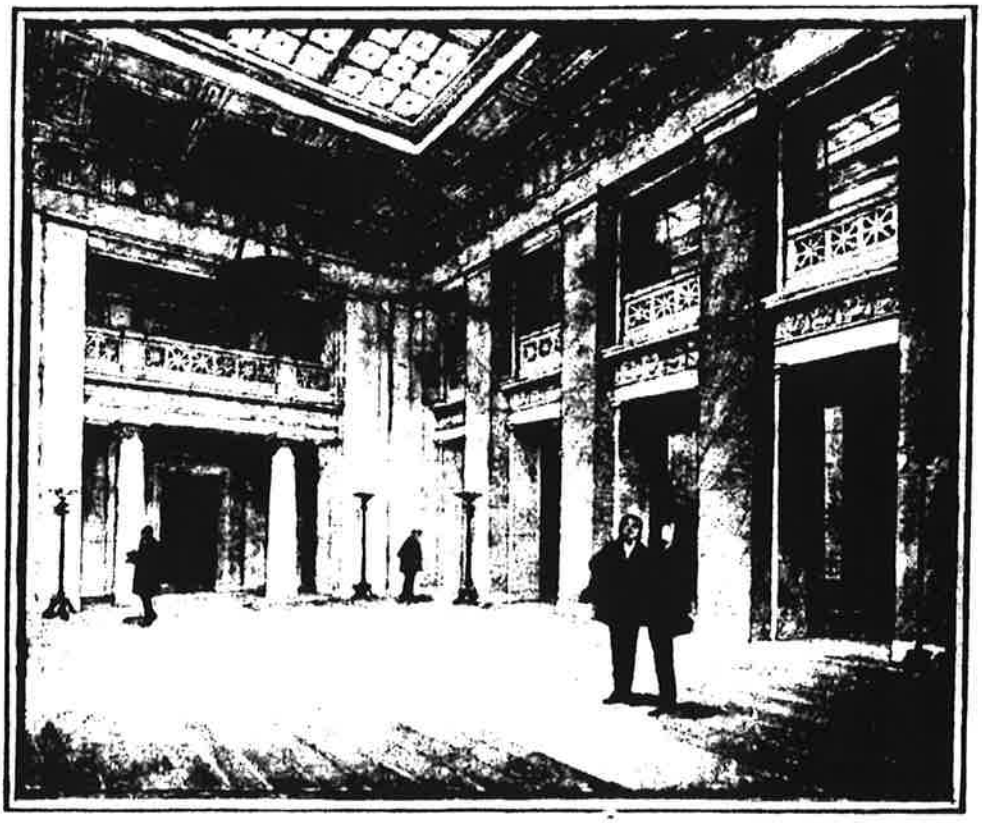
constant, and the increase in the requirements of the administrative departments could be met by the erection of additional buildings as the need developed. The question of initial expense was solved at the same time by authorizing the Capitol Commission to proceed with the immediate erection of one of the units of the group, namely, the building for the Supreme Court, or, as it is called, the Temple of Justice. Thus, for an expenditure not involving any possible sacrifice of the Capitol Lands, the congestion at the temporary Capitol would be relieved and the first step taken toward the final Capitol Group, to be carried further as funds permitted or needs required.

Following the passage of this Act, the Washington Chapter of the American Institute of Architects urged the Capitol Commission that, in view of the importance of the work to the citizens of Washington for all time, the selection of the architect be determined by competition, and further, that such competition be not limited to the architects of Washington alone, but that it be open to the architects throughout the country. This suggestion and its subsequent adoption by the Capitol Commission is noteworthy as having inaugurated the first competition ever held for a State Capitol under the auspices of the American Institute of Architects, a precedent still more firmly established by the similar action of the authorities of the State of Missouri a year later.

In accordance with the above, the Capitol Commission appointed Mr. Charles H. Bebb, F. A. I. A., of Seattle, as its professional advisor and with his assistance a program for the competition was duly drawn up and issued. In reality there were to be two separate competitions, one for the selection of a Group Plan to govern in the design and location of future buildings and the other for the selection of a design for the Temple of



MAIN ENTRANCE HALL

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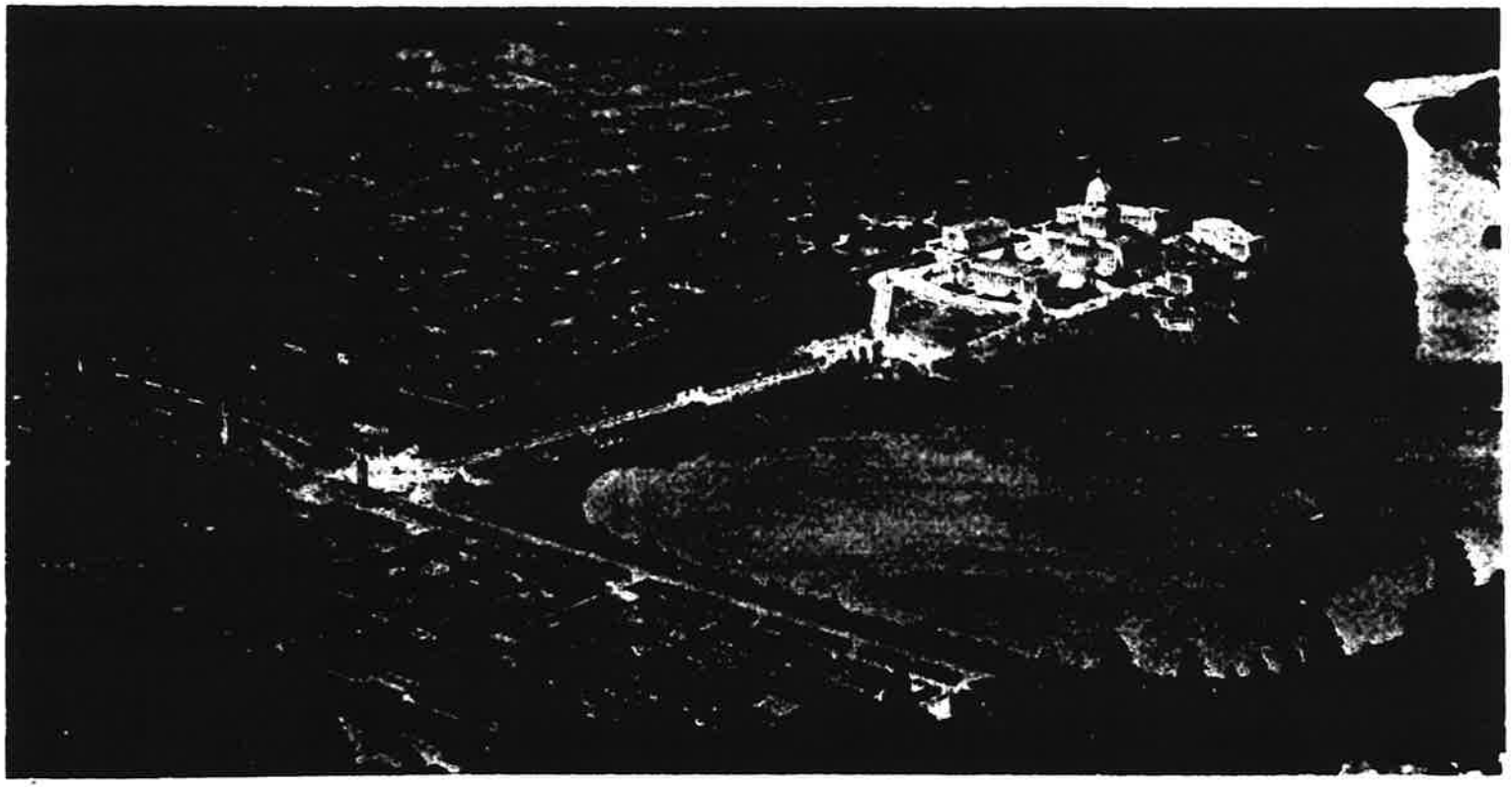

BIRD'S-EYE VIEW

STATE CAPITOL BUILDINGS, OLYMPIA, WASHINGTON

MESSRS. WILDER & WHITE, *ARCHITECTS*.

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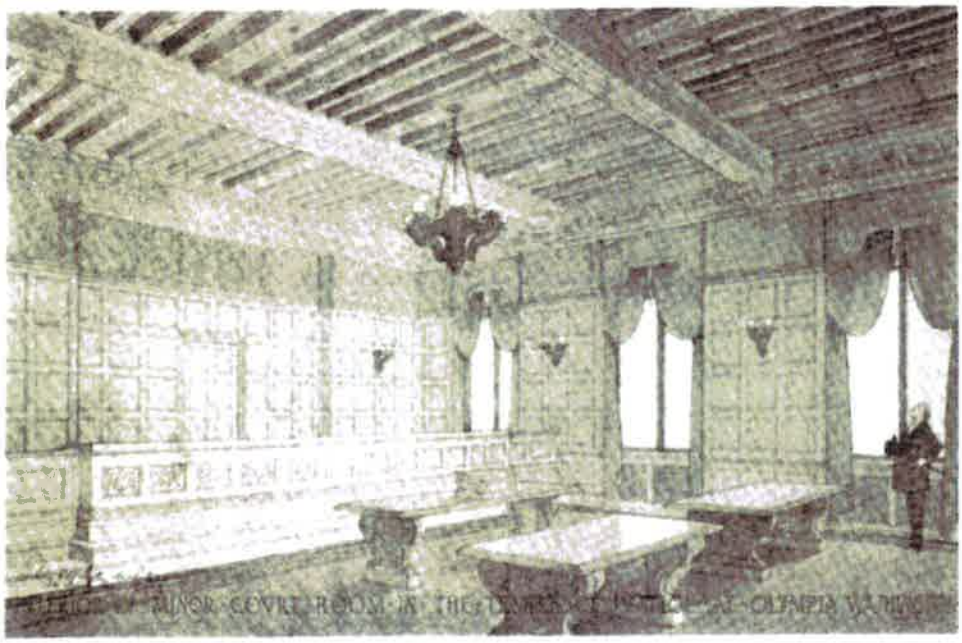
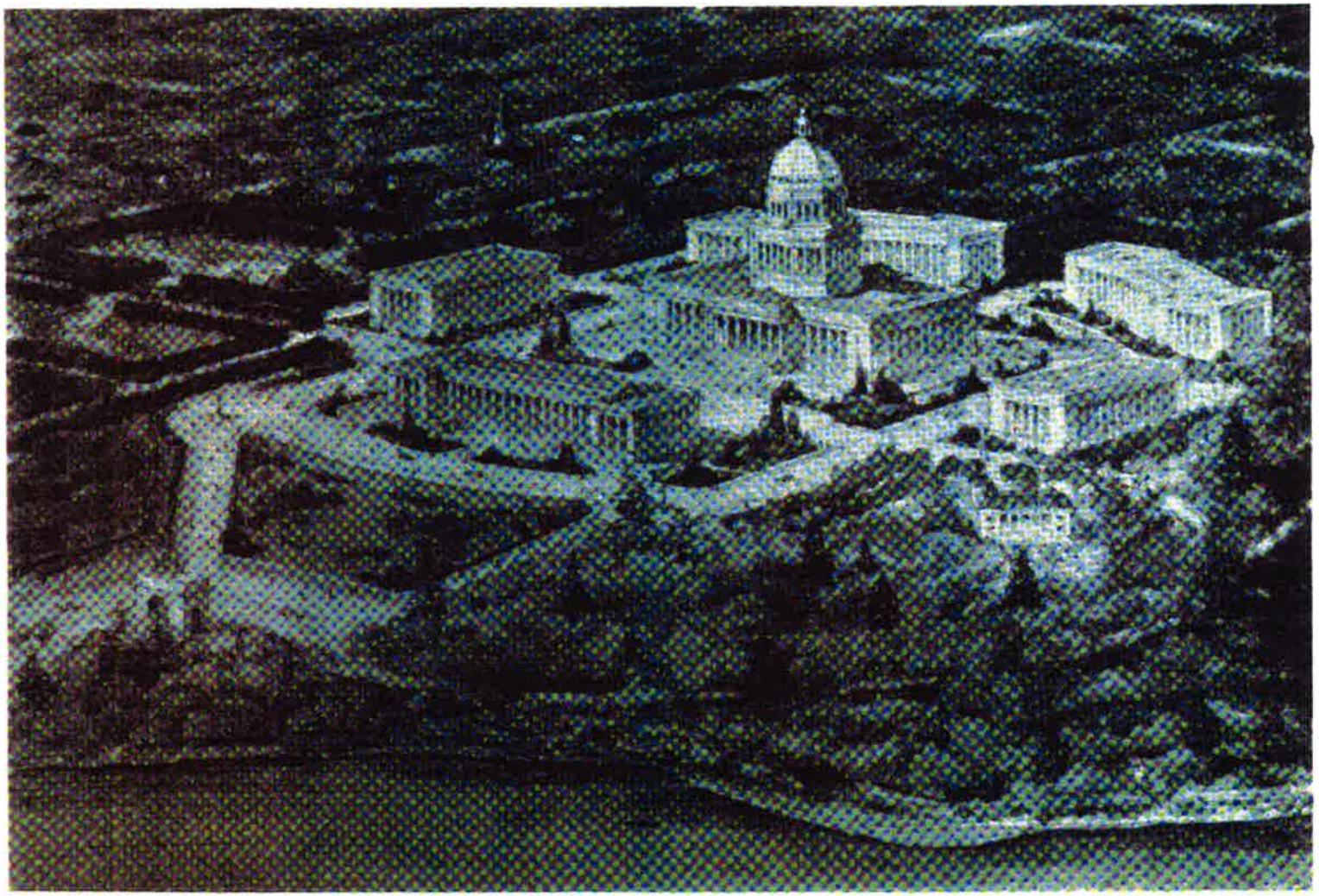
Justice. In both of these competitions the designs of Messrs. Wilder & White were placed first and they were accordingly appointed the architects for the Temple of Justice, while their Group Plan, with such modifications as a detailed study of the site suggested, was formally approved and adopted by the Capitol Commission.

Their Group Plan, illustrated on another page, is somewhat reminiscent of the Acropolis at Athens, and indeed the natural conditions surrounding the capitol site at Olympia are in many ways quite similar to those of the Acropolis. The capitol grounds consist of a promontory projecting into the upper end of Puget Sound, and while accessible to the east at a level grade from the adjoining streets, on all other sides rises abruptly from the water as does the Acropolis from the surrounding plain. Just as at Athens the eye sweeps over distant views in all directions, but is most firmly held by the expanse of water and mountains to the west, so at Olympia a wide range of beauty, including Mt. Rainier to the east, fails to hold the attention long, from the panorama of Puget Sound and the magnificent Olympic mountains to the north. Even in the architecture there is a similarity in the combinations of small units, no one of which has either size or importance sufficient to completely dominate the others, while the City of Olympia, lying as it does on three parallel ridges, affords distant views of the Capitol Group from every direction just as does Athens of the Acropolis. One might even compare the purposes of the two, one a sacred place set apart from immediate contact with the city, yet a place of frequent resort by the city's inhabitants; the other a seat of government for the State, properly isolated to some degree from the city in which it is placed, yet easy of access therefrom.



MINOR COURT ROOM

In its mass it is apparent the Group Plan responds primarily to the necessity of so arranging a collection of small units that they may combine to give the effect of a single structure when viewed from a distance and from all directions. Hence, the Legislative Building, slightly larger than the others and surmounted by a lofty dome, occupies the center of the group. The Temple of Justice is directly north across the Court of Honor and the four Commis-



BIRD'S-EYE VIEW

STATE CAPITOL BUILDINGS, OLYMPIA, WASHINGTON

MESSRS. WILDER & WHITE, *ARCHITECTS*

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sion Buildings are grouped on either side and to the south. The simple colonnaded treatment of these surrounding buildings will from a distance tend to make them appear as a single broad base to the central dome, while the location of the different units adequately expresses the relative importance of the departments they accommodate. Architectural terraces increase the apparent size of the two main buildings and emphasize their importance, while ample roadways connecting the Court of Honor with the smaller court at the south and the esplanade at the north afford easy means of communication between the separate units. In addition, underground passages will provide access to each building from the others and possibly from the plaza at the lower level.

In the development of the approaches to the site both the isolation as a part of the State and the necessity for direct access have evidently been considered by the architects. To the east lies one of the principal residence streets, and the level approach on this side has been treated with a formal parkway. By masking this approach somewhat in the planting the risk of making the Capitol appear a mere civic center has been obviated with no interference with convenience of access, while the greater natural interest of the north axis has been accepted as marking the direction on which to develop the main approach. The importance of the architectural units has been preserved by treating this approach with simple broad ramps leading to the esplanade north of the Temple of Justice from a plaza at the base of the slope. This plaza affords an appropriate setting for an arch or other monumental feature, and from it is planned a formal boulevard leading north to the new railroad station and the heart of the business section of the city.

SUPREME COURT ROOM

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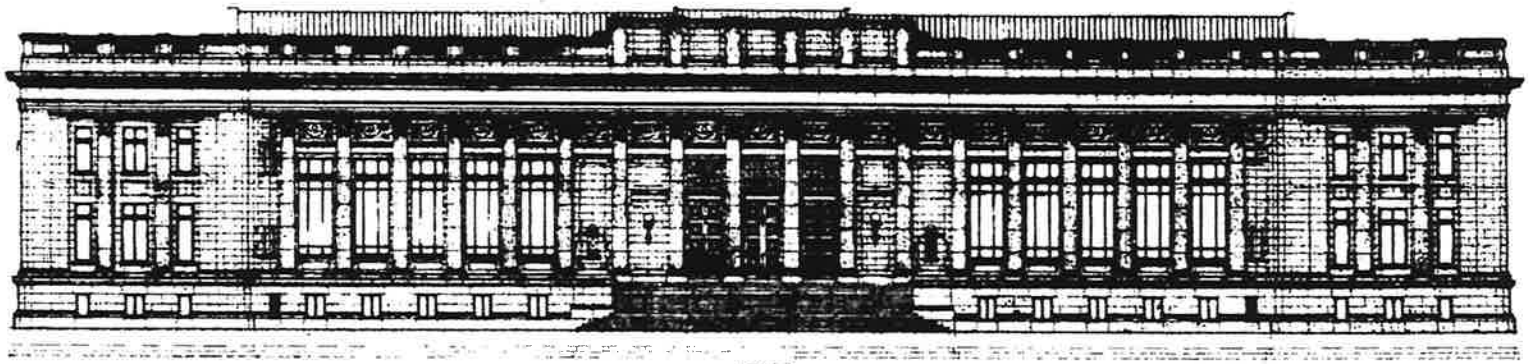
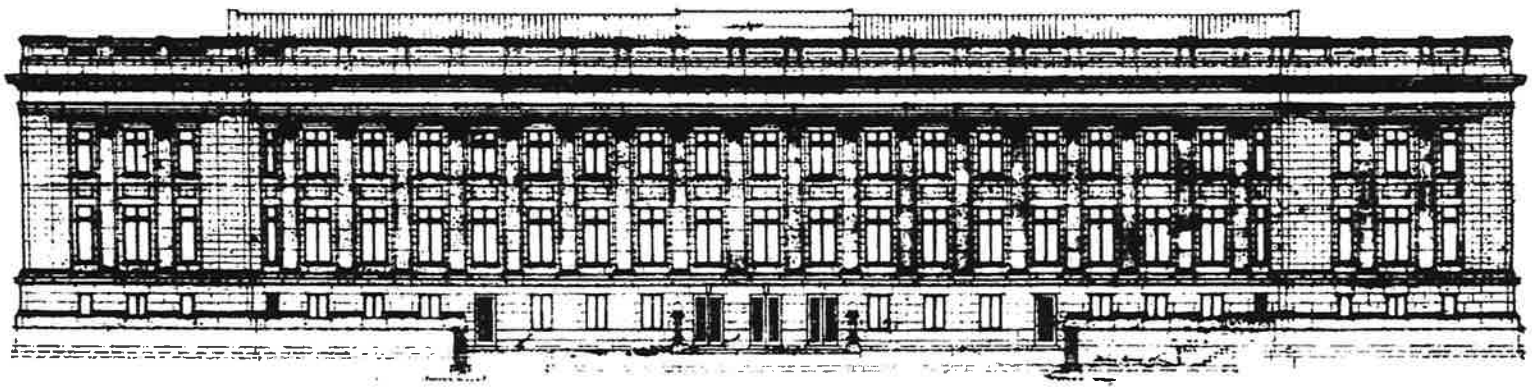
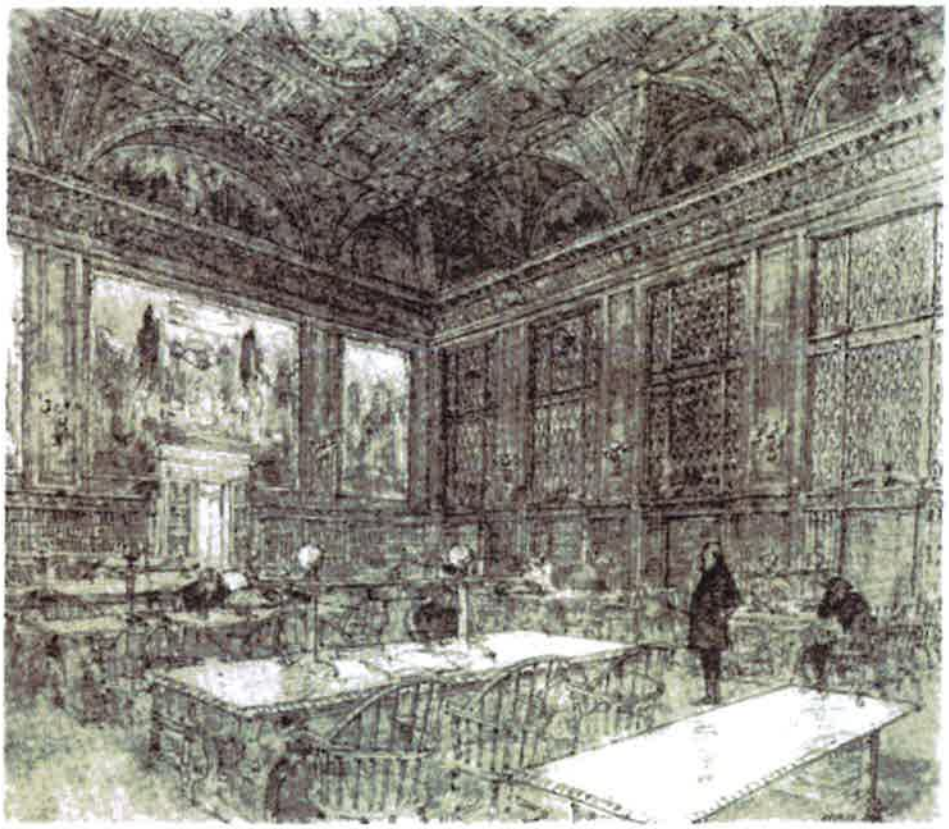


FRONT ELEVATION



ELEVATIONS: TEMPLE OF JUSTICE, OLYMPIA, WASHINGTON

MESSRS. WILDER & WHITE, *ARCHITECTS*



LIBRARY

To the south of the boulevard skirts the edge of a proposed fresh water lake secured by tide locks across the head of the Sound and will be a great addition to the city park system. From this boulevard a driveway winding up the hill affords access for vehicles to the Court of Honor on the higher level and similar access is provided from the business section by means of Water street on the axis of one of the Commission buildings.

In the treatment as a whole, the relative importance of the two main approaches has been carefully expressed by the architects, the one from the east being the approach to the Capitol from the City of Olympia, that from the north the approach from the State of Washington.

The first of the buildings of the Capitol Group to be erected is the Temple of Justice, providing quarters for the Supreme Court, the judges and other officers in that department of the State Government. As shown by the accompanying illustrations, this building is simple in outline and mass in order that it may form a part of the broad base for the dome of the Legislative Building when seen from a distance. At the same time its relative importance to the Commission buildings has been recognized by giving a greater variety to its form by projecting wings and the long unbroken colonnade across its north façade adds suitable dignity. Its character as a State edifice has been emphasized by the employment of the Corinthian order as expressing grandeur, and this order will presumably be followed in the other buildings. The main entrance is indicated by a broad flight of steps with sculptured groups on massive plinths at either side. The attic above the entablature is also raised at this point and embellished with six sculptured figures, while the wall back of the

(*Continued on page 350*)

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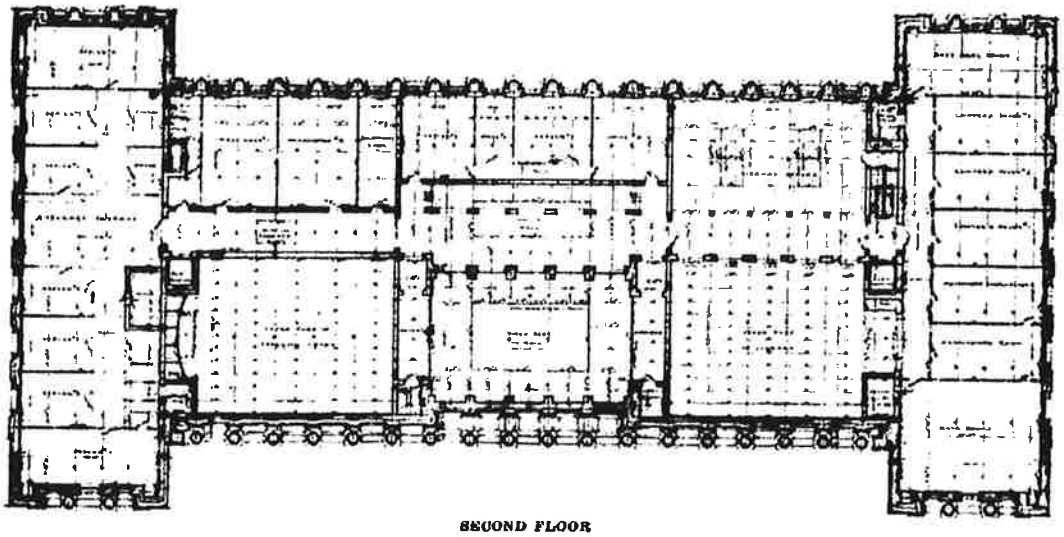
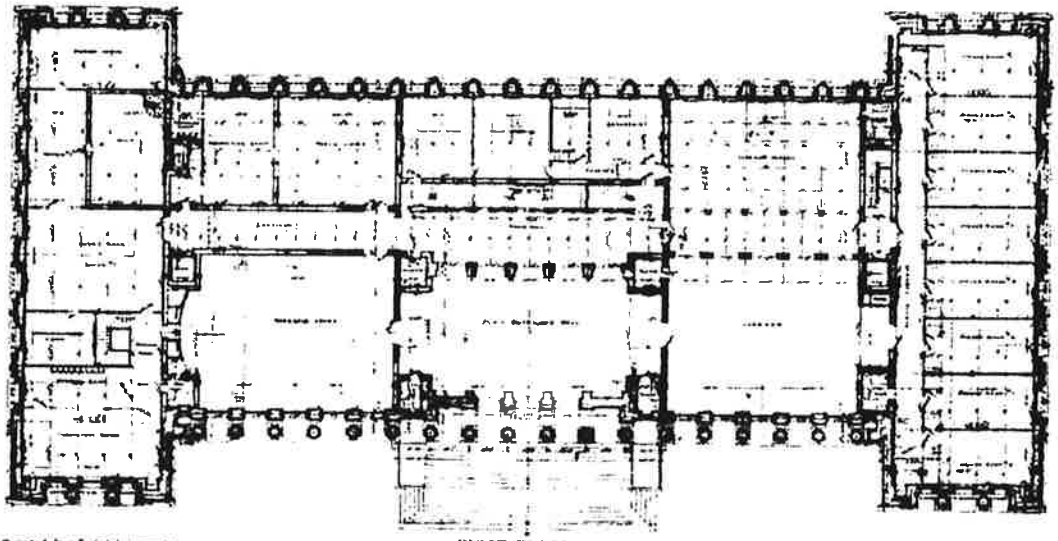
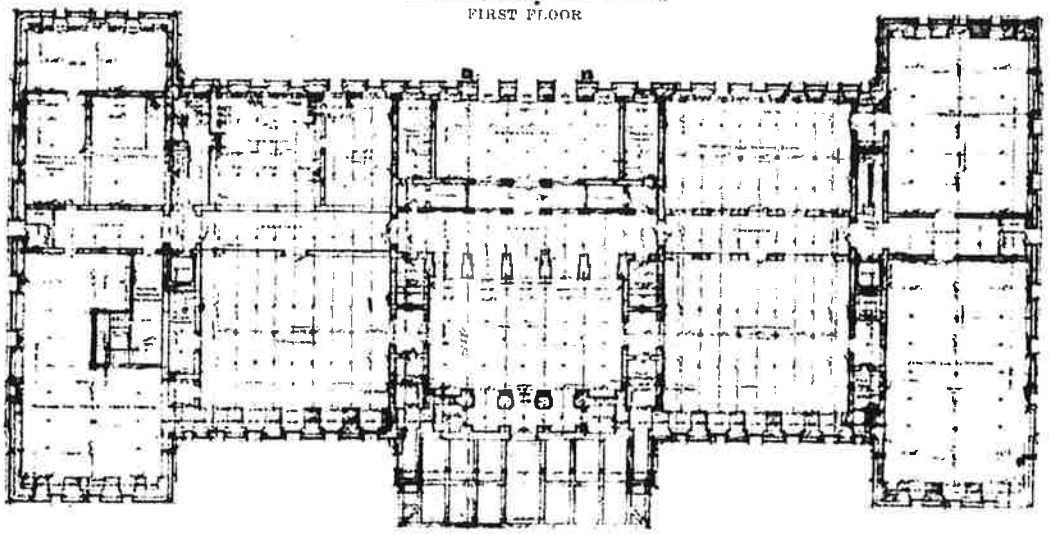


SECOND FLOOR



FIRST FLOOR



BASEMENT

FLOOR PLANS, TEMPLE OF JUSTICE, OLYMPIA, WASHINGTON

MESSRS. WILDER & WHITE, *ARCHITECTS*

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Capitol Group at Olympia

(*Continued from page* 346)

colonnade is recessed to form a shallow portico.

On the north façade the treatment is similar to that on the south, but the columns here are not free standing, while at the ends the more simple pilasters are used. Secondary entrances at the basement level are provided at the rear and each end, while a broad terrace, level with the Court of Honor at the front, but some eight feet high at the north, will give the building a suitable setting.

On the interior the interest centers on the Entrance Hall, the State Law Library to the right and the Supreme Court room to the left, all of which are shown in the accompanying illustrations. Across the Main Corridor is the Minor Court room, treated in a simple manner, the balance of the building being devoted to offices for the Supreme Court Judges, the Court Clerk and other officials of this department of the government.

CURRENT NEWS AND COMMENT

New York State Board of Examiners Organization and Measures to Provide for Issuance of Certificates

The Board of Examiners for Registration of Architects held its first meeting, in Albany, October 22, 1915. Dr. John H. Finley, commissioner of education, called the members together during the annual convocation of the University of the State of New York, and after a conference with President Finley and Dr. A. S. Downing, assistant commissioner for higher education, the board of examiners effected a temporary organization and took measures to inaugurate the work of issuing certificates to all persons qualified to practice under the title of architect.

The New York state registration law, which went into effect on April 28, 1915, places in the hands of the board of regents, who perform the same office for the medical profession, the fixing of standards of education for architects, the conduct of examinations of those who desire to practice and the issuance of certificates admitting to practice all entitled to assume the name of architect. The law does not interfere with the right of engineers, contractors or others who make drawings and engage in building work, but requires everyone who wishes to practice as "architect" to obtain the regents' certificate. The conditions under which such certificates can be obtained are as follows:

First.—Possession of a diploma or satisfactory certificate from a recognized architectural school or college together with at least three years' practical experience in the office of a reputable architect or architects.

Second.—Registration as an architect in another state or country where the standard of qualifications is not lower than that required in New York state.

Third.—Practice exclusively as an architect for two years previous to April 28, 1915.

Fourth.—Practice exclusively as an architect for one year previous to April 28, 1915, providing application for certificate be made before April 28, 1916.

Every person applying for examination or certificate of registration shall pay a fee of $25.00 to the board of regents. No annual fee is required.

The board of examiners, within a few weeks, will mail application blanks to all architects whose names appear in directories of architects. All others who desire to sesure certificates by examination or otherwise should write with request for application blanks to

Board of Examiners for Registration of Architects, State Department of Education, Albany, N. Y.

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EXHIBIT 5

Suggestions for visitors…

The state Capitol Visitors Services Program offers tours of the Capitol. Special tours of the grounds may be available. Check **www.ga.wa.gov** for details.

For More Information…

The 2009 West Capitol Campus Landscape Master Plan is available at: **www.ga.wa.gov/MasterPlan/LandscapeMasterPlan.pdf**

The Olmsted legacy in the Pacific Northwest is nationally significant. Friends of Seattle's Olmsted Parks was formed in 1983 in response to this growing recognition, in order to promote awareness, enjoyment and care of our Olmsted parks and landscapes, both public and private. *A Guide to Seattle's Olmsted Interpretive Exhibit at the Volunteer Park Water Tower* provides an introduction to Seattle's park and boulevard system as well as the Olmsted national legacy. *Guide to the Olmsted Legacy at the University of Washington* celebrates the legacy from the Alaska-Yukon-Pacific Exposition in 1909. For more information visit **SeattleOlmsted.org.**

The National Association for Olmsted Parks has developed a brochure for the National Capitol grounds in Washington, D.C., which Frederick Law Olmsted, Sr., designed in 1874. The brochure is available for download at **Olmsted.org.**

DESIGN OF THIS BROCHURE BY FRIENDS OF SEATTLE'S OLMSTED PARKS - 2010

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LEAGUE OF WOMEN VOTERS OF WASHINGTON EDUCATION FUND

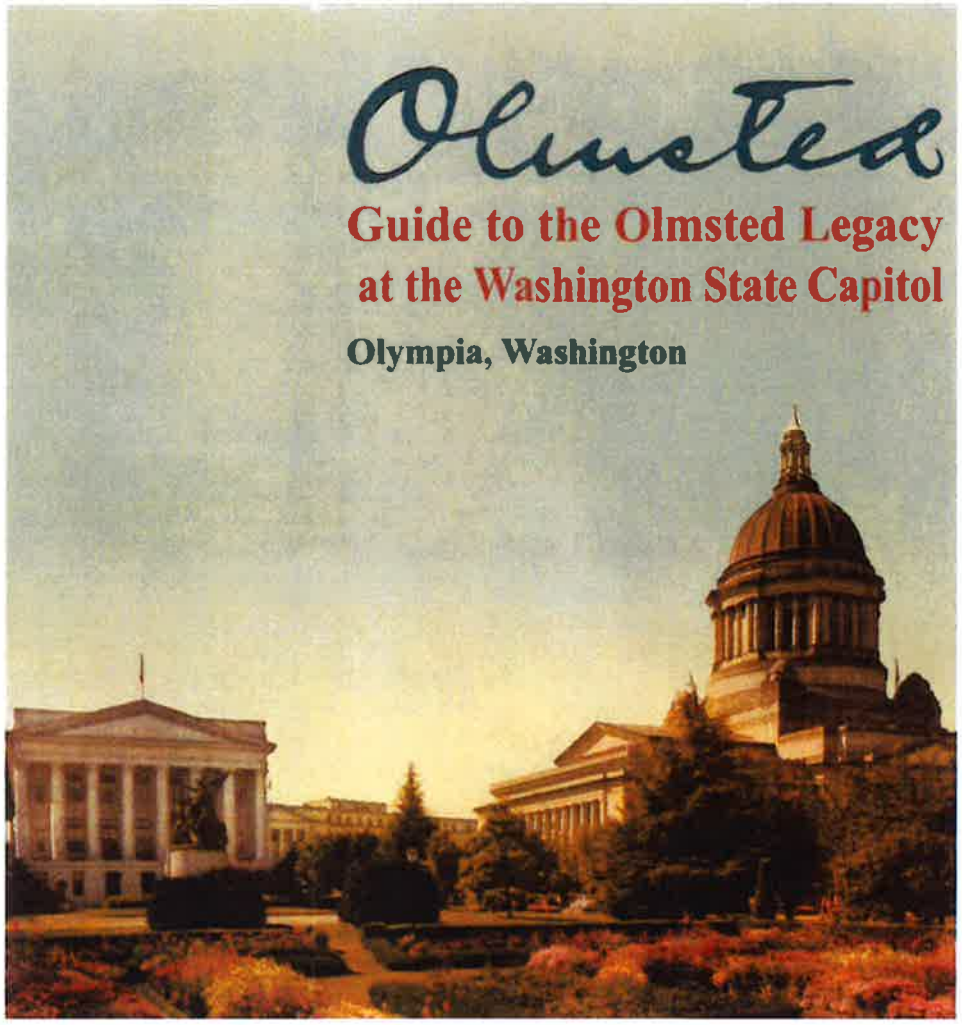
LEAGUE OF WOMEN VOTERS OF THURSTON COUNTY EDUCATION FUND

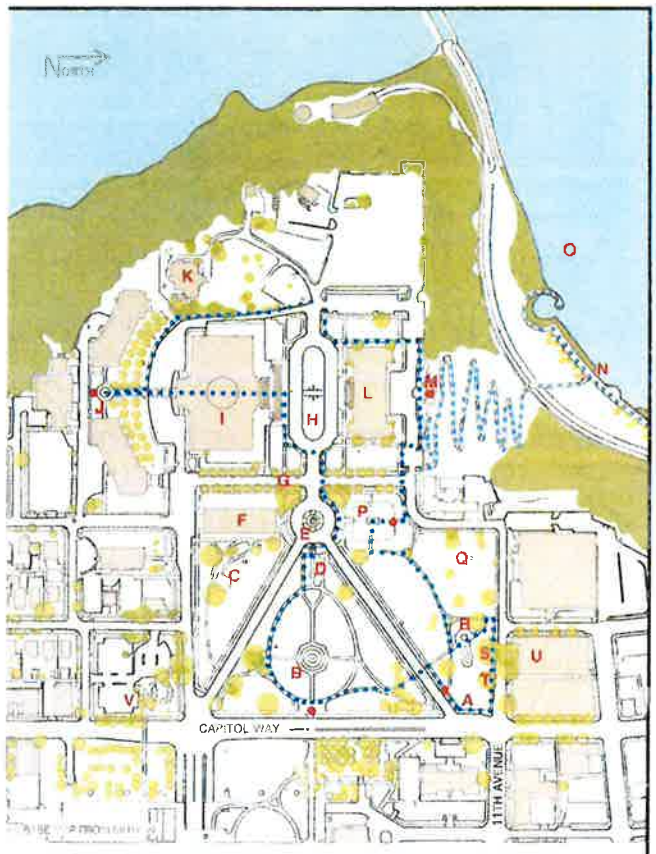
WASHINGTON STATE SOCIETY DAUGHTERS OF THE AMERICAN REVOLUTION

Olmsted

Guide to the Olmsted Legacy at the Washington State Capitol

Olympia, Washington





WEST CAPITOL CAMPUS WALKING TOUR

OLYMPIA, WASHINGTON

Olympia: The Most Stunning Setting

"…people…will want to take advantage of the splendid view …we think that it is worth while in order to uphold the dignity and scale of the design around such important buildings…"

J. F. DAWSON TO C. V. SAVIDGE - NOVEMBER 17, 1927

The Olmsted Brothers design for the Capitol Campus grew out of a reverence for the setting and an appreciation of its unique, defining qualities. The design takes full advantage of the quintessentially Northwest character of the site. Here one experiences the drama of sheltering lowland forest giving way to views of surrounding hills, water, and open sky, with the mountains of two national parks in the distance: Mount Rainier and the Olympic Mountains.

Few capitol grounds command equal advantages of setting. Rather than designing the capitol grounds apart from its surroundings, the Olmsteds expressed the inherent genius of place. They worked to incorporate the site's natural setting and undulating bluff-top topography into their design and they used the natural advantages of existing richly layered native vegetation along with new plantings to frame the seasonally changing views to and from the campus.

Both the Olmsteds and Wilder and White understood the dual advantage of a site elevated above Puget Sound. The wooded bluff would provide a place of prospect and refuge with restorative natural vistas, framed and protected by the lowland forest. Seen from the Sound, surrounding hills and the city below, this landscape would provide the setting for powerful and inspiring views of the state's magnificent classical Capitol buildings.

Olmsted Legacy in Washington

The Washington State Capitol Campus has one of the most extensive and intact Olmsted-designed capitol landscapes in the nation. In all there are eleven capitols with Olmsted landscape plans, including Kentucky, Alabama, Connecticut and New York, as well as the United States Capitol.

John Charles Olmsted first came to Washington in 1903 when Seattle Park Commissioners invited the Olmsted Brothers firm to prepare a comprehensive plan for a park system. The extensive Olmsted legacy in the state includes park and boulevard systems for Seattle and Spokane, campus plans for the University of Washington, Whitman College and Northern State Hospital, the 1909 Alaska-Yukon-Pacific Exposition, and numerous public and private landscapes, including thirty residential estates.

The Olmsted Brothers firm began work on the Capitol Campus in 1911. John Charles Olmsted was on his way from San Diego to the University of Washington in Seattle to advise the Regents on future campus plans. He stopped in Olympia to consult on the landscape for the new capitol. After the initial consulting period, James Frederick Dawson, Olmsted's associate partner, returned in 1927 to develop the landscape plan itself, creating one of the most prominent Olmsted Brothers landscapes in Washington.

BRONZE PANEL ON THE DOOR OF THE LEGISLATIVE BUILDING [I] SHOWING THE FOREST SETTING OF THE 1855 TERRITORIAL CAPITOL BUILDING, ORIGINALLY LOCATED EAST OF THE LEGISLATIVE BUILDING

The Olmsted Brothers Firm

Frederick Law Olmsted, Sr. (1822-1903), the father of landscape architecture, launched a 100-year legacy when he and Calvert Vaux prepared the "Greensward" plan for New York City's Central Park in 1858. Twenty years later John Charles Olmsted (1852-1920) joined his step-father, becoming a full partner in 1884. After Olmsted, Sr. retired in 1895, Frederick Law Olmsted, Jr. (1870-1957) joined the firm. In 1898 he and John Charles formed the Olmsted Brothers, which would continue as the firm's name until 1961.

JOHN CHARLES OLMSTED

In 1903, the Olmsted Brothers firm began work in the Pacific Northwest, preparing plans for park systems in Portland and Seattle. John C. Olmsted, from 1903 until his death in 1920, and James F. Dawson, from 1904 to 1941, were the principal landscape architects who worked on commissions in the Pacific Northwest. They were aided by designers, conceptual artists, draftsmen, and architects at their main office, known as Fairsted, in Brookline, Massachusetts, now a National Historic Site, and at their California office.

JAMES FREDERICK DAWSON

The Washington State Capitol

The Washington State Capitol Campus is shaped by the cultural, natural and economic resources of its setting. The historic West Campus is situated atop a bluff overlooking the city of Olympia, Capitol Lake, and Puget Sound with the Olympic Mountains in the distance. The Capitol grounds provide a critical link of open space within an interconnected network of public trails, rights-of-way, and city and county parks. The site at the south end of Puget Sound was frequented by Native Americans because of its wealth of resources and the area continues to be a nexus for commerce and transportation.

About 50 acres of the historic West Campus, including the historic Capitol Group of buildings, were listed as a National Register Historic District in 1974. The period of historic significance from 1911 to1931 included design and construction of the Temple of Justice and the Insurance and Legislative Buildings as well as the landscape. This era encompasses the Olmsted Brothers' consultation (1911-1912) and design and construction (1927-1931) periods, as well as the architectural work of Wilder and White from 1911 to 1927.

The vision established by the Olmsted Brothers during the Capitol's historic period of significance provides an underlying framework for the future care of this nationally significant site. The state now has a *Historic Landscape Preservation Master Plan* with a *Vegetation Management Plan* to guide the care of the landscape of the West Campus over time. Developed in 2009, the plan seeks to honor the design intent of the Olmsted Brothers, to recognize the continuum of influences that have shaped the campus over the last one hundred years, and to respond to contemporary needs and constraints.

Olmsted's Vision

"The result of this plan will be that all visitors coming to Olympia...will have a fine symmetrical view of the Capitol and its group of buildings. We believe this idea will be worth all it will cost."

John C. Olmsted

OLMSTED TO GOVERNOR HAY - JANUARY 19,1912

John C. Olmsted stopped in Olympia in April 1911 to meet with the Capitol Commission. They asked him to submit a proposal to prepare a master plan for the then 20-acre Capitol grounds. Meanwhile, the Commission had asked Charles Bebb, Seattle's most prominent architect, to put together a "Program for the Competition for a proposed General Architectural Plan," which included a statement that: *"The best view is looking due north from the center of the proposed Capitol Building, which gives way to Puget Sound."* Olmsted must have agreed, because he argued against placing the Temple of Justice in this view. The architects who won the contract, Wilder and White of New York, held firm on their proposed northern placement of the Temple of Justice [L], much to Olmsted's dismay. Unfortunately, during the early part of 1912 Olmsted fell ill and was unable to return to the Northwest to argue his case. The firm had to wait until after the buildings were constructed to be invited back again to work on the landscape design.

Olmsted had recommended establishing a strong and direct connection between the new capitol grounds and downtown Olympia. Early plans showed a diagonal avenue from the Old Capitol Building in Sylvester Park, providing a view southwest to the new Capitol dome. This avenue was not built, but two diagonals roadways, in the 1928 Olmsted Brothers landscape plan, now provide welcoming views into the campus from Olympia's Capitol Way.

OLD CAPITOL BUILDING IN DOWNTOWN OLYMPIA, CA 1905

1912 OLMSTED PLAN - FOR LAND AND WATER APPROACHES TO THE CAPITOL

A DIAGONAL AVENUE CONNECTED FROM SLYVESTER PARK IN DOWNTOWN OLYMPIA, PARK LAND BETWEEN THE HARBOR AND A PROPOSED SALT WATER POND (SITE OF CAPITOL LAKE [O] IN 1951 WITH HERITAGE PARK [N] IN MIND PROVIDED A SYMMETRICAL VISTA OF THE CAPITOL LOOKING SOUTHWARD ALONG THE CAPITOL'S NORTH-SOUTH AXIS.

NPS-FLONHS 5350-16

Planning the Capitol Grounds

"...there is no reason why the Washington State Capitol grounds should not be as fine if not the finest in the United States."

J. F. DAWSON, OLMSTED BROTHERS -1934

AERIAL OF THE CAPITOL CAMPUS - C. 1930-34 WSA-495

James Frederick Dawson, now a full partner in the Olmsted Brothers firm, assumed responsibility for designing the capitol grounds when the firm was again contacted in 1927. In the design, he applied the Olmsted firms' century-long practice of subordinating individual design elements to the composition of a place as a whole.

At the Capitol Campus, the Olmsted Brothers considered the buildings and the grounds as a unified composition, mutually supportive of the overarching objective of making democratic space. They enlisted numerous design tools within a landscape architect's palette –vegetation, pathways and drives, topography, lighting, materials, and the careful siting of structures and features. With these tools they defined spaces, reinforced axes, framed views, demarcated thresholds, and established and knitted edges.

The resulting design reflects the democratic process. Visitors would experience a progression through increasingly formal spaces moving toward the Flag Circle [H], the gathering place at the heart of the campus, located between the Temple of Justice and the Legislative Building. This journey is a metaphor for the process whereby diffuse citizen priorities coalesce into formal laws.

LEGEND

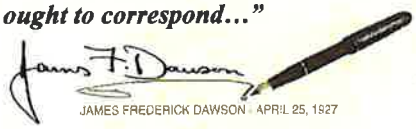
- A CAMPUS MAP
- B TIVOLI FOUNTAIN
- C VIETNAM VETERANS MEMORIAL
- D MEDAL OF HONOR AND POW MIA MEMORIALS
- E WINGED VICTORY MONUMENT
- F INSURANCE BUILDING
- G CHERRY LANE
- H FLAG CIRCLE
- I LEGISLATIVE BUILDING
- J TERRITORIAL SUNDIAL
- K GOVERNOR'S MANSION
- L TEMPLE OF JUSTICE
- M LAW ENFORCEMENT MEMORIAL VIEWPOINT
- N HERITAGE PARK
- O CAPITOL LAKE
- P SUNKEN GARDEN
- Q CHIEF SHELTON STORY POLE
- R WORLD WAR II MEMORIAL
- S CHAMPION ENGLISH OAK
- T GEORGE WASHINGTON ELM
- U PARKING
- V VISITOR CENTER

WALKING TOUR

- ROUTE
- EXTENSION
- VIEWPOINTS ALONG DESIGN AXES

Olmsted and the Washington State Capitol

"...the planting...should, if possible, be of the finest quality...confined to dignified masses...and not in any way be scattered or small in effect. ...the buildings are very large and of a splendid character, and...the planting ought to correspond..."



JAMES FREDERICK DAWSON - APRIL 25, 1927

The Landscape of the Capitol

S OLMSTED

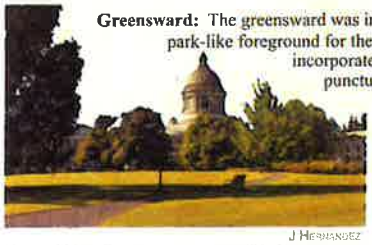
VIEW OF CAPITOL CAMPUS FROM HERITAGE PARK [N]

The Washington State Capitol is a master work of the Olmsted Brothers firm. The landscape design celebrates the Pacific Northwest's natural bounty of forest, the Deschutes River, Puget Sound and stunning mountain views. It also expresses the democratic process with its progression through increasingly formal landscape "rooms" enclosed by trees and understory plantings. While many of the layers of vegetation intended to create gateways and define spaces are missing three-quarters of a century later, these can be reinstated over time. Enough remains of the overall landscape to observe the Olmsted plan's essential landscape patterns and characteristics across the campus from wild to pastoral to controlled formality.

The Olmsted Brothers introduced four general landscape characters to help structure the campus and provide a sequence of visual experiences as one moves through the landscape.

Street Edge: The street edge was intended to connect the Capitol with the surrounding community, welcoming and drawing people into the campus through a rhythm and canopy of street trees. Though the intent of this landscape character is under-realized, some existing street trees continue to illustrate this effect.

HISTORIC VIEW ALONG NORTH DIAGONAL



J HERNANDEZ

Greensward: The greensward was intended to provide a semi-open, park-like foreground for the Capitol Group of buildings. It incorporated layered vegetation and lawns punctuated by specimen trees allowed to reach their full height and spread. Much of the layered vegetation was never planted due to a lack of funds during the Great Depression; though some areas within the campus portray this park-like character.

Formal Landscape: The formal landscape was intended to be the most structured, to complement the formal symmetry of the Capitol Group of buildings and to inspire an air of decorum within the engaged citizenry of a democratic society. Comprised of balanced, symmetrical arrangements of trees, shrubs, flowering perennials and groundcovers, examples are found in tree allées [G], foundation plantings [L] and the Sunken Garden [P].

Native Edge: The native forest along the west, north, and south, provides a natural frame for the Capitol that is uniquely Northwest. The forest, though needing rejuvenation, gives a powerful context to the Capitol setting.

D BALDWIN

VIEW FROM SUNKEN GARDEN

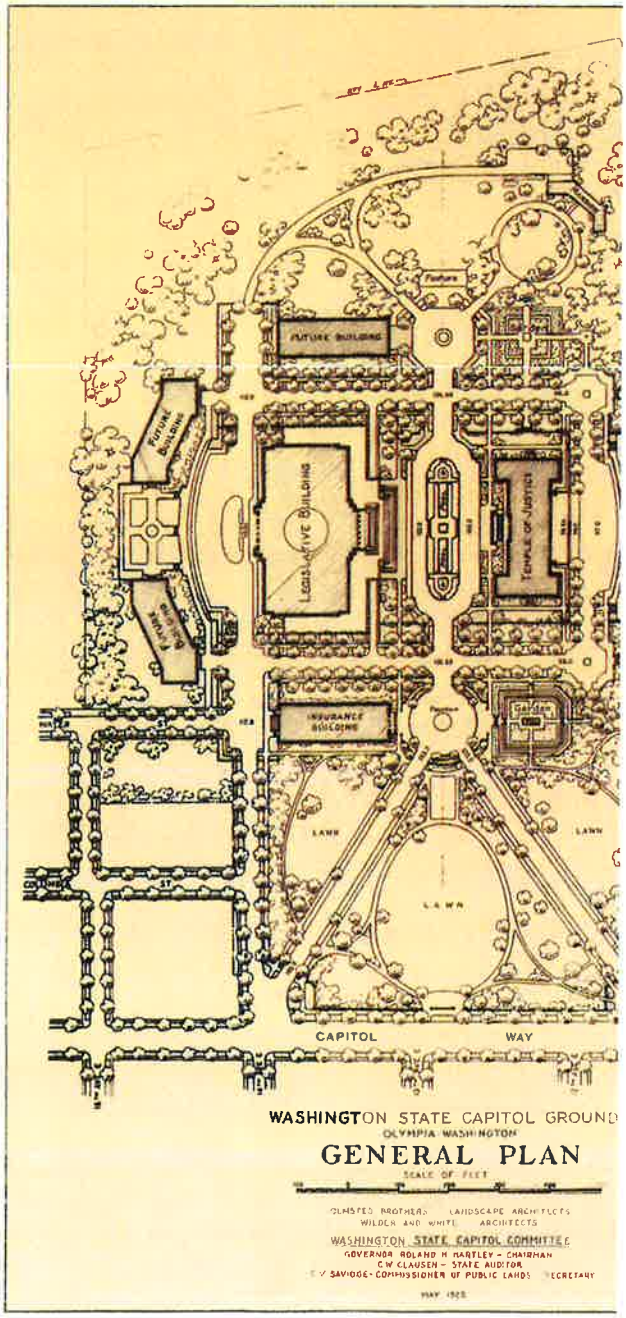
The 2009 Master Plan and Vegetation Management Plan provide a 50-year vision for landscape restoration, coupled with a framework for accomplishing it. The plans will guide efforts to preserve and honor the characteristics and features of the historic Olmsted Brothers design, while addressing contemporary conditions.

The Architecture of the Capitol

"The location...on its elevated point above Puget Sound is most unique and this distinction will be quite lost unless advantage is taken of the location."

WILDER AND WHITE, ARCHITECTS
JANUARY 25, 1921

The State of Washington decided to use a group of buildings for its Capitol instead of one large building. The selected architects, Wilder and White, took the challenge and worked to group the buildings so that *"their design so related to each other that from any point without they appear to be a single structure,"* and thus exhibit *"greater magnificence than in a single building."*

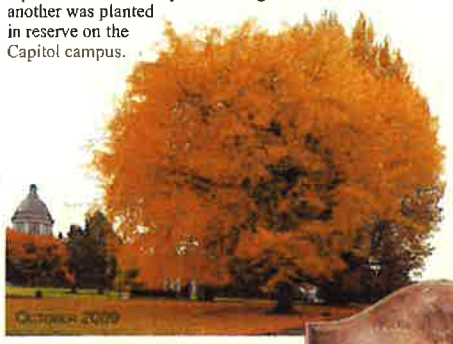


CAPITOL

Trees: The George Washington Elm

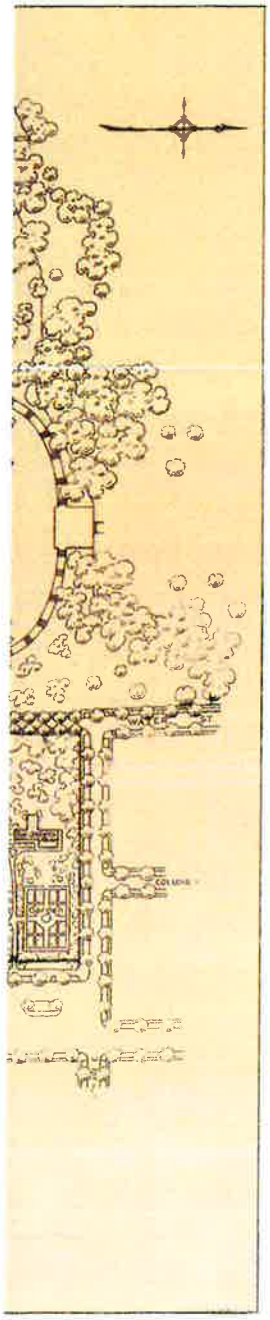
The grand American elm has become a symbol of patriotism. In 1932, the Sacajawea Chapter of the Daughters of the American Revolution planted a memorial American elm [T] at the northeast corner of the West Campus of the Capitol, to honor the 200th anniversary of the birth of George Washington. A second generation scion from the original George Washington Elm in Cambridge, Massachusetts, it honors the Olmsted intent to include elms in the landscape.

The first generation scion of the Cambridge elm was planted by 1902 at the University of Washington by Edmond Meany. That tree also provided a scion to replace the original elm in Cambridge when it died. Subsequently, offspring replaced the University of Washington elm and another was planted in reserve on the Capitol campus.



THE GEORGE WASHINGTON ELM [T] IS A SCION (DESCENDANT) OF THE AMERICAN ELM IN CAMBRIDGE, MA, UNDER WHICH, LEGEND SAYS, FOUNDING FATHER, GEORGE WASHINGTON, TOOK COMMAND OF HIS TROOPS ON JULY 3, 1775, DURING THE AMERICAN REVOLUTION.

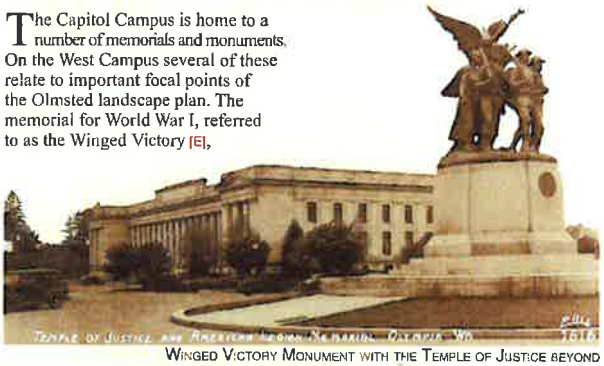
Other significant trees growing on the Capitol grounds include a champion English oak [S], the largest in the country. Five large Tulip trees frame Flag Circle [H]. Kwanzan cherries line Cherry Lane [G]. and Yoshino cherries frame the south face of the Legislative Building [I]. Treasured by the Olmsted Brothers, Douglas firs provide a powerful native backdrop. Over time aging trees will need replacement to maintain the important framework of the campus landscape.



VISION RECORDS, WASHINGTON STATE ARCHIVES

Monuments and Memorials

The Capitol Campus is home to a number of memorials and monuments. On the West Campus several of these relate to important focal points of the Olmsted landscape plan. The memorial for World War I, referred to as the Winged Victory [E],



WINGED VICTORY MONUMENT WITH THE TEMPLE OF JUSTICE BEYOND

is the focal point of the two diagonal entry drives into campus. To the south of the Legislative Building, the Territorial Sundial [J], which depicts the early history of the region, occupies a gathering point intended to provide a dramatic vantage point toward the south face of the Legislative Building with its Capitol dome.

WASHINGTON STATE LAW ENFORCEMENT MEMORIAL VIEWPOINT

The Washington State Law Enforcement Memorial [M], north of the Temple of Justice [L], is a terrace viewpoint which takes *"advantage of the splendid view"* Dawson described in 1927. It was a gift to the people of Washington in 2006. The serenity of the view across the lake and the sound to the mountains beyond is an integral component of this memorial.

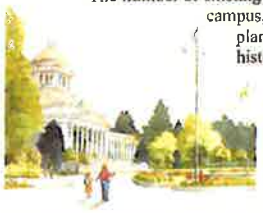
These and other memorials [R] [C] [D] found on the West Campus, as well as ones on the East Campus, recognize the ultimate sacrifices made over the years to restore peace in the world and keep the citizens of Washington safe.

Legacy for the Citizens of Washington

Washington State's seat of government is ideally situated at the threshold between the community and the natural environment. The early designers took advantage of the majesty of the surrounding landscape by drawing it into the campus and making it a part of the experience. They used the native landscape and vistas of water and mountains to firmly root the Capitol campus within its magnificent setting and to inspire a constant commitment to the public good and participation of ordinary citizens in a healthy democracy.

The state Capitol Campus demonstrates the importance of a comprehensive approach in integrating the grounds within the larger setting. The Olmsted Brothers firm understood the importance of the surrounding landscape - the forest, water, and mountains - to the state's most significant civic space. One of the most evident ways that both the Olmsted firm and Wilder and White responded to the campus setting was through a north/south axial relationship. The Olmsted firm then developed the elegant landscape plan to connect this to the community to the east and provide a dramatic welcome to all the citizens of the state and its many visitors.

Many of the character-defining features of the Olmsteds' brilliant design still exist. However, incremental changes to the campus can obscure the historic vision. The number of existing trees is one-third of those originally intended for the campus, leaving much of the Olmsted design unrealized. Future planting will provide an opportunity for alignment with historic intent. The Olmsted vision of a richly layered prelude to entering the state's center of governance then can be fully realized and citizens can proudly enjoy the dual legacy of an architectural heritage of democracy, drawn from ancient Greece, artfully embraced in a landscape setting that showcases Washington State and its extraordinary resources.



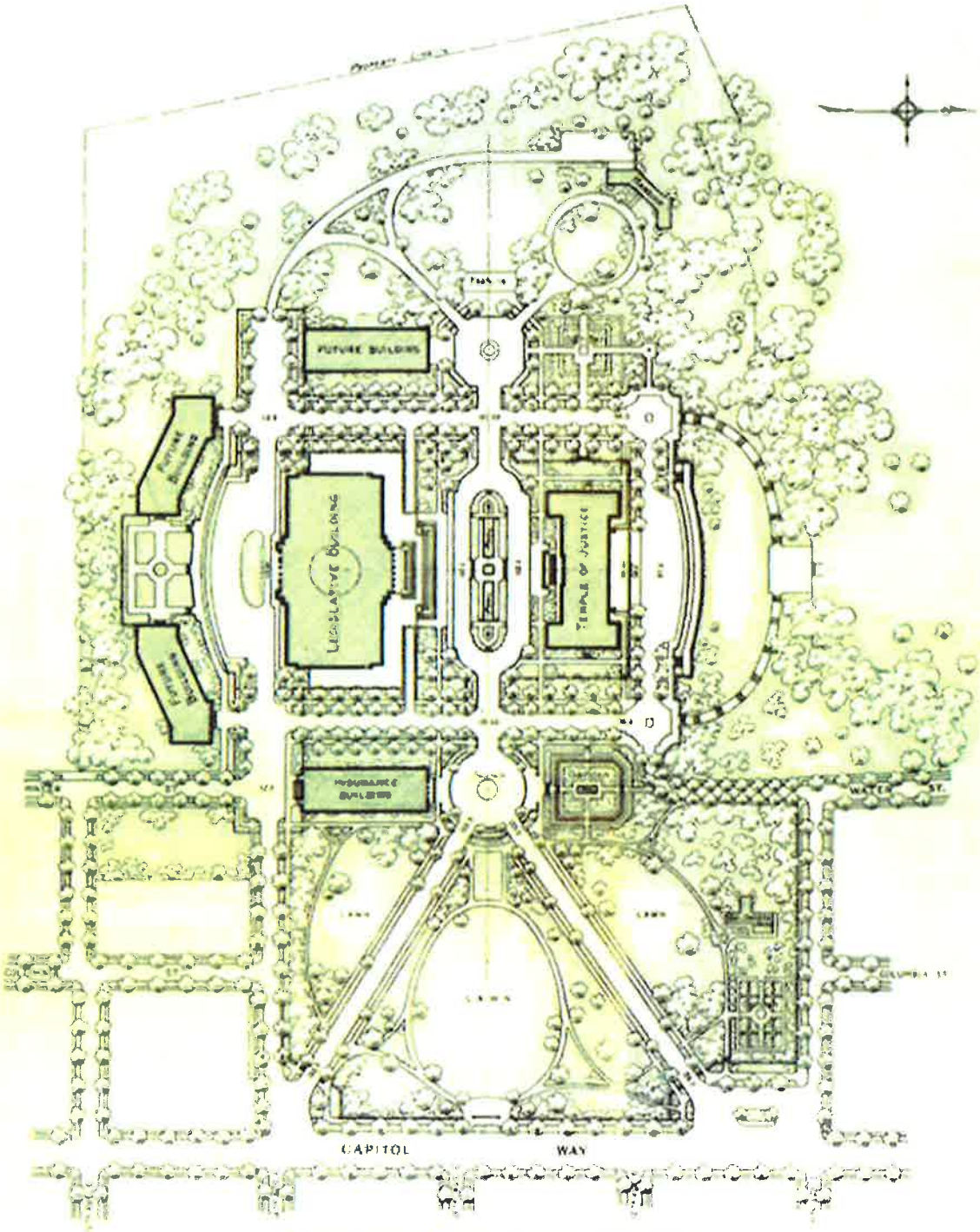
FUTURE VIEWS ACROSS THE FLAG CIRCLE (ABOVE) AND THE GREENSWARD FROM CAPITOL WAY (BELOW)

"In a republic like the United States, the richest citizens must not be allowed to monopolize the most beautiful areas for their own enjoyment. Such areas must be reserved for the public... "

FREDERICK LAW OLMSTED, SR.
AUGUST 1865

2009 WEST CAPITOL CAMPUS LANDSCAPE PRESERVATION MASTER PLAN

SHOWN WITH HISTORICALLY-INTENDED LAYERS OF VEGETATION, THE GREENSWARD HAS A BALANCED ARRANGEMENT OF ELM TREES LEADING THE EYE TO THE CENTRAL CORE OF THE CAPITOL GROUP ALONG THE MAJOR EAST/WEST AXIS. THIS IS REINFORCED BY THE 1953 REPLICA OF THE TIVOLI FOUNTAIN [B]. WALKWAYS INVITE PEDESTRIANS TO MEANDER THROUGH OTHER LANDSCAPE 'ROOMS'. LAYERS OF GROUND COVERS, LOW SHRUBS, AND UNDERSTORY AND CANOPY TREES DEFINE THE EDGES, WHILE ACCOMMODATING A RANGE OF ACTIVITIES.



WASHINGTON STATE CAPITOL GROUNDS

OLYMPIA WASHINGTON

GENERAL PLAN

SCALE OF FEET

0 1 2 3 4 5

[illegible] ARCHITECTS

WASHINGTON STATE CAPITOL COMMITTEE

[illegible]

MAY [illegible]

EXHIBIT 6

Olympia Capitol — A History of the Building

By J. Kingston Pierce
Posted 4/11/2003
HistoryLink.org Essay 5443

Modern-day visitors to Olympia's capitol campus are justly impressed by the main Legislative Building's 287-foot-high dome and the equally broad-shouldered edifices that surround that central structure. Architecture critics have called the arrangement a watershed in American capitol construction. Yet building the Washington state capitol was in no way an easy task. Not only were there daunting costs and delays involved, but even upon its completion in 1928, critics derided it as a waste of tax dollars.

A "Monument to Extravagance"

Cuspidors costing $47.50 apiece? Outrageous. Or so it seemed in 1928 when silk handkerchiefs sold for a mere 65 cents and women's girdles could be had for $1.25. Yet Washington had agreed to pay that inflated price for the ornate spittoons to be strategically located around its new state capitol building. No one objected to the spittoons themselves -- every well-equipped office had them at a time when many men, including state legislators, chewed tobacco. It was the price that was shocking.

To Governor Roland E. Hartley (1864-1952) those hefty cuspidors symbolized the improvidence he saw in the whole capitol project, which was begun before he was elected in 1924. He derided it as a "monument to extravagance in architectural design and waste and profligacy in furnishings."

Even on March 27, 1928, the day before state executives were to move into the $7 million Legislative Building, an occasion on which another governor might have pontificated at length about the grandiose new legislative center symbolizing the maturity and prosperity of his state, Hartley couldn't resist launching a few final barbs at Washington's spendthrift lawmakers.

"Today is an epochal day," he told reporters, "but it brings no joy to the heart of the taxpayer." Hartley worked up quickly into a bluster, the newspaper drudges scribbling wildly. "May the new building be a deterrent, rather than an incentive, to future extravagance on the part of those in whose hands the business affairs of the state are entrusted."

Taking the Criticism Statewide

Hartley's attack was expected. A short, slender man with thinning hair who styled himself as "Colonel" after he helped settle a shooting incident involving Chippewa Indians in 1898, Republican Hartley had made a

political career of slashing government budgets. His single term as mayor of Everett saw him take the ax to that city's budget after his constituents, heady with self-righteousness, voted to rid their town of saloons and whorehouses which, at the time, happened to be Everett's principal source of municipal revenues. When he ran for governor in 1924, Hartley promised to cut waste and reduce taxes, a platform that gained him a press thumping but widespread public support. It would have been out of character for Hartley *not* to damn the new capitol as an exorbitant expenditure of public funds for arguable public good.

The governor wasn't the first to criticize Olympia's capitol scheme. Rufus Woods (1878-1950), the feisty editor of the *Wenatchee Daily World*, had done a memorable job of it three years before. "If the voters of this state could get an opportunity to express themselves regarding this extravagance," Woods editorialized, "they would knock it higher than Halley's Comet. Yea, more. They would come so near removing the state capitol from the city of Olympia that the people of that city would wonder where the lightning struck." Others had questioned the appropriateness of building a classical-style capitol in a state so associated with frontier aesthetics.

But Hartley took expressions of his disapproval to colorful extremes. He even loaded some of the new capitol's "sumptuous furnishings"-- including one of those pricey cuspidors -- into an automobile and paraded them about the state as proof that others in Olympia recognized no restraint in spending the taxpayers' hard-earned money. That the posturing governor had made sure his own office in the Legislative Building would be the most elegantly appointed of all was not a subject touched on in his speeches.

More Modest Original Plans

All of this bombast subordinated the rather remarkable fact that Washington, a state for 39 years and a territory for 36 before that, had finally been able to build a permanent statehouse. It had been talked about since 1892. One reason for the delay was the difficulty Olympia had in continuing to be the capital city. In 1853 it seemed the best place to seat Washington's nascent government, because it was the area's largest town, it had a newspaper and a hotel and, as a member of the first legislature phrased it, Olympia was "the greatest and about the only place north of Portland." Efforts to relocate the capital to Vancouver or someplace else (both Ellensburg and North Yakima were in the running, and Seattle tried on more than one occasion to become the state's legislative seat) proved unsuccessful.

Then there was the problem of money. In 1893, a Washington State Capitol Commission announced that $500,000 had been appropriated for a legislative building at Olympia, and that a nationwide competition would be held to select an architect. From 186 submissions, the commission chose Ernest Flagg of New York City. Flagg was related to shipping and railroad magnate Cornelius Vanderbilt. An 1888 graduate of the Ecole des Beaux-Arts in Paris, he had been in business for only two years, and recognized the competition as an excellent way to make himself known.

Flagg planned a compact single structure, heavily horizontal in orientation and dripping with ornamentation. It had a short dome and Corinthian columns running the length of its entry façade. The building was sheathed in Tenino stone and, presumably so that sunlight could play along its entry portico, faced directly south with its back to the vista of Puget Sound.

Income from government land grants was supposed to pay for Flagg's vision, but by the mid 1890s, the legislature was wrestling with the dire economic fallout from the nationwide Panic of 1893. A foundation for the capitol was laid, but then work just stopped. Roadblocks were laid over the muddy paths leading to the foundations, and the state in 1901 approved purchase of the Thurston County Courthouse, in downtown Olympia, a castle of stone designed by W. A. Ritchie and completed in 1892, as temporary residence for Washington state government. Forces didn't gear up to launch another capitol design competition until 1911. By that time, the state's requirements and ideas about statehouse architecture had changed dramatically.

Expectations Become Grander

Until the Civil War, the majority of U.S. state capitols looked like overgrown county courthouses; at the best they were derivative of Greek temples. The classically designed Capitol in Washington, D.C., mired for years in construction delays and in disagreements among architects and federal authorities, and not completed until 1867, did not immediately inspire imitators. In fact, for decades it was considered inappropriate for architects to model statehouses after the U.S. Capitol. That didn't change until after the Confederate surrender at Appomattox, when national pride swelled in the wake of national distress. Illinois, Texas, and California slavishly imitated the Capitol in D.C.

Washington state's capitol building was instead influenced by the ideas of New York architect and bon vivant Stanford White (1853-1906). White, setting about in the early 1890s to create a statehouse for tiny Rhode Island, designed a structure with important differences from the national capitol building. He was a principal designer with the highly successful firm of McKim, Mead & White, and had trained under Henry Hobson Richardson (1838-1886). He tended to work from concepts sketched on napkins over dinner, but was a stickler for precise detail in his structures -- from the Boston Public Library to the Shingle Style residences he plopped all over New England -- and achieved grandeur in design without verging too far toward the grotesque. Until he was shot in 1906 by a jealous husband, White was the most prominent architect of his era.

Most entries in the Rhode Island competition were of some European Renaissance style, with one Richardsonian Romanesque concept thrown in, and another steeped in gingerbready Victorianism. "McKim, Mead & White's ... was the only design with any clear commitment to the new," wrote architecture historians Henry-Russell Hitchcock and William Seale in their seminal work, *Temples of Democracy: The State Capitols of the U.S.A.* White's design for a Roman marble palace in Providence emulated the national Capitol in some obvious ways, but it was hardly an amateur rip-off. A great white cynosure on a hill, the building is surrounded by expansive terraces and capped by a dome and lantern based on Christopher Wren's St. Paul's Cathedral in London.

Flagg Loses Out

Ernest Flagg returned to Olympia at the height of debate over what was proper in capitol architecture. He was told that the legislature had finally decided to pony up funds for a Washington statehouse. This time the building was expected to offer more space, yet the Capitol Commission insisted that Flagg's earlier foundations be used. The architect's solution: "To provide a group of buildings; the principal one would be

placed upon the existing foundations. This building would afford accommodations for the legislature and principal executive officers. ... The other buildings of the group could be added from time to time as they were needed."

Flagg naturally assumed that his commission to design the Olympia building was still in effect. In the years since 1893, his practice had expanded substantially. He had created St. Luke's Hospital in New York, as well as the Corcoran Art Gallery in Washington, D.C. Most importantly, he'd designed Manhattan's Singer Building, a 600-foot thrust of brick and terra cotta that more resembled a tall clock tower than an honest skyscraper, but which gave Flagg confidence when approaching the Capitol Commission a second time.

The commission agreed with Flagg that the best way to satisfy the state's demands was to develop a capitol complex, rather than construct a single, all-purpose building: This plan was ultimately followed. However, the commission did not agree that Flagg was the proper designer for the job. Instead, the assignment went to a pair of virtual unknowns, Walter Wilder and Harry White. Both New York architects had worked in Stanford White's firm.

Governor Lister Seals the Deal

Wilder was a stiff-collared dandy from Topeka, Kansas, who had received his architectural training at Cornell University and in Europe. Vermont-born Harry White had taken his architectural training at the Massachusetts Institute of Technology. Both had labored for a time with McKim, Mead & White. The two struck up a partnership in 1909, and the Olympia job was their first major commission.

The building scheme that Wilder and White submitted showed clearly the debt they owed to Stanford White and his Rhode Island statehouse. They also depicted a rather different Legislative Building than we see today. Wilder and White wanted a taller dome, sculptures balanced off on either side of the north entrance stairs, a tangle of Grecian figures carved into the entry pediment, and another huge sculpture above that (perhaps of a horse-drawn chariot). The young architects planned to surround the Legislative Building with five office structures, demolishing the 1907 Governor's Mansion to make room. They proposed an arrangement of stairs and landings descending from the Temple of Justice to what's now Capitol Lake, as well as a grand promenade stretching into town, anchored at the capitol campus end by an imitation Arc de Triomphe and downtown by a new railroad station. Budget limitations eventually eliminated the promenade and much interior decoration, while the legislature objected to moving the governor's residence.

The Wilder and White plan won approval over 37 other entries (Flagg's drawings didn't even make it into the runner-up pile the second time around), but many people in and out of government couldn't see the sense of spending millions of dollars on a new state capitol when the Thurston County Courthouse was still serviceable. What pushed matters forward was the support of Governor Ernest Lister (1870-1919) for the new building, something the Democrat hoped would immortalize his administration. So enthusiastic was Lister that, when large sums of money were finally appropriated in 1917 to begin work on the Wilder and White campus, he threw a party during which he ceremoniously burned every previous administration's plans for a state capitol.

Renaissance and Restraint

Stage one called for construction of the Temple of Justice, with the more businesslike Insurance Building rising next. After it was agreed that Flagg's foundations could be expanded, the Legislative Building was begun. Completing this third phase was especially challenging. Consider the immensity of the capitol's self-supporting masonry dome alone. At the time of its building, it was the fourth-tallest dome in the world -- rising 287 feet above the ground. The dome weighed 30.8 million pounds. Spreading that extraordinary weight out equally over the building's frame and ensuring that ground settling in the years after its construction wouldn't leave the building somehow lopsided were tasks that required precise calculations and a great deal of testing.

The results were well worth the effort. Better than the national Capitol, the Olympia legislative complex fulfills Thomas Jefferson's early dreams of a government center on a hill. In Olympia, Hitchcock and Seale enthuse in *Temples of Democracy*, "the American renaissance in state capitol building reached its climax."

For a structure conceived in the beaux-arts period, Wilder and White's capitol is remarkably restrained, its decoration intended to add style to strength, not just frosting to a monumental cake. Stairs leading to the north-side main entrance offer an imposing approach but pass beneath a largely unadorned pediment. The building presents colonnades on all four elevations, but most of the columns used are the same unfluted sort found on other buildings in the capitol group, the exceptions being those that encircle the dome and at the north and south entrances, which sport Corinthian capitals. Wilder and White concentrated much of their decoration along the roofline, giving that an anthemion cresting, and at the east and west ends of the building where gables are fringed with dentiled cornices. The site's original landscaping plan, developed by the renowned Olmsted Brothers of Brookline, Massachusetts, and mostly in place by 1930, added the delights of trees and gardens to the dignity of the capitol and its attendant edifices.

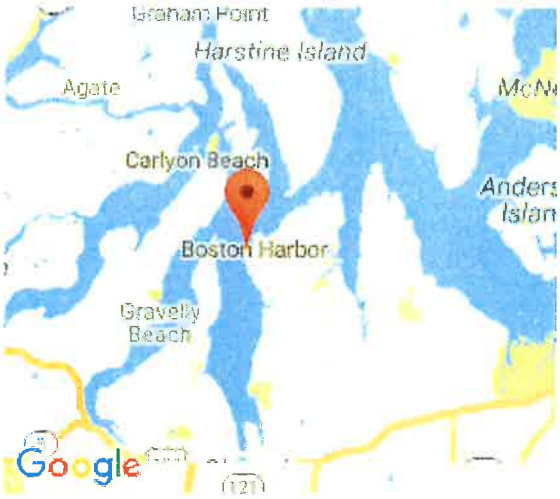
Not until the 1980s did the capitol's rotunda take on architectural complication consistent with the building's exterior. A facelift, completed in 1986, saw plaster upper-level columns colored in imitation of the Alaska marble found elsewhere in the rotunda, and a Dutch metal that looks like gold was applied to their capitals. One hundred forty-eight rosettes decorating the dome space were colored to give them definition, and the five-ton Tiffany chandelier dangling from the ceiling received a good shine. A second extensive renovation, begun in 2002 and expected to last two years, will replace the capitol's heating and cooling system, remove asbestos, modernize electrical systems, and repair damage caused by the 6.8-magnitude Nisqually Earthquake of February 2001.

If Only They Knew

Harry White and Walter Wilder will never see the result of these restoration efforts. After severing their partnership during the Depression years, Wilder grew increasingly unhappy following a split with his wife, and was compelled by a neurotic condition to retire in 1932 at the age of 57. Eighteen months later he was found dead, a .22-caliber rifle beside his body. The local coroner labeled the case a suicide. White joined a New York firm for a time, and died a relatively obscure widower in a small town.

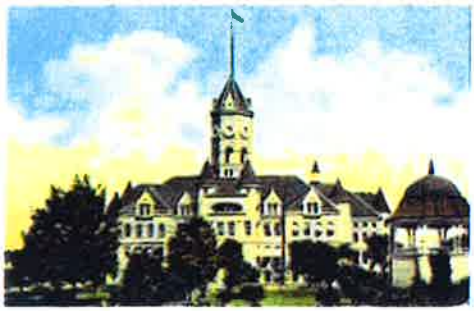
It may be a good thing that Roland Hartley is no longer around to see what's become of the Olympia capitol he so ridiculed. With all that fuss he made over the $47.50 spittoons, image how he'd react to news that the

latest renovations to the Legislative Building are expected to cost about $100 million.



State Capitol (Willis Ritchie, 1891), Olympia, 1916

Photo by Asahel Curtis, Courtesy UW Special Collections (Curtis 25609)



State Capitol (Willis Ritchie, 1891), Olympia, 1910s

Postcard

Washington State Capitol (Walter Wilder and Harry White, 1928) during construction, ca. 1928

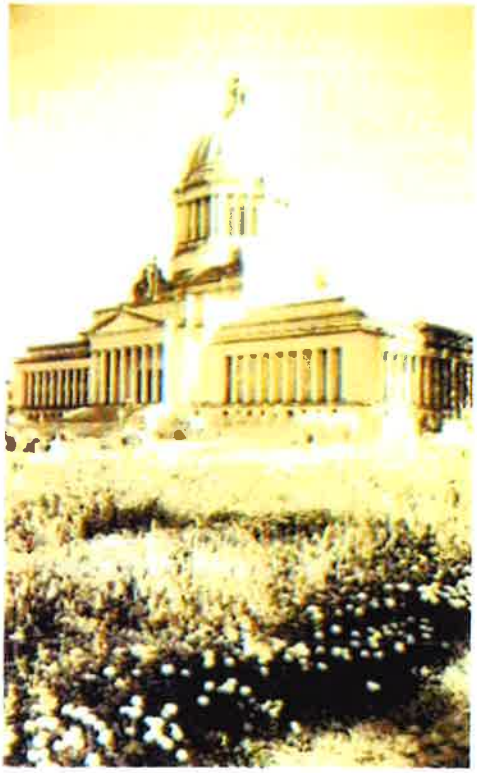
Courtesy Washington State Department of General Administration

Washington State Capitol (Walter Wilder and Harry White, 1928), 1934

Photo by Asahel Curtis, Courtesy UW Special Collections (Neg. UW21480Z)

Washington State Capitol grounds, 1939

Photo by Asahel Curtis, Courtesy UW Special Collections (Neg. CUR1641)



Gardens and Capitol Building, Olympia, 1940s

Postcard

Sources: Norman J. Johnston, *Washington's Audacious State Capitol and Its Builders* (Seattle: University of Washington Press, 1988); Henry-Russell Hitchcock and William Seale, *Temples of Democracy: The State Capitols of the U.S.A.* (New York: Harcourt Brace Jovanovich, 1976); P. H. Carlyon, "From Shack to Palace," *The Washingtonian: a State Magazine of Progress,* March 1928; J. Kingston Pierce, "Finishing the Dome," *The Weekly,* December 3-9, 1986; J. Kingston Pierce, "When Washington Dared Build a Magnificent Capitol," *Columbia* magazine, Summer 1987; "$100 Million Facelift," *The Olympian*, June 9, 2002, p. 1. See also Spencer J. Howard, "Capitol Challenge: The Olmsted Brothers' Landscape Architecture Master Plan for the Washington State Capitol Group in Olympia," *Columbia: The Magazine of Northwest History* Vol. 25, No. 2 (Summer 2011), 18-19, 22-23, 26-27; "Capitol Facts & History," Washington State Department of Enterprise Services website accessed

February 4, 2015 (http://des.wa.gov/services/facilities/CapitolCampus/Pages/CapitolFacts.aspx).
Note: This essay was corrected on February 4, 2015.

Related Topics

BUILDINGS

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EXHIBIT 7

EXHIBIT
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A FIFTY YEAR PLAN

OLYMPIA AND THE CAPITOL

Prepared By

PUGET PLANNERS, INC.

For

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Otto Case
Cliff Yelle
Frank O. Sether, Assistant Secretary

THE OLYMPIA PLANNING COMMISSION

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Mrs. Gertrude B. Ellis
Matthew Kast
Earl Elton, City Engineer

THE CITY COMMISSION

Amanda B. Smith, Mayor
Frank McClamma, Commissioner of Finance
Herbert Legg, Commissioner pf Public Works

October, 1956

CONTRIBUTING STAFFS AND AGENCIES

LAND PLANNERS -

Puget Planners, Inc.
- Walter A. Barbo, President and Manager
- John L. Nordmark, Vice President, Director of Planning
- Harry L. Cummings, Design
- James E. Welch, Research and Relief Model

LANDSCAPE DESIGN -

Beardsley and Brauner, Seattle

HIGHWAY AND FOUNDATION CONSULTANTS -

Carey and Kramer, Seattle

DEPARTMENTAL SURVEY -

Departmental heads and Mr. Paul Ellis, Olympia

COMPREHENSIVE PLAN CRITIQUE

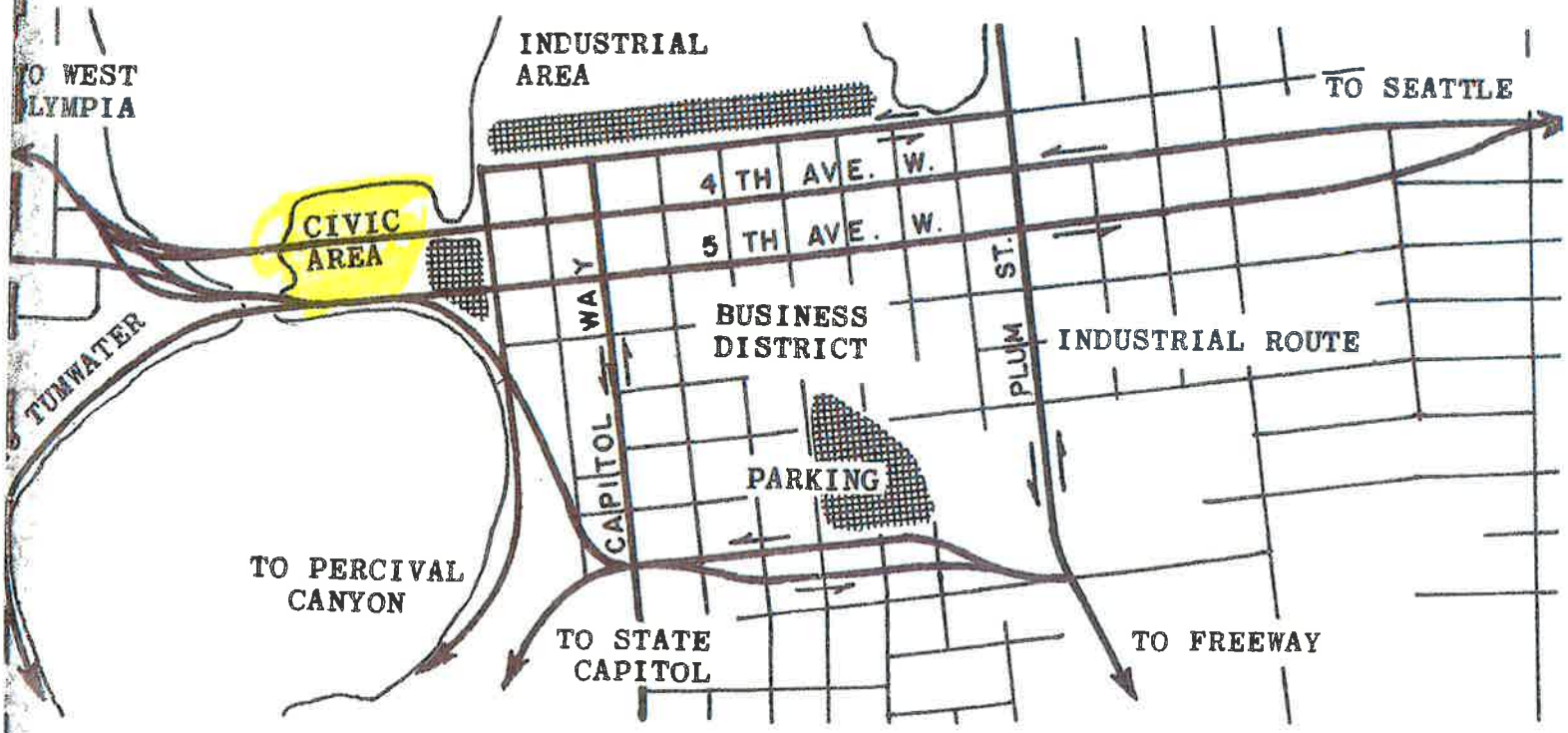
Senator Carlton Sears
Olympia Planning Commission
Earl Elton, Olympia City Engineer
Capitol Library Committee
State Highway Department
- Mr. Robert H. Kenyen, Plans and Contracts
- Mr. J. C. Claypool, District Engineer

The heavy industrial district could be best served by conversion of State Avenue to a two-way industrial street. This would permit heavy traffic to enter the freeway along State Avenue and Plum Street without having to enter the downtown business district.

It is further proposed that in completing the east-west movement through town that 4th Avenue one-way traffic be reversed to flow west. Fifth Avenue should be one-way flowing east, joining with 4th Avenue in the vicinity of Eastside Avenue. A summary of proposed traffic flow and circulation in the central business district is shown on the map following.

It is suggested that Boulevard Road be connected to South Bay Drive along a new route east of Mt. Tabor Cemetery. This would permit north-south traffic on the outer fringe without encountering the present problem in crossing Public State Highway No 1.

Other major arterials are indicated, the most of them serving as boundaries for the neighborhoods.



Central Circulation Plan

EXHIBIT 9

The North Capitol Campus – A shoreline of statewide significance.
EXHIBIT

EXHIBIT 10

BEFORE THE
SHORELINES HEARINGS BOARD
STATE OF WASHINGTON

IN THE MATTER OF A SHORELINES SUBSTANTIAL DEVELOPMENT PERMIT AND A VARIANCE PERMIT DENIED BY THE CITY OF OLYMPIA TO SATO CORPORATION, SATO CORPORATION, Appellant, v. CITY OF OLYMPIA, and STATE OF WASHINGTON, DEPARTMENT OF ECOLOGY, Respondents.	SHB No. 81-41 FINAL FINDINGS OF FACT, CONCLUSIONS OF LAW AND ORDER

This matter, the request for review of the denials of applications for a shoreline substantial development permit and variance permit, came before the Shorelines Hearings Board, David Akana (presiding), Gayle Rothrock, Nat Washington, Rodney Kerslake and John Griffiths, at a hearing on April 12, 13 and 15, 1982, in Lacey.

Appellant was represented by its attorney, William D. Rives;

respondent City of Olympia was represented by Mark O. Erickson, city attorney; respondent Department of Ecology was represented by Wick Dufford, Assistant Attorney General. Court reporters Kim Otis and Betty Koharski recorded the proceedings.

On motion of H. Christopher Wickham, attorney, the South Capitol Neighborhood Association, Westside Neighborhood Association, and Northeast Thurston Action Association were granted leave to file an Amici Curiae brief.

Having heard the testimony, having examined the exhibits, and having considered the contentions of the parties, the Board makes these

FINDINGS OF FACT

I

Appellant Sato Corporation and the land owner, Stormans, applied for a shoreline substantial development permit to construct a six story, seventy foot high building for offices, shops and a restaurant in downtown Olympia.

II

The proposed building would be located on a site adjacent to the Dechutes waterway at 4th Avenue West and Simmons Street. Presently situated on the site and proposed for demolition are a vacant 3,212 square foot (SF) drive-in restaurant, a 21,411 SF grocery and drug store and some paved parking spaces.

The site originally was filled and leveled. It presents subsurface conditions which require more expensive foundation support for structures than would ordinarily be necessary.

The westerly 20 to 30 feet of the site drops approximately 12 feet to the Deschutes Waterway. The shoreline is stabilized by rocks.

III

The site is located within an automobile-oriented commercial area. It is surrounded by the Deschutes Waterway on the west, the Olympia Yacht Club on the north, and mixed commercial and parking areas on the east and south.

IV

The proposed development would be constructed on about 2 acres of land. The proposed building would be located in the northeast corner of the lot. The building would cover only 17 percent of the site. One hundred twenty two parking spaces would be provided for building occupant purposes along 4th Avenue West and between the proposed building and the shoreline. A 15,000 SF public recreational area, designed by the City's Planning Department and acquiesced to by appellant, would be provided along the shoreline.

The proposed building would contain about 87,000 SF of commercial floor space which appellant believes is financially necessary for this project. It is proposed that the first floor be reserved for water oriented commercial and restaurant uses. The other five floors would be leased for office space. The exterior of the building would consist of light gold, Vari-Tran glass panels having a reflective factor of 28 percent.

V

At the time when the application was received by the City, the site was in the central retail (CR) zoning district of the City. In such district, office buildings of up to 8 stories or 100 feet, whichever was the lesser, were permitted. The ordinance permitted 100 percent lot coverage and exempts the district from the zoning parking requirements.

Although the proposed development was consistent with the provisions of the zoning code without parking, the City Planning Department and appellant ascertained that parking on the site was needed.

VI

To minimize the impacts of crowding the street and of view blockage from the street to the shoreline, the City Planning Department and appellant considered placing the building at various locations on the site. Such impacts were minimized by situating the building on the northeast corner of the site. As a result, about 40 of the 122 parking spaces were located between the building and the shoreline to the east.

Locating the proposed building at other places on the site could avoid the placement of parking spaces between the building and the shoreline but would have a greater visual impact from the street. The elimination of parking between the building and the shoreline would not preclude the use of the site as proposed.

VII

The location of the six story building on the site, as proposed, would minimize view blockage and crowding from a perspective on the street. It would have its maximum visual impact on southern upland viewpoints located on or near the state capitol campus. The visual effect upon northern shoreline vistas would be adverse. Water area views of Budd Inlet would be impaired; the building on the relatively narrow isthmus separating Budd Inlet from Capitol Lake would be out of scale. The view impairment would be added to that inherent in the adjacent nine story, pre-SMA[1] Capitol Center Building. While the existing view loss associated with the Capitol Center Building may be seen as precedent for high rise structures on the narrow isthmus, it also serves as an example of adverse visual effects which should be limited.

VIII

The Regional Urban Design Assistance Team (RUDAT) Study for Olympia was adopted as a part of the city's comprehensive plan. The interpretation of the intended uses and structures at the site by knowledgeable witnesses of the study are at variance with each other. The city staff report considered a smaller structure constructed of natural materials and containing more water-oriented uses, less surface parking and a larger public landscaped area to be more

---

1. "SMA" refers to the Shoreline Management Act of 1971.

compatible with the RUDAT recommendations. Such an alternative was not acceptable to appellant, however.

IX

After the RUDAT study was adopted as a part of the city's comprehensive plan, but subsequent to the filing of the instant permit application, the city amended its zoning ordinance. The relevant zoning provisions would now allow a maximum site coverage of forty percent for buildings over thirty-five feet and up to sixty-five feet in height. However, buildings exceeding thirty-five feet in height must meet further criteria relating to the intent of the Central Waterfront District, to enhancement of view or public access to open spaces, to offset any upland view loss, and to limit maximum heights to sixty-five feet.

X

The City's Shoreline Master Program (SMP) has been approved by the Department of Ecology. WAC 173-19-4203.

XI

Policy No. 1 (page 10) of the SMP provides:

> Public access to shorelines shall be permitted only in a manner which preserves or enhances the characteristics of the shoreline which existed prior to the establishment of public access.

As a general proposition, public access is encouraged under the SMA. This proposition has its limits, however. Where public access is detrimental to the characteristics of the shoreline environment, such access may be limited or deleted in order to preserve the status quo.

The provision for public access in the instant development is not inconsistent with this policy. The present condition of the site itself would be enhanced rather than be degraded as a result of the proposed development. The quality of public access would be improved over the existing parking lot now available to grocery shoppers.

XII

Policy No. 7 (page 11) of the SMP provides:

> Shorelines of this Region which are notable for their aesthetic, scenic, historic or ecological qualities should be preserved. Any private or public development which would degrade such shoreline qualities shall be discouraged. Inappropriate shoreline uses and poor quality shoreline conditions should be eliminated.

Except for, perhaps, visual access to the water over the site from the state capitol campus, the site itself is not notable for any aesthetic, scenic, historic or ecological qualities. It follows that the proposed development would not degrade such qualities on this obviously non-natural shoreline.

The SMP designates the site in an urban environment. Under such designation, commercial development is allowed when in conformance with the zoning and permitted uses (page 64, SMP <u>infra</u>). The present use of the site does not appear to conform with uses now allowed under the SMP. The proposed use would be a more appropriate use of an urban shoreline area. The quality of the existing shoreline condition would be markedly improved if the substantial development and its public access were provided.

XIII

Policy No. 3 (page 20) of the SMP for commercial development provides:

> Commercial development should be aesthetically compatible with the areas in which they are to be placed. Visual access to the water shall be considered in the location of structures.

The proposed six story, reflective glass exterior building is not aesthetically compatible with the structures and shoreline environment in the surrounding area. Most striking is the generous use of glazing. The effect of using the material would be to introduce a notable incongruity among the existing structures along the isthmus. Also striking and related to the foregoing, is the relative scale of the proposed building. It would tower above the surrounding structures in height and in bulk, save only for the Capitol Center Building, and further impair visual access to Budd Inlet from viewpoints on the state capitol campus. From an aesthetic perspective, the proposed building would add a shiny, modern-day, oversized cube on a shoreline, which is dissimilar to characteristics, both present and intended. The proposed development is inconsistent with the policy that commercial development "should" be aesthetically compatible. The impact of visual access to the water was "considered" by the city when it made its determination relating to aesthetics. We cannot say that this determination was wrong. We can say that the foregoing policy is not, by its terms, mandatory.

XIV

Commercial Development Policies 2(a), (b) and (c) (page 64) allow the following uses:

> (a) Water-dependent uses including marinas, marine fueling facilities, and ferry and boat terminals.
>
> (b) Water-oriented uses including seafood stores, boating/fishing supplies, import shops, eating/drinking establishments with water access, waterfront parks and recreation areas, and boatels.
>
> (c) Uses allowing substantial numbers of people to enjoy the shoreline including motels, hotels, restaurants, offices and apartments above first floor, and other uses designed for maximum public usage by permitting pedestrian waterfront use.

The proposed development contains elements of permitted uses: waterfront parks and recreation areas and uses allowing substantial numbers of people to enjoy the shoreline, e.g., restaurants, offices above the first floor, and pedestrian waterfront use. The description of the proposed development demonstrates consistency with the above policies.

XV

Commercial Development Policy 3(b) (page 65) provides:

> Parking areas serving individual buildings or facilities are permitted as follows:
>
> * No parking between the building and the water (or in waterfront setback area)
> * No parking in side yards
> * Parking permitted upland from the building and under the buildings.

The proposed parking spaces between the buildings and the water are inconsistent with the foregoing policy relating to commercial development. If intended for recreational use, however, parking lots with spaces for 10 or more cars must not be located within 40 feet of the ordinary high water mark. (Page 69, SMP.)

XVI

The SMP provides for variances from the regulations (Section VII. 9, pages 85, 86), if it is determined:

> (1) That special conditions and circumstances exist which are peculiar to the land, such as size, shape, topography or location and that literal interpretation of the provisions of this Program would deprive the property owner of rights commonly enjoyed by other properties under the same environmental designation.
>
> (2) That special conditions and circumstances result from the requirements of the Master Program and not from the actions of the applicant.
>
> (3) That the reasons set forth in the application justify the granting of the variance, and that the variance is the minimum variance that will make possible the reasonable use of the land.
>
> (4) That the variance will be in harmony with the general purposes, goals and intent of the Master Program, and the Shoreline Management Act.

The Department of Ecology rules, WAC 173-14-150, are similar in effect.[2]

---

2. See Appendix A

Appellant did not show that there exists any special conditions and circumstances peculiar to the land that would deprive it of rights commonly enjoyed by other urban properties. The need for the variance arises from locating the proposed building on the northest corner of the property and from providing for parking spaces which are not required by the SMP or zoning ordinance. Strictly speaking, this need does not arise from conditions peculiar to the land, but from voluntary requirements related to the particular project proposal. Parking is not a requirement of the city, and the additional 40 parking spaces desired would exceed the minimum necessary to provide a reasonable use of the land. Additionally, there was no showing that parking could not be provided in an appropriate structure farther away from the shoreline rather than by the proposed paved parking lot.

XVII

Any Conclusion of Law which should be deemed a Finding of Fact is hereby adopted as such.

From these Findings the Board enters these

CONCLUSIONS OF LAW

I

The Board's function in this matter is to determine whether the proposed substantial development is consistent with the approved shoreline master program and the provisions of the Shorelines Management Act. RCW 90.58.140(2)(b). The specific issues submitted have been identified in the prehearing order entered on February 11, 1982.

II

In a review of the denial of an application for a permit, the person requesting the review has the burden of proof. RCW 90.58.140(7).

III

The proposed development is consistent with Policy No. 1 (page 10), Policy No. 7 (page 11), and Commercial Development Policy 2 (page 64) of the SMP for reasons stated in the Findings.

IV

The proposed development is inconsistent with Commercial Development Policy 3(b) (page 65) as related in the Findings. Appellant has not shown that the criteria for granting a variance from the foregoing provision has been met. Specifically, Section VII.9. (1 and 3) of the SMP and WAC 173-14-150 2 (a, b and d) have not been demonstrated. If parking was to be open to also serve a recreational use, however, it appears that no variance would be required. But that is not the proposal submitted for determinaton as we understand it.

V

The proposed development is inconsistent with the non-mandatory Policy No. 3 (page 20) for commercial development for reasons stated in the Findings. Inconsistency with a non-mandatory policy is not alone dispositive of the proposal, as submitted, however.

VI

The policy stated in RCW 90.58.020:

> contemplates protecting against adverse effects to the public health, the land and its vegetation and wildlife, and the waters of the state and their aquatic life, while protecting generally public rights of navigation and corollary rights incidental thereto.

The means by which this policy is put into effect is providing for the management of shorelines by planning for and fostering all reasonable and appropriate uses. RCW 90.58.020. In such management scheme, "the public's opportunity to enjoy the physical and aesthetic qualities of natural shorelines shall be preserved to the greatest extent feasible...." (Emphasis added.) While the instant shoreline is not a "natural," i.e., unintruded, shoreline, alterations of even the natural condition of the shorelines are allowed in limited instances for certain priority uses including, shoreline recreational uses (e.g. parks and other improvements facilitating public access to the shorelines) and other development that will provide an opportunity for substantial numbers of people to enjoy the shorelines. An office building is not such an inherent "priority" or "preferred" use within the contemplation of RCW 90.58.020. But the instant shoreline is not "natural" either. Consequently, the local planning as evidenced in the SMP is a particularly important factor for this project.

Finally, whether a particular shoreline is natural or not, all developments must comply with a certain statutory standard:

> Permitted uses in the shorelines of the state shall be designed and conducted in a manner to minimize, insofar as practical, any resultant damage to the ecology and environment of the shoreline area and any interference with the public's use of the water.

RCW 90.58.020. The proposed office and restaurant building is a permitted use in the urban environment (SMP, page 64) as is the recreational use (SMP, page 69). However, it is not designed in a manner to minimize any resultant damage to the environment of the shoreline area. The aesthetic impact of the proposed six story building on the narrow isthmus between downtown and west Olympia simply cannot be avoided by changing the exterior appearance from glass to, say, olive drab. The shoreline view would still be impaired. See Finding of Fact XIII. A more appropriate structure would be lower in height, but that is not what is being proposed. We must therefore conclude that the proposed substantial development is inconsistent with the foregoing portion of RCW 90.58.020. The cumulative effect of allowing this and similar proposals on the isthmus would irreversibly damage the aesthetic views remaining.[3]

---

3. There appears some need for the city to further refine its land use regulations on the isthmus to address height limitations from an aesthetic perspective.

VII

The proposed substantial development as disapproved by the City Commissioners has not been shown to be consistent with the Olympia Shoreline Master Program and the provisions of RCW 90.58.020. Therefore, the decision of the city should be affirmed.

VIII

Any Finding of Fact which should be deemed a Conclusion of Law is hereby adopted as such.

From these Conclusions the Board enters this

ORDER

The denials of a substantial development permit and a variance permit by the City of Olympia are affirmed.

DONE this 17th day of June, 1982.

SHORELINES HEARINGS BOARD

DAVID AKANA, Lawyer Member

NAT W. WASHINGTON, Chairman

GAYLE ROTHROCK, Vice Chairman

RODNEY M. KERSLAKE, Member

JOHN GRIFFITHS, Member

APPENDIX A

WAC 173-14-150 provides in part:

> The purpose of a variance permit is strictly limited to granting relief to specific bulk, dimensional or performance standards set forth in the applicable master program where there are extraordinary or unique circumstances relating to the property such that the strict implementation of the master program would impose unnecessary hardships on the applicant or thwart the policies set forth in RCW 90.58.020.
>
> (1) Variance permits should be granted in a circumstance where denial of the permit would result in a thwarting of the policy enumerated in RCW 90.58.020. In all instances extraordinary circumstances should be shown and the public interest shall suffer no substantial detrimental effect.
>
> (2) Variance permits for development that will be located landward of the ordinary high water mark (OHWM), as defined in RCW 90.58.030(2)(b), except within those areas designated by the department as marshes, bogs, or swamps pursuant to chapter 173-22 WAC, may be authorized provided the applicant can demonstrate all of the following:
>
> (a) That the strict application of the bulk, dimensional or performance standards set forth in the applicable master program precludes or significantly interferes with a reasonable use of the property not otherwise prohibited by the master program.
>
> (b) That the hardship described in WAC 173-14-150(2)(a) above is specifically related to the property, and is the result of unique conditions such as irregular lot shape, size, or natural features and the application of the master program, and not, for example, from deed restrictions or the applicant's own actions.
>
> (c) That the design of the project will be compatible with other permitted activities in the area and will not cause adverse effects to adjacent properties or the shoreline environment designation.
>
> (d) That the variance authorized does not constitute a grant or special privilege not enjoyed by the other properties in the area, and will be the minimum necessary to afford relief.

. . . .

(4) In all granting of all variance permits, consideration shall be given to the cumulative impact of additional requests for like actions in the area. For example if variances were granted to other developments in the area where similar circumstances exist the total of the variances should also remain consistent with the policies of RCW 90.58.020 and should not produce substantial adverse effects to the shoreline environment.

EXHIBIT 11

City of Olympia

URBAN DESIGN VISION
AND
STRATEGY

October 1991

A. Nelessen Associates, Inc.
Princeton
AND
Olympia Planning Department

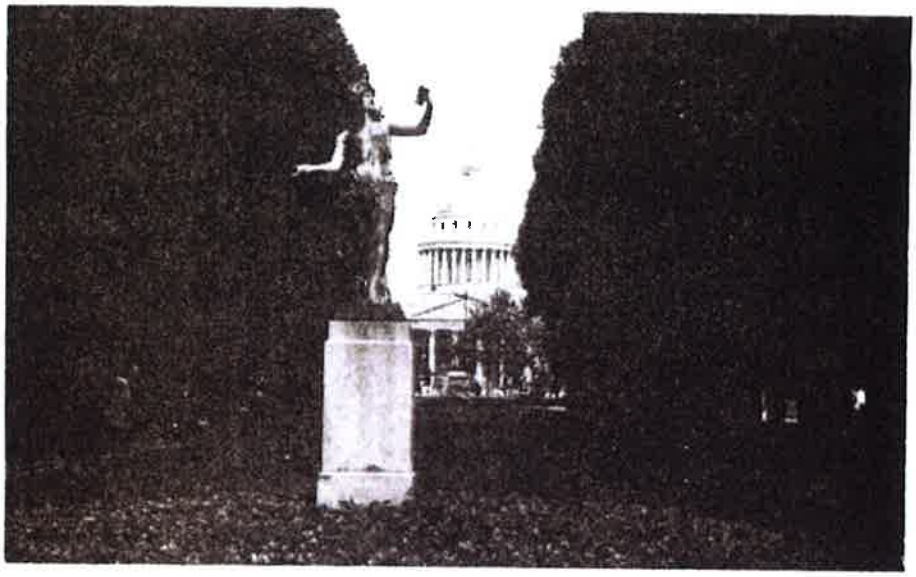
IMAGES OF THE CAPITOL CITY

VPS Rating: +6.8

Olympia is a capitol city with an opportunity to strike a balance between its majestic natural setting and inspiring civic architecture. The dome of the State Capitol building is a landmark serving as a constant reference point in Olympia. The capitol building has a great symbolic value - the rating of this image of the capitol dome floating over the surrounding tree mass is indicative of the strong local desire to balance urbanization, civic presence and the natural environment. Visions for Olympia as a capitol city should include utilizing the civic design vocabulary from the State Capitol building for other monumental state government buildings.

VISIONS FOR THE CAPITOL CITY

VPS Rating: +7.46



Visions for Olympia as a capitol city include formal elements of civic design, such as using an alley of trees to define an axial view. A foreground of statuary in a bed of flowers adds color, detail and dignity to this axial view. The future North Capitol Heritage Park may offer opportunities for similarly defined views of Olympia's capitol building.

VPS Rating: +5.97

Larger buildings are visually acceptable to the Olympia community, if appropriately designed. In the highly-rated image above, the building has a tripartite definition, consisting of a base, middle and top, and is set in a classic foreground of green space punctuated by a majestic fountain. Visions for Olympia should include requiring larger buildings to provide appropriate, high-quality open space.

VPS Rating: +5.99

Capitol cities adopt civic layouts which create axial views through the city that terminate in buildings of civic importance. This image, and the State Supreme Court building, shown on page 3 of this Section, illustrate an existing axial view in the city. Visions for Olympia include axial views that bolster civic presence and highlight monumental structures.

VPS Rating: +5.70

Promenades create dignified avenues for pedestrians to circulate through the city. Visions for Olympia includes finding opportunities for this type of pedestrian route through the very heart of the city. This highly-rated promenade is characterized by a parkway, tightly spaced shade trees, and pedestrian-scaled lamp posts.

EXHIBIT 12

Heritage Park Dedication - May 10th 1996

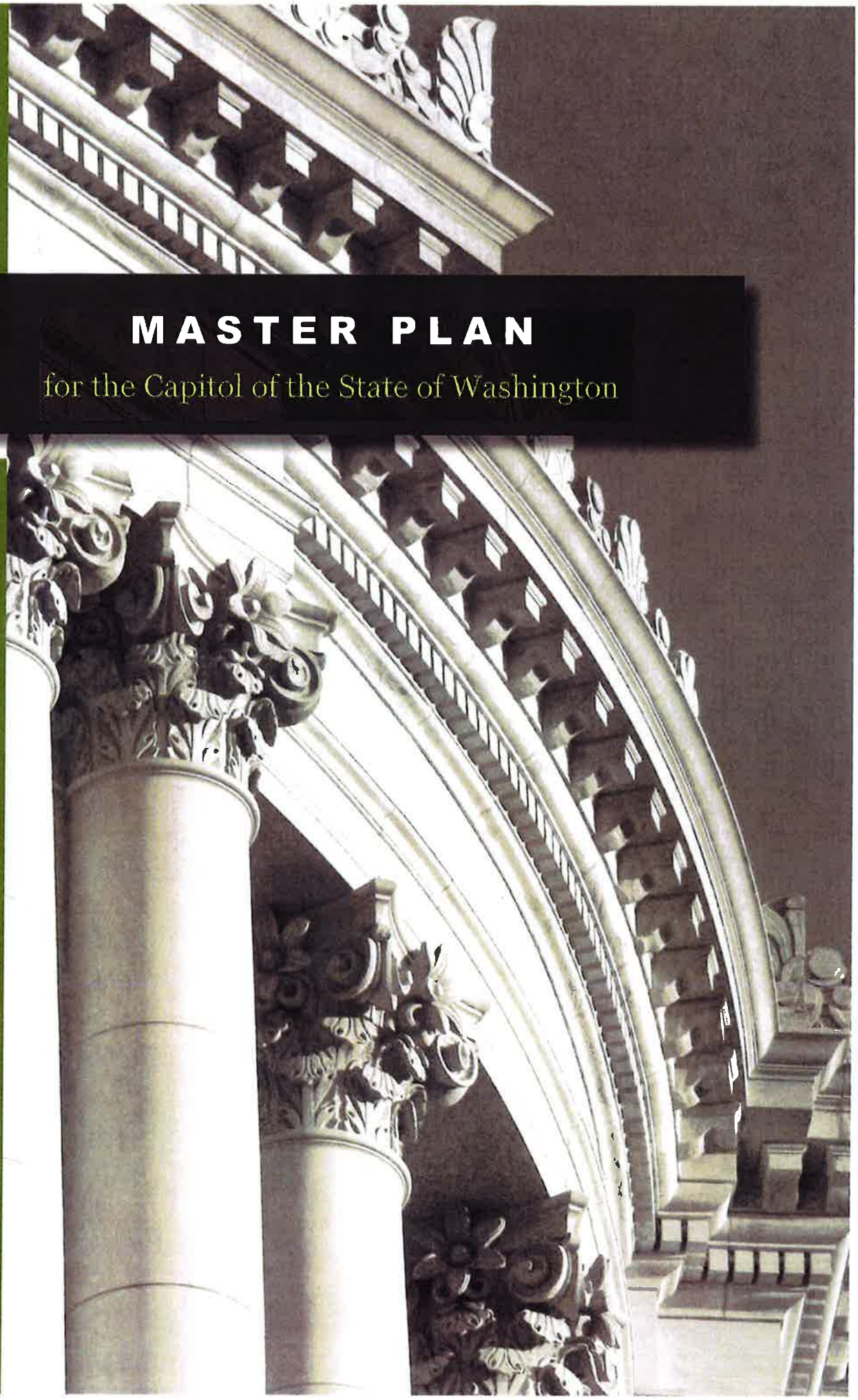
Heritage Park Dedication - May 10th 1996

Heritage Park Dedication - May 10th 1996

EXHIBIT 13

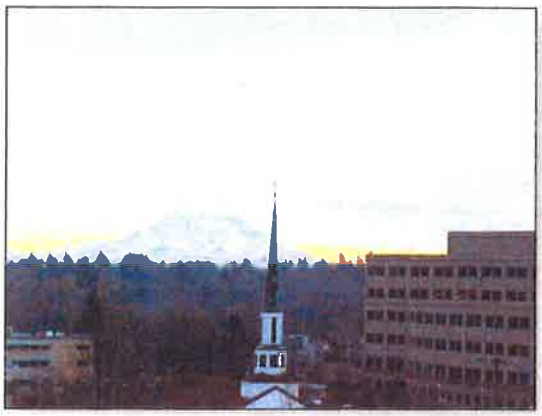
MASTER PLAN

for the Capitol of the State of Washington



June 2006

Tom Evans



Mt. Rainier from GA Building

Tom Evans

Puget Sound & Olympic Mtns from Temple of Justice

Unknown

The Capitol from Deschutes Parkway

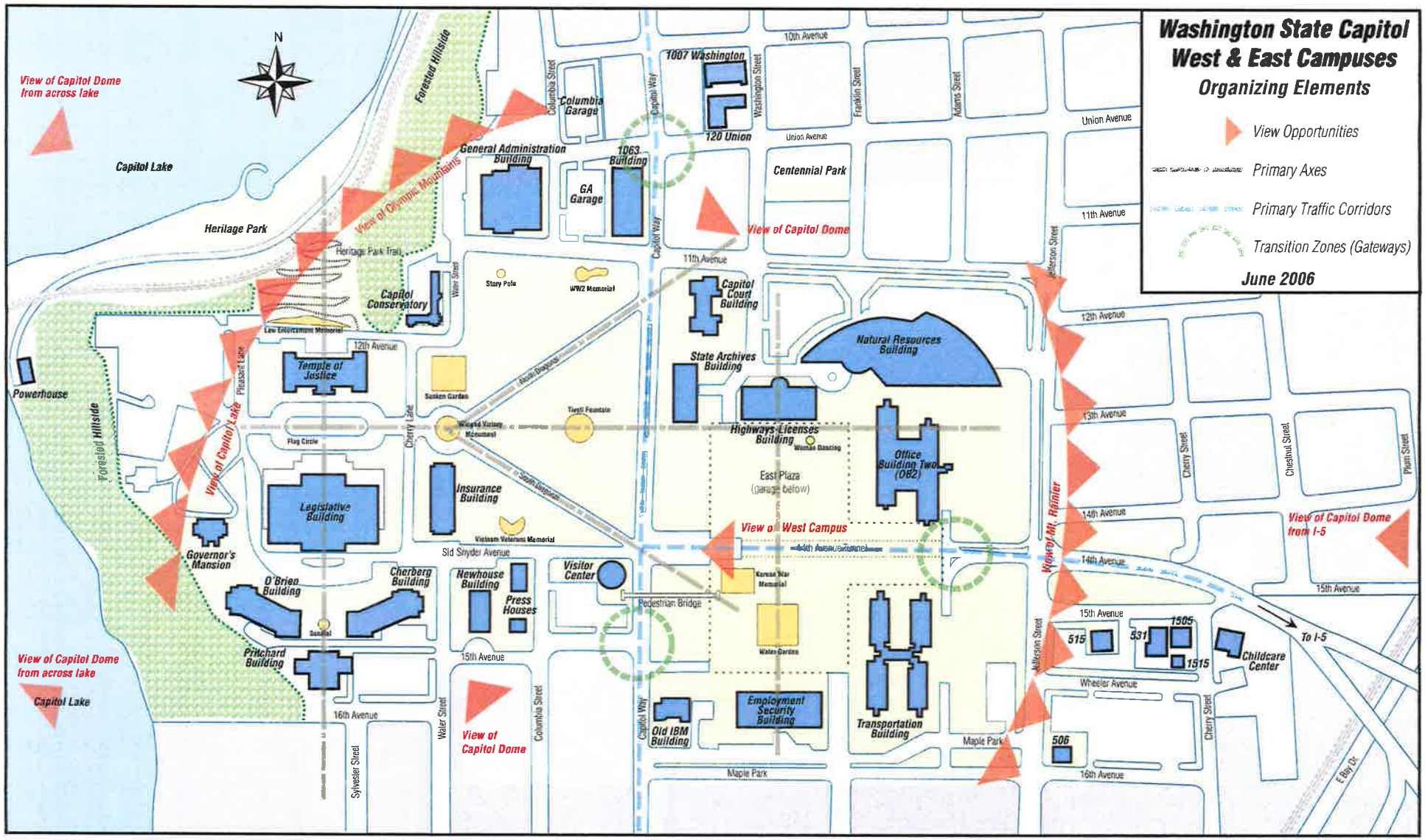
Construction of the west entry to Office Building 2 in 2004, centered precisely on the east/west axis of the West Campus, has resolved previous incompleteness. The east/west axis had formerly terminated in an undefined manner at the west wall of Office Building 2. See Organizing Elements map at the end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

Campus Entries

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

Visual Axes

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


Washington State Capitol
West & East Campuses
Organizing Elements
View Opportunities
Primary Axes
Primary Traffic Corridors
Transition Zones (Gateways)
June 2006
N
View of Capitol Dome from across lake
Capitol Lake
Heritage Park
Forested Hillside
View of Olympic Mountains
Heritage Park Trail
Powerhouse
Forested Hillside
View of Capitol Lake
Pleasant Lane
Capitol Conservatory
Law Enforcement Memorial
Temple of Justice
12th Avenue
Flag Circle
Cherry Lane
Legislative Building
Governor's Mansion
O'Brien Building
Cherberg Building
Sundial
Pritchard Building
View of Capitol Dome from across lake
Capitol Lake
16th Avenue
Sylvester Street
Water Street
Sculpture Garden
Story Pole
WWII Memorial
Sunken Garden
Wingéd Victory Memorial
Tivoli Fountain
Axial Promenade
South Promenade
Insurance Building
Vietnam Veterans Memorial
Sid Snyder Avenue
Newhouse Building
Press Houses
15th Avenue
View of Capitol Dome
Columbia Street
Columbia Garage
General Administration Building
GA Garage
1063 Building
Capitol Way
Visitor Center
Pedestrian Bridge
1007 Washington
120 Union
Washington Street
10th Avenue
Union Avenue
Franklin Street
Adams Street
Centennial Park
View of Capitol Dome
11th Avenue
Capitol Court Building
State Archives Building
Natural Resources Building
Highways-Licenses Building
Women Dancing
East Plaza
(garage below)
Office Building Two (OB2)
View of West Campus
44th Avenue Corridor
Korean War Memorial
Water Garden
Old IBM Building
Employment Security Building
Transportation Building
Maple Park
Jefferson Street
12th Avenue
13th Avenue
14th Avenue
View of Mt. Rainier
Cherry Street
Chestnut Street
Plum Street
View of Capitol Dome from I-5
15th Avenue
515
531
1505
1515
506
Childcare Center
To I-5
Wheeler Avenue
16th Avenue
E Bay Dr.

Map M-9

Policy 5.2 - Design at the Capitol Campus

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

Background

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

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

In the 1960's, the Capitol Campus was expanded across Capitol Way to the east. The Employment Security Building and the Highways-Licenses Building were constructed as the initial move toward development of the East Campus. The 1970's saw the construction of the Transportation Building and Office Building 2. The most recently constructed building, the Natural Resources Building, was completed in 1992.

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

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

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

[6] Master Plan for the Capitol of the State of Washington, 1991, p 15

EXHIBIT 14

We, the undersigned Elected Officials and former Elected Officials of the State of Washington, to declare our unwavering support for preserving the Olympia Isthmus and eventually including it as part of the Washington State Heritage Park development. This area provides an unobstructed spectacular view from the Washington State Capitol building all the way to [illegible] the Olympic Mountains beyond.

This view is [illegible] and irreplaceable asset. We therefore hereby oppose the current request to the City of Olympia for a rezone to allow high rise buildings on this Heritage Property, and any other measures allowing the destruction or reduction of this Western Gateway [illegible] the people of the Great State of Washington.

Governor Albert D. Rosellini

Governor Dixie Lee Ray

Governor John Spellman

Secretary of State Ralph Munro

We also heartily agree:

June 24, 2008

We, the undersigned elected officials and former elected officials of the State of Washington, do declare our unwavering support for preserving the Olympia Isthmus and eventually including it as part of the Washington State Heritage Park development. This area provides the unobscured spectacular view from the Washington State Capitol Campus all the way to Puget Sound and the beautiful Olympic Mountains beyond.

This view is a treasured legacy for our citizens. We therefore hereby oppose the current request to the City of Olympia for a rezone to allow high-rise buildings on this Heritage Property, and any other measures allowing the destruction or reduction of this Historic View belonging to all the people of the Great State of Washington.

Governor Albert D. Rosellini
Governor Mike Lowry
Governor John Spellman
Governor Gary Locke
Booth Gardner
Governor Daniel J. Evans

We also heartily agree:

Mona Locke
Mary Lowry
Nancy B. Evans

Secretary of State Ralph Munro
Karen Hansen Munro

EXHIBIT 15

Heritage Park Extension
Concept Design
Olympia Capitol Park Foundation
The Portico Group
Middle Basin
Capitol Bluff
Capitol Lake
1911 Historic Wilder & White Axis
Olympic Green
Plaza
North Oval

Isthmus Properties

Heritage Park Extension

Concept Design
June 29, 2010

Olympia Capitol Park Foundation
The Portico Group

North

THE PORTICO GROUP

Isthmus Properties

Heritage Park Extension

Concept Design
June 29, 2010

Olympia Capitol Park Foundation
The Portico Group

THE PORTICO GROUP

Proposed Olympia Isthmus Park

Isthmus Properties
Heritage Park Extension
Olympia Capitol Park Foundation

Revised Concept Design Description

Introduction

This site plan concept was developed to envision an expanded Heritage Park. Expansion will be possible with the acquisition of the proprieties bounded by 4th and 5th Avenues between Sylvester Street and the West Bay terminus of Budd Inlet. The expansion also completes the acquisition and transformation of the commercial properties on the east margin and remainder of the existing Heritage Park Fountain block.

Park Blocks Concept

The Heritage Park Blocks concept integrates four city blocks on the isthmus with the existing and planned Heritage Park located to the south of 5th Avenue and along the Arc of Statehood and shore of Capitol Lake. It creates each block as a discrete space and experience adjacent to the larger Heritage Park. Each block is organized around a concept that supports the overall Heritage Park / North Capitol Campus concept and theme:

Heritage Fountain Block (bounded by Water and Sylvester Streets and 4th and 5th Avenues)

- Completion of the eastern third of the block adjacent to Water Street as predominantly an open lawn bounded by street trees.

Carousel Plaza (bounded by Sylvester and Simmons Streets and 4th and 5th Avenues)

- Open plaza space anchored by a central carousel. A pergola and gardens on the south, and an arcing plane of reflective water and Yoshino cherry trees on the north define the space.

Artesian Springs (bounded by Simmons and Yashiro Streets and 4th and 5th Avenues)

- A reference to the naturally occurring springs found in multiple Olympia locations. A spiral lawn bowl gradually descends to the central springs; its form and shape is an inverse of the nearby Eastern Washington Butte. Surrounding the springs are the Heritage Garden plantings.

Long House at Steh-Chass – Budd Inlet watershed (bounded by Yashiro Street, West Bay and 4th and 5th Avenues)

- In the Lushootseed language of the Squaxin Island tribe, this park block honors the native people of the South Puget Sound. A long house, oriented to the cardinal directions, has its entry facing east. A re-shaped landform re-establishes a portion

of the tidal estuary and includes a beach, canoe landing, tidal slough and salt water marsh grasses, sedges, rushes, and cattails.

The four park blocks are unified by three axial sight lines:

- The Heritage Fountain Block is the northern focal point for the 1911 Historic Wilder and White Axis that extends from the Legislative Building dome to Percival Landing and Budd Inlet.
- The entry porch to the Long House at Steh-Chass lies along an extension of the Washington Passage axis, which stretches from the Legislative Building dome through the Western Washington Inlet and Eastern Washington Butte, to Budd Inlet and the Olympic mountains beyond.
- A new third axis is oriented to the east/west cardinal direction, visually linking the focal point of each block. On the east is the Heritage Park Fountain, and on the west is the east entrance to the proposed long house.

Water, crushed stone paving, Yoshino cherry plantings, street trees and an open grass ground plane unifies the park blocks and connect to the larger Heritage Park to the south.

Water:

- Heritage Park Fountain – orchestrated choreography of exuberant jets
- Carousel Plaza – reflective water plane
- Artesian Springs – a bubbling and gurgling water source that taps into the 1,000 year-old water in Olympia's aquifer
- The Long House and a reconstruction of a piece of the tidal estuary

Yoshino Cherries:

- The existing double row of Yoshino cherry trees embracing the west edge of the Heritage Park block is repeated in the plan as an element of each block and as the edge defining treatment for the planned plaza south of 4th Avenue.

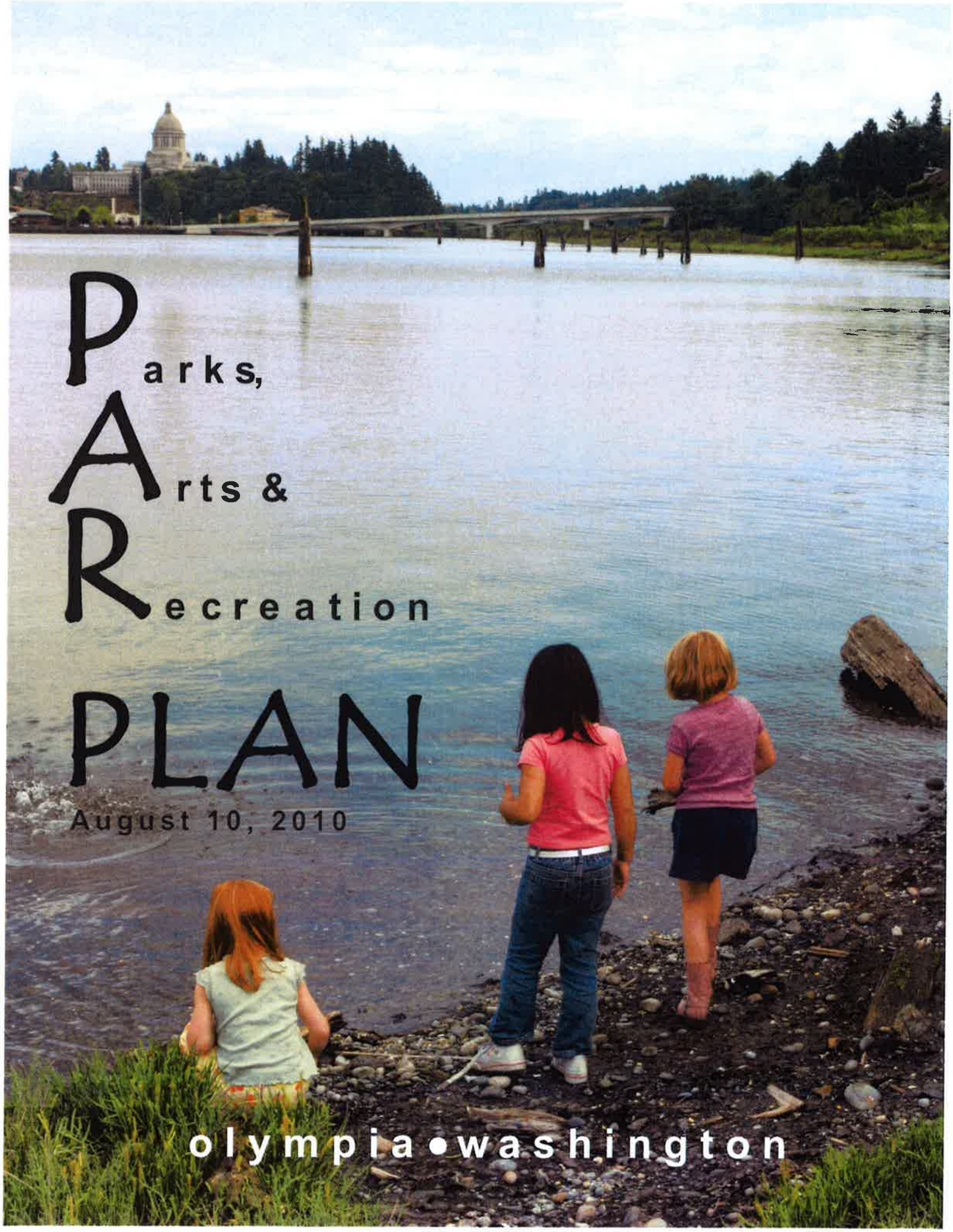
Crushed Stone Paving:

- The beige-colored crushed marble from a quarry in Chewelah, Washington is the unifying stone paving surface for the walkways and gathering areas in Heritage Park and the expanded Isthmus Properties.

Street Trees:

- A unifying planting of sweet gum trees graces 4th Avenue and ties into the existing and mature plantings.

EXHIBIT 16



PARK PLAN

Parks, Arts & Recreation

August 10, 2010

olympia • washington

classified as "Open Space" and 1.5 acres as "Neighborhood Park."
***Proposed Action**: This plan budgets $25,000 for an Interim Use and Management Plan for the "Neighborhood Park" component of the site in Tier 2.*

Evergreen Park (1445 Evergreen Park Drive SW)

Improvements to this 4-acre park were made as part of an Interim Use and Management Plan in 2008. The park is in good condition and no major improvements are planned.

Friendly Grove Park (2316 Friendly Grove Rd NE)

This 14.5-acre park, constructed in 2002, consists of a 9.7-acre "Open Space" (a wetland buffer) and a 4.8-acre area classified as "Neighborhood Park." The park is in good condition and no major improvements are planned.

Harry Fain's Legion Park (1115 20th Ave SE)

The playground in this 1.3 acre park was replaced in 2005. The park is in good condition and no major improvements are planned.

Henderson Boulevard Area Park (1250 Eagle Bend Dr. SE)

This is a 4.8 acre undeveloped park. Phase I park development includes a dedicated, multi-purpose sports field, trail, landscaping, and parking. A conceptual master plan, approved in 2009, can be found on the following page.
***Proposed Action**: Development of Phase I of the park is funded and planned for 2010.*

Heritage Park Fountain (330 5th Ave SW)

The Heritage Park Fountain is located in the block downtown bounded by 4th Avenue to the north, 5th Avenue to the south, Sylvester Street to the west and Water Street to the east. The City has made a commitment to the State of Washington to purchase this entire block as its contribution to Heritage Park. This block is comprised of four parcels, three of which the City already owns.

PERCIVAL LANDING RECONSTRUCTION CONCEPTUAL DESIGN

***Proposed Action**: This plan budgets $1.2 million in Tier 3 for the purchase of the remaining parcel which currently houses the Traditions restaurant/store as well as two other small businesses and the eventual integration of those parcels into the park.*

offset their dog park development and operational costs by charging a user fee, administered by an electronic card-entry system. This revenue source should be explored.

***Proposed Action**: This plan budgets $80,000 for construction of an off-leash dog area at Sunrise Park in Tier 1 and $80,000 for an additional off-leash area in an existing park in Tier 2. It also budgets $1 million for design and development of Chambers Lake Park in Tier 2 - One component of the Chambers Lake Park would be an off-leash dog area. Off-leash dog areas will be considered during the development of new park development projects, park renovation projects, and Interim Use and Management Plans. OPARD will continue to work closely with stakeholder groups and will encourage those groups to try to secure dedicated property for additional private off-leash dog areas via land donations or fund raising. Stakeholder groups may also consider working with churches, the Olympia School District, or others to explore the idea of utilizing those properties or other city properties for off-leash dog use. OPARD will also explore Portland's model of unfenced shared-use sites and other creative ways to provide more off-leash opportunities.*

East Bay Plaza

The Hands On Children's Museum, the Port of Olympia, and LOTT Alliance are jointly developing port property on Marine Drive along East Bay into a public plaza. Completion is planned for 2011.

***Proposed Action**: This plan budgets $500,000 to be utilized for a portion of the development costs of this plaza.*

Gymnasium/Sports Courts

Olympia is becoming more active, especially with wellness initiatives designed to get kids, adults, and seniors active and moving. Indoor gym space is increasingly difficult to secure for community youth team practices, youth and adult leagues/tournaments, and open gym type sports such as badminton, pickleball, and volleyball. Regulation gymnasiums with the capacity for bleachers and restrooms would be adequate for much of the regular activity.

***Proposed Action**: No gymnasiums are planned during this planning horizon, but developing partnerships with user groups, non-profit agencies, and the Olympia School District would be a way to help meet this need and should be explored.*

Hanson School Area Neighborhood Park

The 2004 Parks and Recreation Facilities Funding Measure identified this area as a site for a future park to serve this neighborhood. The City has been working with a developer to incorporate a park site into a residential subdivision in this area.

***Proposed Action**: Funds for acquisition of this site have already been secured and acquisition is expected during the Tier 1 time frame.*

Isthmus Park

There are 3.96 acres of privately held, partially developed lands in downtown Olympia, between Capitol Lake and Budd Inlet on a peninsula of land that is referred to as "the Isthmus." This Isthmus area has recently been the source of substantial community conversation. In October 2009, plans

were filed with the City for a proposed, private commercial development on a portion of this area. The nonprofits Olympia Isthmus Park Association, Olympia Capitol Park Foundation, and Friends of the Waterfront are spearheading efforts to utilize this site as a park instead. The City commissioned a study in 2009 to analyze the feasibility of the isthmus area being converted into a park. The Isthmus Park Feasibility Study concluded that the cost of developing a park on the Isthmus would be $28 million to $32 million.

Proposed Action: *Funding sources have not been identified for this project. The City should explore the concept of a public/private partnership to implement an Isthmus Park project.*

Lilly Road Area Neighborhood Park

The 2004 Parks and Recreation Facilities Funding Measure identified a site in this neighborhood for a future park.

Proposed Action: *Funds for acquisition of this site have already been secured and acquisition is expected during the Tier 1 time frame. In Tier 3, $25,000 is also budgeted for an Interim Use and Management Plan.*

Pioneer School Area Neighborhood Park

The 2004 Parks and Recreation Facilities Funding Measure identified a site in this neighborhood for a future park. A purchase and sale agreement has been signed.

Proposed Action: *Funds for acquisition of this site have already been secured and acquisition is expected during the Tier 1 time frame.*

Skate Park Expansion/Skatespots

OPARD currently manages an 11,000 square foot skate court at Yauger Park as well as a smaller, beginners skate "node" at Friendly Grove Park. Due to the increasing popularity of action sports, the skate court at Yauger Park is sometimes at capacity. In order to accommodate the growing numbers of skaters, OPARD should consider adding another skating facility or expanding the Yauger Park facility. OPARD should also consider incorporating "skatespots" into existing or future neighborhood parks. "Skatespots" is a term coined by the City of Seattle to mean small developments that may only consist of one or two features such as a ledge, rail, or transition element. This would be a relatively low-cost way to add interest to a neighborhood park for youth and a good way for beginners to practice.

Proposed Action: *No funding has been identified during this 10-year planning horizon for additional skate parks or skatespots, but partnerships and grants should be explored for these amenities.*

Soccer/Football/Rugby

Current fields utilized for soccer range from full size dedicated soccer fields at middle and high schools to outfields of baseball fields (See Appendix D: Existing Soccer Fields). Currently practice field space is difficult to come by because youth soccer practices begin while the youth baseball season is active. Some full-size fields intersect baseball fields which make those fields unavailable until after the baseball season. Because spring youth soccer is a relatively new program in the

EXHIBIT 17

City of Olympia Parks and Open Space Survey Results

Survey Conducted June 14-18, 2012

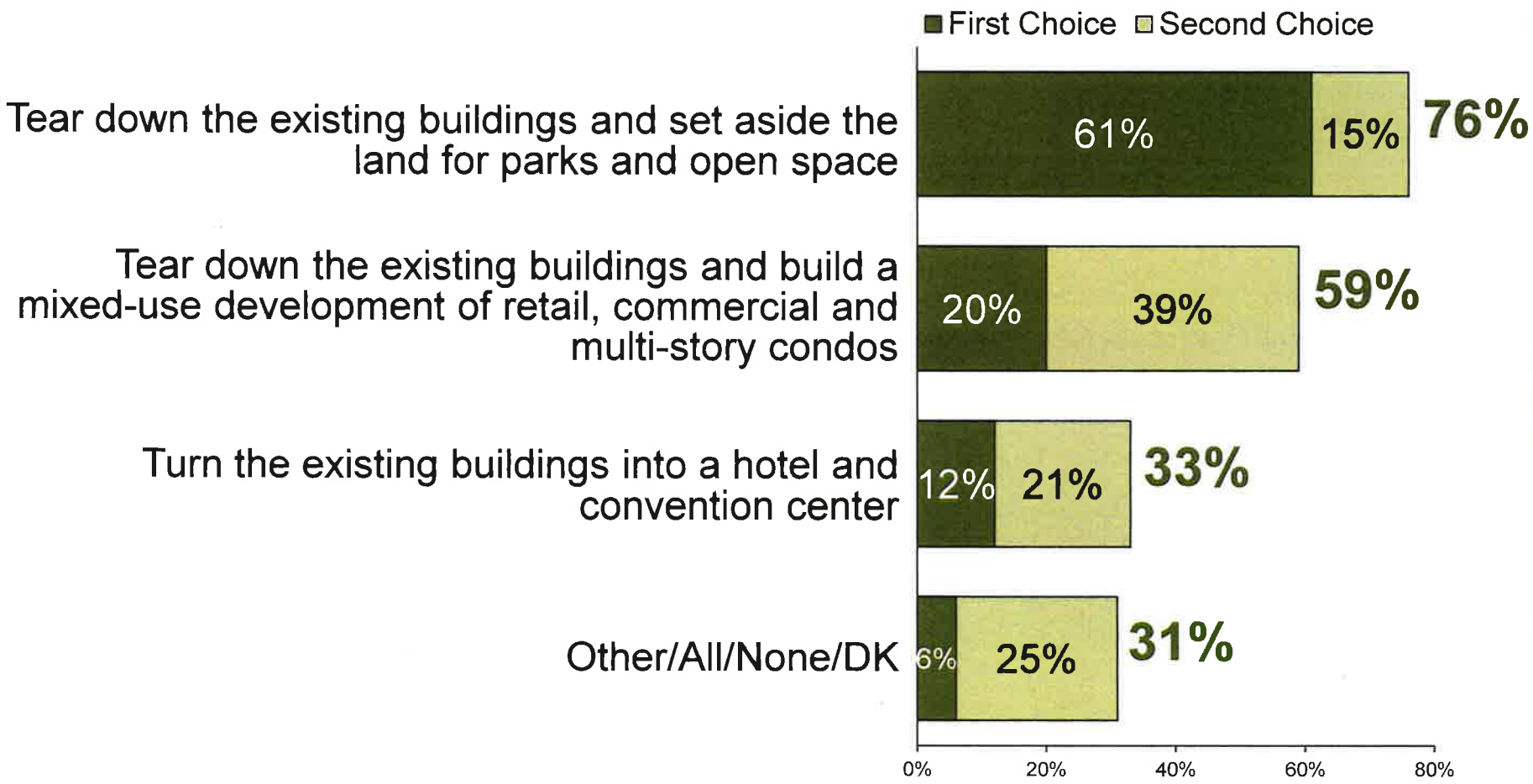
220-3397

Fairbank, Maslin, Maullin, Metz & Associates - FM3

Public Opinion Research & Strategy

SANTA MONICA • OAKLAND • MADISON • MEXICO CITY

Voters overwhelmingly prefer that this land be used for parks and open space.



8. I am going to read you three different ways that this land could be used. Of these three options, please tell me which you would you would most like to see happen.

EXHIBIT 18

November 3, 2015 General Election

Introduction to Local Measures -This page contains a local measure certified to appear on the November 3, 2015 General Election ballot. Only voters residing within the district will be eligible to vote on these measures.

For each measure in the Local Voters' Pamphlet, the legislative authority of the jurisdiction placing the measure on the ballot is required to formally appoint committees to prepare statements advocating the approval and rejection of the measure. If the jurisdiction is unable to make such appointments, then the Thurston County Auditor advertises for such appointments.

The Auditor's Office encourages you to thoroughly review all statements and seek additional information from the jurisdictions, the appointed citizens' committees, and the local and regional media.

Only voters in Olympia city limits may vote on this measure.

Ballot Title:

The City of Olympia Proposition Number 1 concerns formation of the Olympia Metropolitan Park District, a metropolitan park district. This proposition creates the Olympia Metropolitan Park District to provide ongoing funding to acquire, maintain, operate and improve parks, Percival Landing, and other recreation facilities and programs. The District has the same boundaries as the City of Olympia, shall be governed by a Board composed of Olympia City Councilmembers, and exercises powers given to metropolitan park districts in state law, including levying property taxes and contracting with the City of Olympia to perform District functions.

Are you:

- ◯ For the formation of a metropolitan park district to be governed by the members of the Olympia City Council serving in an ex officio capacity as the Board of Commissioners of the Olympia Metropolitan Park District.
- ◯ Against the formation of a metropolitan park district.

Explanatory Statement:

This measure proposes creation of the Olympia Metropolitan Park District ("District"), with the same boundaries as the City of Olympia ("City"). The District would be a distinct municipal corporation with all the powers granted by state law in RCW Chapter 35.61. The District's governing body would be councilmembers serving on the City Council.

Among the District's powers is the ability to levy an annual property tax up to a maximum of $0.75 per thousand dollars of assessed value. District revenues would provide ongoing funding to acquire, maintain and improve parks, Percival Landing and other recreation facilities and programs.

When the City approved the ordinance for this ballot proposition, it also approved an ordinance that authorized the Mayor to sign an interlocal agreement with the District, should its creation be approved by voters. Under the proposed agreement, the City would maintain its current percentage of general fund support of the park system. A new citizen advisory committee would be created to advise and provide an annual report to citizens, the City and the District.

Statement For:

We Love Our Parks; Vote Yes
Olympia's park system, our treasured community asset, needs assistance. As we emerge from the great recession, it is clear we have fallen behind in both essential maintenance and acquisition of parklands. If left unfunded, the maintenance backlog will result in park deterioration and possible closures. The Metropolitan Park District will provide a steady source of funding to maintain our parks and build the new parks we need now and into the future, to serve our growing population.

Statement Against:

Olympia taxpayers support parks, but not handing over blank checks.
Taxpayers currently pay a 3% utility tax dedicated to parks and sidewalks. The Olympia City Council is asking for more, but they won't tell us what they're going to spend it on. Will they spend it on maintaining parks we already have, or will they spend all of the money for the next 10 years buying one new park (and which one)? Saying: "vote for this and then I'll tell you my plan," isn't the Olympia way.

We Need Upkeep, Acquisition and Accountability
Broad community support exists for conserving LBA Woods, removing the Capitol Center building, investing in preservation of Percival Landing, and completion of Woodland and West Bay trails. We also need additional athletic fields and other amenities for youth and adult recreation, improvements to our trail system, and protection of wildlife habitat. The Metropolitan Park District will raise revenue to support park maintenance, development and acquisition not otherwise feasible. The District will operate with a citizen advisory committee to ensure funds are spent as voters intended.

Creating a Legacy Together
We are faced with a fragile, deteriorating park system that needs our help. By assuring stable, dedicated funding, we will create a legacy to benefit our community for generations to come. Please join in the strong Olympia tradition of supporting valued parks.

Please Vote Yes
Your support for the formation of a Metropolitan Park District will help keep Olympia parks healthy, growing, and well maintained. Because we love our parks, vote yes!

Statement prepared by:
Cristiana Figueroa-Kaminsky, Gerald Reilly, Jim Cooper

Taxpayers were promised 500 acres. In 2004, the City Council promised to buy 500 new acres of parkland if we approved another 2% utility tax for parks. Olympia voters approved the increase and only got 63 acres. Promises and "trust me" won't work this time. We want specifics, and we want guarantees.

There's a better way. Thurston County Commissioners asked the Olympia Council to work with them to form a regional parks district. Why? Because parks are used by everybody. People from all over visit Percival Landing. Kids outside of Olympia splash in the Fountain Block during summer and skateboard at Yauger year round. Parks are important. And if something is worth doing, it's worth doing right. So let's work with our partners and share the cost. If they want to chip in, then it's high time we let them.

No specifics + *no* past promises kept + *no* binding guarantees + *no* discussion of a regional system = vote *no*!

Statement prepared by:
Karen Rogers, Steve Owens, Conner Edwards

Rebuttal of the Statement For:

We've been given a list of expensive projects that the City *might* do. *Stop* promising the stars and 500 acres. *Start* putting together a real business plan of projects that the City *will* do, and then come back to the voters.

Still no guarantees. Citizen advisory committees *advise*. They have no authority to "ensure" anything, let alone guarantee. Unfortunately, the Council has a history of dismissing its citizen advisors and breaking past promises. *Vote no.*

Rebuttal of the Statement Against:

Prop-1 *is* the citizens' fix to the 2004 tax measure. The MPD is legally structured with transparency, exceptional accountability, and detail so every penny is used as voters directed. See: *yesolympiaparks.org/Accountability.*

Olympians specify park investments through plan updates. Planning underway features extensive public involvement. MPD boundaries may be expanded anytime it makes financial sense. Olympia must move ahead now to create the quality of life we all want. *Our parks need Prop-1. Please vote Yes!*

Office Hours Holiday Closures
(Disclaimer)

Elections Voter Services
2000 Lakeridge Dr. SW
Bldg. 1 Rm. 118
Olympia, WA 98502
Phone: 360.786.5408

Elections Ballot Processing Center
2905 29th Ave. SW, Ste. E,F
Tumwater, WA 98512
Phone: 360.786.5408
Fax: 360.705.3518

Financial Services
929 Lakeridge Dr. SW, Rm. 226
Olympia, WA 98502
Phone: 360.786.5402
Fax: 360.357.2481

Licensing & Recording
2000 Lakeridge Dr. SW
Bldg. 1 Rm. 106
Olympia, WA 98502
Licensing: 360.786.5406
Recording: 360.786.5405

Main Office
Admin: 360.786.5224
Fax: 360.786.5223
TTY: 360.754.2933

EXHIBIT 19

Olympia

2016
Parks, Arts & Recreation Plan

February 9, 2016

OLYMPIA'S DOWNTOWN PARKS

OPARD manages four parks in the heart of downtown Olympia: Heritage Park Fountain, Percival Landing, Artesian Commons, and the undeveloped Isthmus Properties. (West Bay Park and trail, while not downtown, has the potential to provide a key connection to Downtown and will be considered in this section as well. Heritage Park and Sylvester Park, while important downtown parks, are owned by the State and are therefore not included in this section of the plan.)

Olympia's downtown parks have unique challenges and opportunities that differ significantly from parks in other areas of the community. With 5000 new residents expected downtown during the next 20 years, these parks will be essential in meeting the recreation needs of downtown residents. These parks are also utilized by downtown employees during the day. They can be significant tourist draws. Olympia's downtown parks have the potential to provide a key component of Olympia's downtown renewal effort.

At the time of this plan's writing, the City was in the midst of creating a Downtown Strategy. This project will identify actions our community will take over a 5-6 year period that will have the greatest strategic impact toward implementing our downtown vision. Once the Downtown Strategy is complete, OPARD will develop a plan for downtown parks that will align with the strategy. The following section gives a description of our existing downtown parks along with their challenges and opportunities.

HERITAGE PARK FOUNTAIN

In the foreground of our majestic State Capitol building, the Heritage Park Fountain is a favorite place to keep cool on a warm summer day. This parcel was purchased in 1996 with a grant from the Washington Recreation and Conservation Office. The centerpiece to the park is the interactive fountain which entices children of all ages to run through the circular array of water jets. The fountain was made possible by a family donation. In the spring, the park offers a place to pause among the flowering cherry trees.

Challenges:

- The mechanical system for the Fountain is now nearly 20 years old. While well-maintained, its aging systems are subject to frequent mechanical breakdowns.
- The fountain has a relatively small water reservoir and treatment system. This necessitates two daily shut-downs during warm months to ensure the fountain water meets health standards.

Significance for the Plan

OPARD supports redevelopment and the continual removal of blight on the Isthmus. The city purchased the GHB building in 1995 and the Little Da Nang restaurant in 2007 for the purpose of expanding the Fountain park and preserving views. The City now owns two of the three parcels adjacent to the Fountain. This area is being considered as part of the City's Community Renewal Area process. The Downtown Strategy and Community Renewal Area process will inform OPARD's future decisions on how these parcels integrate with the existing fountain area. OPARD will likely have a significant role in this area based on previous investments.

The plan proposes two "sprayground" water play features in other parks which can reduce the stress placed on the fountain.

ISTHMUS PARCELS

The "Isthmus" is the 4-acre area on the peninsula between Capitol Lake and Budd Inlet. In 2013 OPARD purchased two properties with vacant buildings on the Isthmus totaling 2.3 acres: the former County Health Department at 529 4th Ave W. and the former Thurston County Housing Authority building at 505 4th Ave W. The City has demolished both buildings. The remaining vacant structures on the isthmus are the 9-story Capitol Center Building and its one-story Annex. The random sample survey for this plan showed strong public support for demolishing the Capitol Center Building.

Challenges:

- The Isthmus area contains environmental contamination that could make development of this area costly.

Significance for the Plan

The Community Renewal Area process, Downtown Strategy and future City-led focus area planning will inform OPARD's level of involvement in the Isthmus area. OPARD supports redevelopment and the continual removal of blight and will likely have a significant role in

the Isthmus area based on previous investments and strong community support for expanded parks in this area.

PERCIVAL LANDING

Built in three phases beginning in 1978, this timbered boardwalk is reminiscent of early Olympia life where the bustling Percival Dock was host to the transport of goods and people. 30+ years later, the wooden creosote pilings and other wood framing and planks are succumbing to decay and marine organisms. After substantial public input, a new design for Phase 1 was completed. The Phase I project was completed in 2011 and included the replacement of about 700 feet of boardwalk, the construction of the Harbor House restroom/multi-use space, and extensive shoreline restoration. The project won several awards and the design has set the foundation for future phases.

Challenges:

- According to the *2014 Condition Analysis Percival Landing and Floats* conducted by a marine engineering consulting firm, timber structures in the marine environment typically have a useful service life of around 20 to 30 years. The remaining timber portions of the oldest section of Percival Landing (Section A) are 36 years old, placing them at or beyond the normal service life.

- Maintaining the existing structure required $350,000 in immediate repairs in 2015 and is estimated to cost $700,000 over the next 5 years. These maintenance costs are expected grow exponentially until the existing structure is replaced or taken out of service.

- Replacing the remaining sections of boardwalk far exceeds existing funding sources and will need to be reevaluated moving forward.

Significance for the Plan

The 700 foot section of the Landing refurbished in 2011 gives a hint of the opportunity presented by the remainder of the boardwalk. While already a very popular destination for locals and tourists, replacing the rest of the boardwalk would create an opportunity for Percival Landing to be an integral part of a first class waterfront.

Already home to several large community festivals including Harbor Days and the Wooden Boat Festival, replacing the remaining sections of the landing would likely make

EXHIBIT 20

Thurston County Assessor

Parcel Number: 91005201000

Date: 12/21/2017

Situs Address:	405 4TH AVE W	**Sect/Town/Range:**	14 18 2W
Owner:	CAPITOL VENTURE GROUP LLC	**Size:**	0.26 Acres
Address:	5020 JOPPA ST SW TUMWATER, WA 98512	**UseCode:**	91 Undeveloped Land
		TCA Number:	110
		Neighborhood:	64T1
Taxpayer:	CAPITOL VENTURE GROUP LLC	**Property Type:**	LND
Address:	5020 JOPPA ST SW TUMWATER, WA 98512	**Taxable:**	YES
		Active Exemptions:	None
		School District:	OLYMPIA S.D. #111
Abbreviated Legal:	Section 14 Township 18 Range 2W Quarter NW SW Plat FCT BLK 80 LT 1 & 2		
		Water Source:	PUBLIC
		Sewer Type:	SEWER

Market Values

Tax Year	**2018**	**2017**	**2016**	**2015**	**2014**	**2013**	**2012**	**2011**	**2010**	**2009**
Assessment Year	**2017**	**2016**	**2015**	**2014**	**2013**	**2012**	**2011**	**2010**	**2009**	**2008**
Market Value Land	$438,300	$423,650	$303,050	$303,050	$303,050	$307,750	$415,500	$415,500	$1,268,850	$1,154,950
Market Value Buildings	$13,800	$15,800	$15,400	$15,500	$15,400	$17,000			$1,962,600	$1,789,800
Market Value Total	**$452,100**	**$439,450**	**$318,450**	**$318,550**	**$318,450**	**$324,750**	**$415,500**	**$415,500**	**$3,231,450**	**$2,944,750**

Detached Structures

Structure	Year Built	Square Feet	Quality	Condition
PVNG-ASPHALT	1962	11000	AVERAGE	AVERAGE

Land Characteristics

Land Flag	6000	**Land Influence(s)**	No Influences Listed
Lot Square Footage	11500		
Lot Acreage	0.26		
Effective Frontage	Not Listed		
Effective Depth	Not Listed		
Water Source	Public		
Sewer Source	Public		

Sales

Sale Date:	12/02/2016	06/10/2011	07/13/2007
Price:	$574,192	$230,520	$11,800,000
Excise:	385626	369491	701712
Sale Type:	STATUTRY WARNTY DEED	STATUTRY WARNTY DEED	STATUTRY WARNTY DEED
Recording Number:	4540748	4214790	3942650
Seller:	401 PARKING LLC	VIEWS ON FIFTH AVENUE LTD, THE	CAPITOL CENTER LLC
Buyer:	CAPITOL VENTURE GROUP LLC	401 PARKING LLC	VIEWS ON FIFTH AVENUE LTD, THE
Multiple Parcel Sale:	N	N	N
Sale Date:	01/02/2007	01/18/2005	07/14/2000
Price:		$11,900,000	
Excise:	359617	333414	283368
Sale Type:	BARGAIN & SALE DEED	STATUTRY WARNTY DEED	QUIT CLAIM DEED
Recording Number:	3893355	3703180	3318442
Seller:	SWANSONIA LLC	C C B ASSOCIATES LLC	JOHN Y SATO AND ASSOC ETAL
Buyer:	CAPITOL CENTER LLC	CAPITOL CENTER LLC	C C B ASSOCIATES LLC
Multiple Parcel Sale:	Y	Y	Y

The Assessor's Office maintains property records on approximately 112,000 parcels in Thurston County for tax purposes. Though records are updated regularly, the accuracy and timeliness of published data cannot be guaranteed. Any person or entity that relies on information obtained from this website does so at his or her own risk. Neither Thurston County nor the Assessor will be held liable for damage or losses caused by use of this information. ***All critical information should be independently verified.***

Office of the Assessor
Steven J. Drew, Assessor
2000 Lakeridge Drive SW - Olympia, WA 98502
Customer Service (360)867-2200 -- Fax (360)867-2201 -- TDD (360)754-2933

Thurston County Assessor

Parcel Number: 91005301000

Date: 12/21/2017

Situs Address:	411 4TH AVE W	**Sect/Town/Range:**	14 18 2W
Owner:	VIEWS ON 5TH LLC	**Size:**	0.40 Acres
Address:	5020 JOPPA ST SW TUMWATER, WA 98512	**UseCode:**	63 Service - Business
		TCA Number:	110
		Neighborhood:	64T1
Taxpayer:	VIEWS ON 5TH LLC	**Property Type:**	OFF
Address:	5020 JOPPA ST SW TUMWATER, WA 98512	**Taxable:**	YES
		Active Exemptions:	None
		School District:	OLYMPIA S.D. #111
Abbreviated Legal:	Section 14 Township 18 Range 2W Quarter NW SW Plat FIRST CLASS TIDELANDS BLK 80 LT 3, 4 & 5		

Market Values

Tax Year **Assessment Year**	**2018** **2017**	**2017** **2016**	**2016** **2015**	**2015** **2014**	**2014** **2013**	**2013** **2012**	**2012** **2011**	**2011** **2010**	**2010** **2009**	**2009** **2008**
Market Value Land	$1,008,800	$726,500	$622,500	$553,300	$587,900	$587,900	$657,050	$657,050	$614,500	$699,150
Market Value Buildings	$168,900	$147,100	$132,000	$159,900	$206,800	$181,800	$200,600	$251,400	$312,100	$684,000
Market Value Total	**$1,177,700**	**$873,600**	**$754,500**	**$713,200**	**$794,700**	**$769,700**	**$857,650**	**$908,450**	**$926,600**	**$1,383,150**

Commercial Structures

Building	**Year Built**	**Floor**	**Square Feet**	**No. Floors**	**Total Sq. Ft.**	**Quality**	**Condition**
OFFICE	1950	1	17061	1	17061	AVERAGE	FAIR

					17061		

Land Characteristics

Land Flag	6000	**Land Influence(s)**	GA-GOOD ACCESS GE-GD EXPOSURE
Lot Square Footage	17250		
Lot Acreage	0.4		
Effective Frontage	Not Listed		
Effective Depth	Not Listed		
Water Source	Not Listed		
Sewer Source	Not Listed		

Sales

Sale Date:	12/02/2016
Price:	$1,058,080
Excise:	385625
Sale Type:	STATUTRY WARNTY DEED
Recording Number:	4540747
Seller:	CAPITOL CENTER LLC
Buyer:	VIEWS ON 5TH LLC
Multiple Parcel Sale:	N

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Customer Service (360)867-2200 -- Fax (360)867-2201 -- TDD (360)754-2933

Thurston County Assessor

Parcel Number: 91005502000 **Date: 12/21/2017**

Situs Address:	410 5TH AVE SW	**Sect/Town/Range:**	14 18 2W
Owner:	VIEWS ON 5TH LLC	**Size:**	0.66 Acres
Address:	5020 JOPPA ST SW TUMWATER, WA 98512	**UseCode:**	63 Service - Business
		TCA Number:	110
		Neighborhood:	64T1
Taxpayer:	VIEWS ON 5TH LLC	**Property Type:**	OFF
Address:	5020 JOPPA ST SW TUMWATER, WA 98512	**Taxable:**	YES
		Active Exemptions:	None
		School District:	OLYMPIA S.D. #111
Abbreviated Legal:	Section 14 Township 18 Range 2W Quarter NW SW Plat FCT BLK 80 LT 6-10		

Market Values

Tax Year **Assessment Year**	**2018** **2017**	**2017** **2016**	**2016** **2015**	**2015** **2014**	**2014** **2013**	**2013** **2012**	**2012** **2011**	**2011** **2010**
Market Value Land	$2,141,900	$1,055,350	$1,105,500	$982,700	$1,044,100	$1,044,100	$1,038,750	$1,038,750
Market Value Buildings	$1,724,300	$1,494,500	$1,264,800	$1,413,400	$1,754,400	$1,831,800	$2,031,900	$2,170,200
Market Value Total	**$3,866,200**	**$2,549,850**	**$2,370,300**	**$2,396,100**	**$2,798,500**	**$2,875,900**	**$3,070,650**	**$3,208,950**

Commercial Structures

Building	**Year Built**	**Floor**	**Square Feet**	**No. Floors**	**Total Sq. Ft.**	**Quality**	**Condition**
OFFICE	1965	1	10215	1	10215	GOOD	FAIR
OFFICE	1965	2	8139	8	65112	GOOD	FAIR

					75327		

Detached Structures

Structure	**Year Built**	**Square Feet**	**Quality**	**Condition**
PVNG-CONCRTE	1965	360	AVERAGE	AVERAGE

Land Characteristics

Land Flag	6000	**Land Influence(s)**	GE-GD EXPOSURE GA-GOOD ACCESS EV-EXC-VIEW
Lot Square Footage	28750		
Lot Acreage	0.66		
Effective Frontage	Not Listed		
Effective Depth	Not Listed		
Water Source	Not Listed		
Sewer Source	Not Listed		

Sales

Sale Date:	12/02/2016
Price:	$5,167,728
Excise:	385624
Sale Type:	STATUTRY WARNTY DEED
Recording Number:	4540746
Seller:	VIEWS ON FIFTH AVENUE LTD, THE
Buyer:	VIEWS ON 5TH LLC
Multiple Parcel Sale:	N

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Steven J. Drew, Assessor
2000 Lakeridge Drive SW - Olympia, WA 98502
Customer Service (360)867-2200 -- Fax (360)867-2201 -- TDD (360)754-2933

BUSINESS INFORMATION

Business Name:
VIEWS ON 5TH LLC

UBI Number:
604 056 115

Business Type:
FOREIGN LIMITED LIABILITY COMPANY

Business Status:
ACTIVE

Principal Office Street Address:
5020 JOPPA ST SW, TUMWATER, WA, 98512-6779, UNITED STATES

Principal Office Mailing Address:

Expiration Date:
11/30/2018

Jurisdiction:
UNITED STATES, DELAWARE

Formation/ Registration Date:
11/14/2016

Period of Duration:
Perpetual

Inactive Date:

Nature of Business:
Real Estate

REGISTERED AGENT INFORMATION

Registered Agent Name:
CAPITOL CORPORATE SERVICES INC

Street Address:
1780 BARNES BLVD SW, TUMWATER, WA, 98512-0410, UNITED STATES

Mailing Address:

GOVERNORS

Title	Governors Type	Entity Name	First Name	Last Name
GOVERNOR	INDIVIDUAL		LLC	FORBIX BY THE LAKE
GOVERNOR	INDIVIDUAL		LLC	CAPITAL INVESTMENTS COMPANY

BUSINESS INFORMATION

Business Name:
FORBIX BY THE LAKE LLC

UBI Number:
604 058 534

Business Type:
FOREIGN LIMITED LIABILITY COMPANY

Business Status:
DELINQUENT

Principal Office Street Address:
15260 VENTURA BLVD # 980, SHERMAN OAKS, CA, 91403, UNITED STATES

Principal Office Mailing Address:

Expiration Date:
11/30/2017

Jurisdiction:
UNITED STATES, DELAWARE

Formation/ Registration Date:
11/14/2016

Period of Duration:
Perpetual

Inactive Date:

Nature of Business:

REGISTERED AGENT INFORMATION

Registered Agent Name:
CAPITOL CORPORATE SERVICES INC

Street Address:
1780 BARNES BLVD SW, TUMWATER, WA, 98512-0410, UNITED STATES

Mailing Address:

GOVERNORS

Title	Governors Type	Entity Name	First Name	Last Name
GOVERNOR	INDIVIDUAL		ALEXANDER	GORBAN
GOVERNOR	INDIVIDUAL		EMIL	KHODORKOVSKY

BUSINESS INFORMATION

Business Name:
CAPITOL VENTURE GROUP LLC

UBI Number:
604 056 861

Business Type:
FOREIGN LIMITED LIABILITY COMPANY

Business Status:
DELINQUENT

Principal Office Street Address:
5020 JOPPA ST SW, TUMWATER, WA, 98512, UNITED STATES

Principal Office Mailing Address:

Expiration Date:
11/30/2017

Jurisdiction:
UNITED STATES, DELAWARE

Formation/ Registration Date:
11/14/2016

Period of Duration:
Perpetual

Inactive Date:

Nature of Business:

REGISTERED AGENT INFORMATION

Registered Agent Name:
CAPITOL CORPORATE SERVICES INC

Street Address:
1780 BARNES BLVD SW, TUMWATER, WA, 98512-0410, UNITED STATES

Mailing Address:

GOVERNORS

Title	Governors Type	Entity Name	First Name	Last Name
GOVERNOR	INDIVIDUAL		LLC	BLUESKY HOLDINGS
GOVERNOR	INDIVIDUAL		LLC	B ASELINE BY THE LAKE

BUSINESS INFORMATION

Business Name:
BASELINE BY THE LAKE LLC

UBI Number:
604 056 670

Business Type:
FOREIGN LIMITED LIABILITY COMPANY

Business Status:
DELINQUENT

Principal Office Street Address:
15260 VENTURA BLVD #980, SHERMAN OAKS, CA, 91403, UNITED STATES

Principal Office Mailing Address:

Expiration Date:
11/30/2017

Jurisdiction:
UNITED STATES, DELAWARE

Formation/ Registration Date:
11/14/2016

Period of Duration:
Perpetual

Inactive Date:

Nature of Business:

REGISTERED AGENT INFORMATION

Registered Agent Name:
CAPITOL CORPORATE SERVICES INC

Street Address:
1780 BARNES BLVD SW, TUMWATER, WA, 98512-0410, UNITED STATES

Mailing Address:

GOVERNORS

Title	Governors Type	Entity Name	First Name	Last Name
GOVERNOR	INDIVIDUAL		EMIL	KHODORKOVSKY
GOVERNOR	INDIVIDUAL		ALEXANDER	GORBAN

BUSINESS INFORMATION

Business Name:
BLUESKY HOLDINGS LLC

UBI Number:
604 079 221

Business Type:
WA LIMITED LIABILITY COMPANY

Business Status:
ACTIVE

Principal Office Street Address:
2761 LAKE WHATCOM BLVD, BELLINGHAM, WA, 98229, UNITED STATES

Principal Office Mailing Address:

Expiration Date:
02/28/2018

Jurisdiction:
UNITED STATES, WASHINGTON

Formation/ Registration Date:
02/07/2017

Period of Duration:
Perpetual

Inactive Date:

Nature of Business:

REGISTERED AGENT INFORMATION

Registered Agent Name:
SUNDANCE BENJESTORF

Street Address:
2761 LAKE WHATCOM BLVD, BELLINGHAM, WA, 98229-2718, UNITED STATES

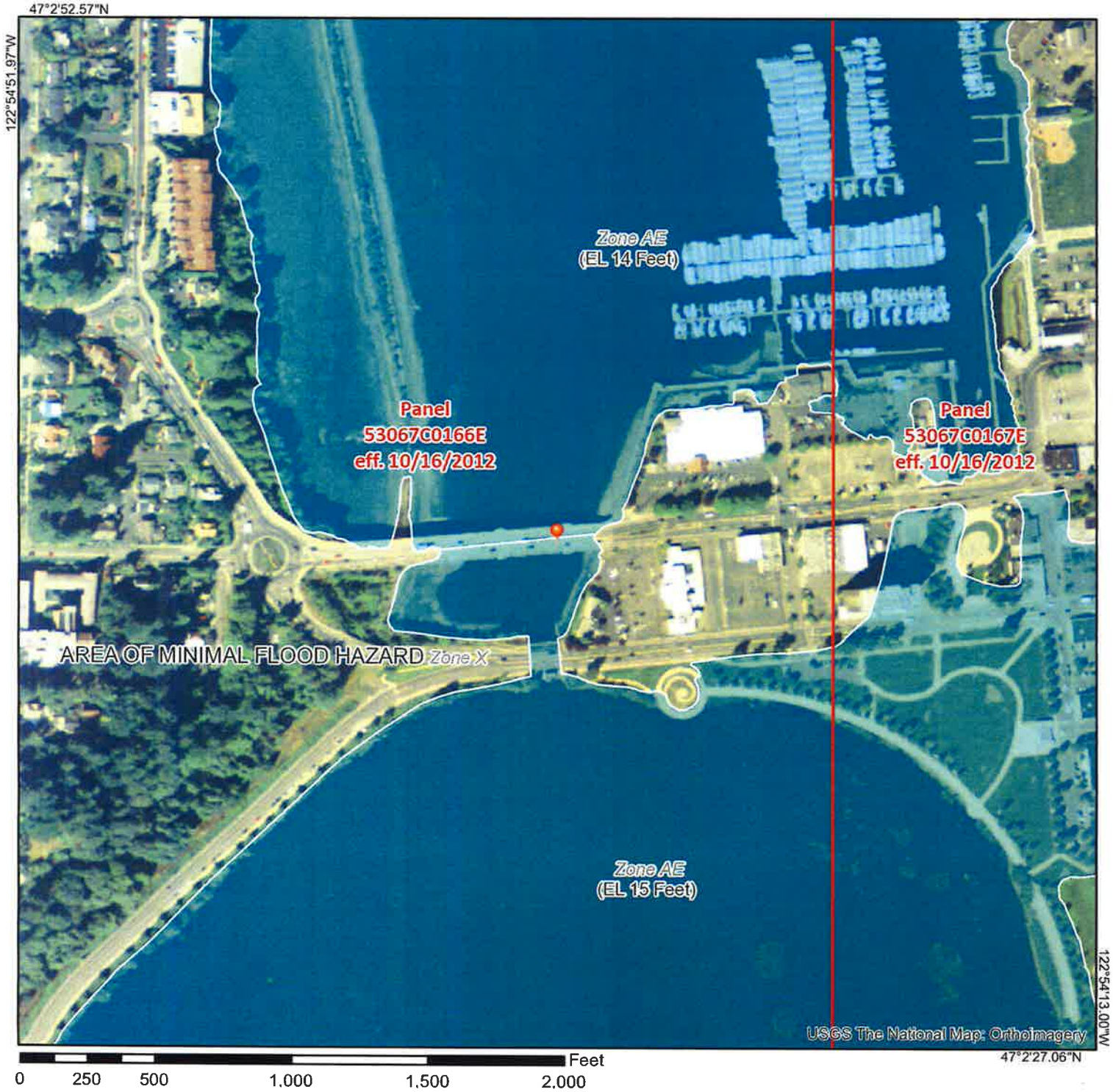
Mailing Address:

GOVERNORS

Title	Governors Type	Entity Name	First Name	Last Name
GOVERNOR	INDIVIDUAL		AMARIS	BENJESTORF
GOVERNOR	INDIVIDUAL		SUNDANCE	BENJESTORF

EXHIBIT 21

National Flood Hazard Layer FIRMette



Legend

- Cross-Sections
- Base Flood Elevations

N

Flood Hazard Zones

- 1% Annual Chance Flood
- Regulatory Floodway
- Special Floodway
- Area of Undetermined Flood Hazard
- 0.2% Annual Chance Flood
- Future Conditions 1% Annual Chance Flood Hazard
- Area with Reduced Risk Due to Levee

LOMRs

- Effective

Map Panels

- Digital Data
- Unmodernized Maps
- Unmapped

This map complies with FEMA's standards for the use of digital flood maps. The flood hazard information is derived directly from the authoritative NFHL web services provided by FEMA. The base map shown complies with FEMA's base map accuracy standards.

The NFHL is a living database, updated daily, and this map represents a snapshot of information at a specific time.

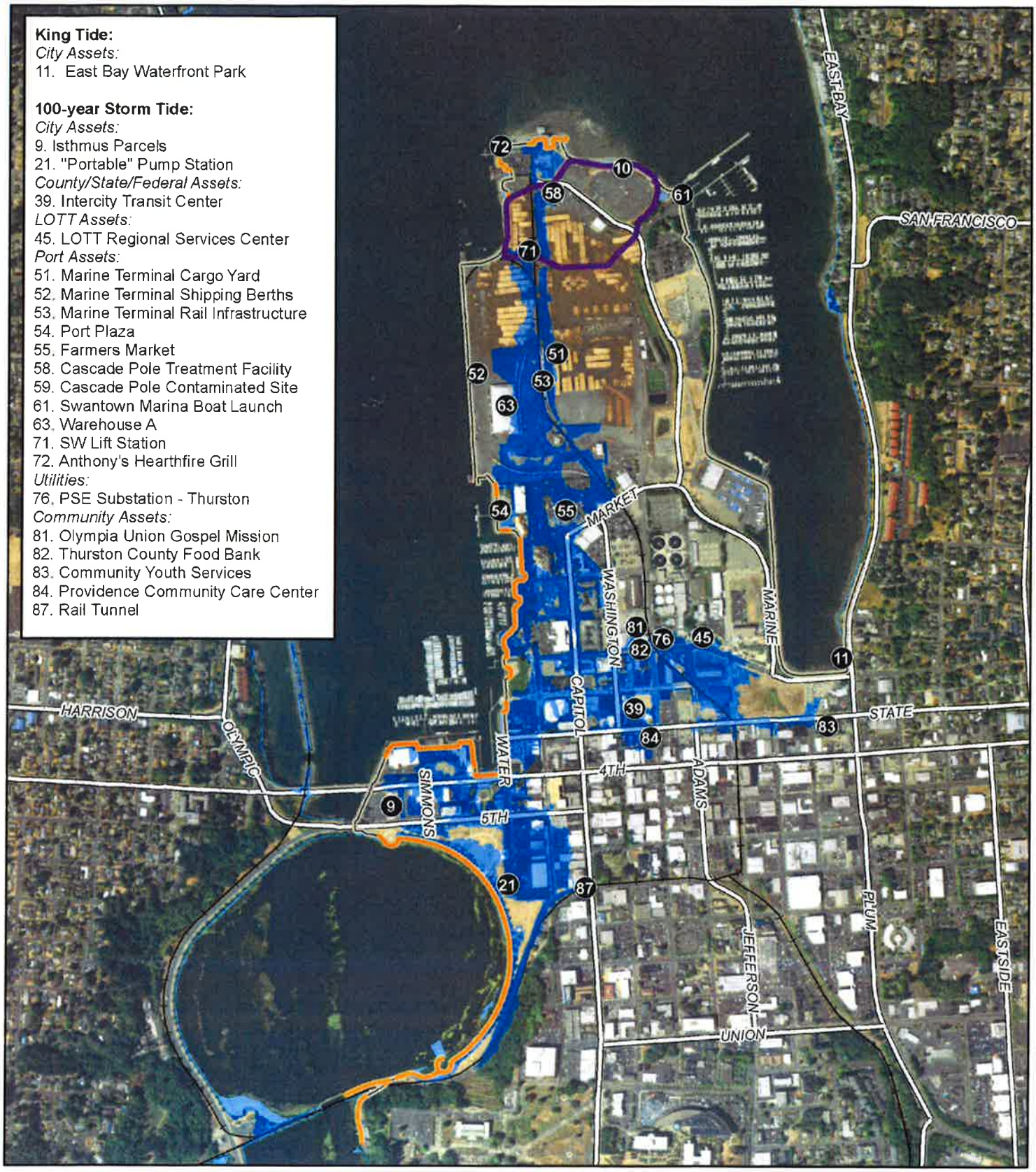
Flood risks are dynamic and can change frequently due to a variety of factors, including weather patterns, erosion, and new development. FEMA flood maps are continually updated through a variety of processes. Users should always verify through the Map Service Center (http://msc.fema.gov) or the Community Map Repository that they have the current effective information.

NFHL maps should not be created for unmapped or unmodernized areas.

FEMA

Date: 12/15/2017 Time: 4:54:44 PM

EXHIBIT 22



Legend

N

0 500 1,000 2,000 Feet

Annual King Tide
100-year Storm Tide
100-year Storm Tide Overtopping
Shoreline
Contaminated Site
Emergency Routes
Rail

LOTT Clean Water Alliance

PORT of OLYMPIA

Olympia

OLYMPIA SLR RESPONSE PLAN

Inundated Assets at 6" Sea Level Rise

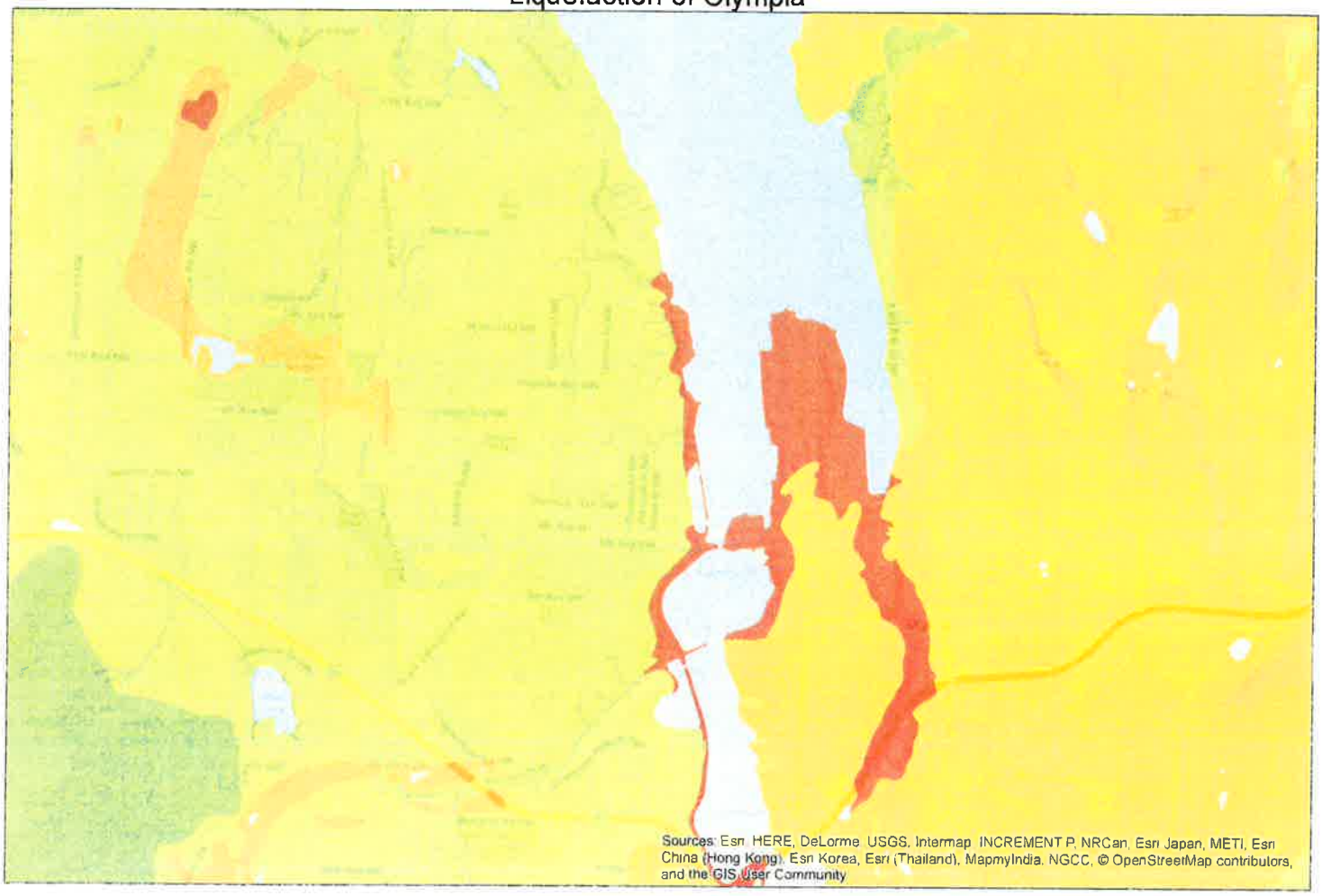
AECOM

EXHIBIT 23

Liquefaction Susceptibility

- High
- Low to moderate
- Very low
- Bedrock
- Peat
- Water

Liquefaction of Olympia



0 0.35 0.7 1.4 Miles

N

WASHINGTON STATE DEPARTMENT OF
NATURAL RESOURCES
WASHINGTON GEOLOGICAL SURVEY

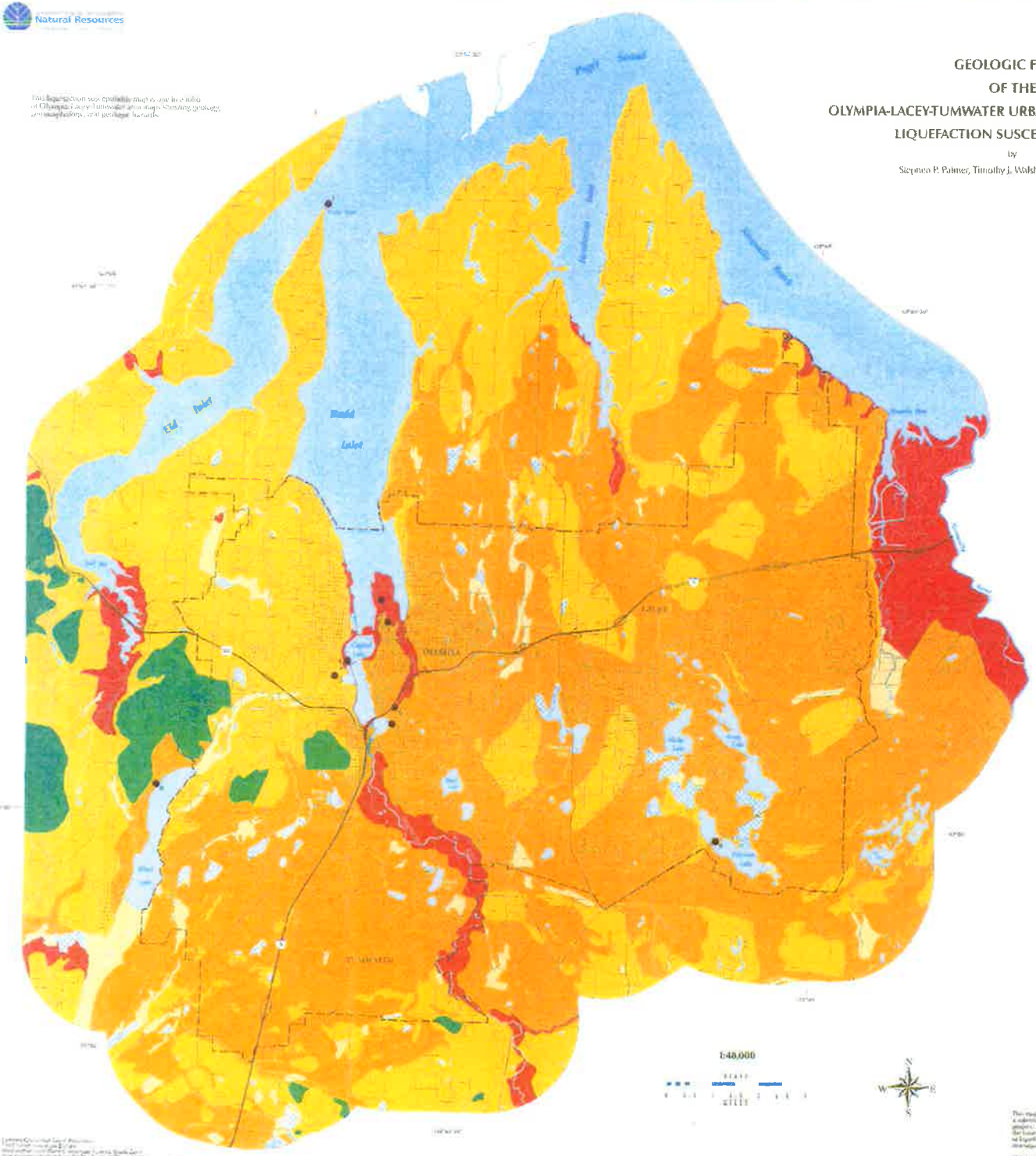
Washington Geologic Portal

Natural Resources

GEOLOGIC FOLIO
OF THE
OLYMPIA-LACEY-TUMWATER URBAN AREA, WASHINGTON:
LIQUEFACTION SUSCEPTIBILITY MAP

by

Stephen P. Palmer, Timothy J. Walsh, and Wendy J. Gerstel



WHAT IS LIQUEFACTION?

LIQUEFACTION is a phenomenon in which strong earthquake shaking causes soils to rapidly lose its strength and to behave like quicksand. Liquefaction typically occurs in geologically young sand and gravel deposits that are saturated with water, such as beaches, coastal areas, lake shores, and river valleys. When soil strength is lost during liquefaction, the overlying ground can fail catastrophically. Movement of liquefied soil can rupture pipelines, cause bridge abutments and road and railroad embankments, and tear apart the foundations and walls of buildings.

Ground deformations resulting from liquefaction-caused ground failure can damage buildings and infrastructure. Ground failure during the 1964 Great Alaska earthquake caused the greatest liquefaction-related damage to the Alaska Railroad and to the Alaska Highway. Ground failure during the 1989 Loma Prieta earthquake caused the greatest damage to the Marina District of San Francisco, where many buildings were damaged because some parts of the city were built on liquefaction-susceptible ground. Damage to the port area of Kobe, Japan, caused by liquefaction during the 1995 earthquake resulted in billions of dollars of economic loss and has been the

WHAT IS A LIQUEFACTION SUSCEPTIBILITY MAP?

A LIQUEFACTION SUSCEPTIBILITY MAP provides information of the likelihood of the ground to liquefy in a model earthquake shaking. This type of map depicts the relative but not in terms of high, moderate, or low liquefaction susceptibility. The hazard maps depicted on this map are determined using geologic mapping and liquefaction analysis. Areas that have been mapped as geologically young and liquefaction-susceptible are shown on the map. Ground shaking for the hazard map is provided by the Division of Geology and Earth Resources based on the 1949 and 1965 Puget Sound earthquakes.

HOW CAN THIS MAP BE USED?

LIQUEFACTION HAZARD MAPS such as this can be used for many different purposes by a variety of users. For example:

Emergency managers can determine which critical facilities and facilities are located in liquefaction areas.

Building officials and engineers can select areas where detailed geotechnical studies should be performed before construction or retrofitting older structures.

Facility managers can assess vulnerability of industrial and public facilities, including schools, and determine what is required to minimize soil liquefaction damage and failure.

Insurance providers can determine relative risk and aid in the assessment of insurance rates and premiums.

Land use planners can recommend appropriate zoning and land use in higher hazard areas to minimize the risk to and exposure of individuals from by reducing vulnerability.

Private property owners can make their decisions on retrofitting, part building, and repairing of their properties.

EXPLANATION

- Liquefaction susceptibility: HIGH
- Liquefaction susceptibility: LOW to MODERATE
- Liquefaction susceptibility: VERY LOW
- Liquefaction susceptibility: VERY LOW to NIL
- Peat deposits
- Major open water bodies
- Wetlands
- Historic earthquake-related ground deformation that may have been caused by liquefaction (See text for explanation)
- Urban Growth Boundary (1998)

LIQUEFACTION SUSCEPTIBILITY

HIGH	Areas underlain by unconsolidated silt, sandy silt, and fine sand, including alluvial, deltaic, and beach deposits.
LOW to MODERATE	Areas underlain by late Pleistocene glacial lake and fluvial sediments composed predominantly of sand and silt, and Holocene and fill deposits. Liquefaction susceptibility in these sediments will can be higher when the ground water table is shallow.
VERY LOW	Areas underlain by Vashon advance and recession glacial and till and other Pleistocene glacial and fluvial deposits. The risk are liquefaction susceptibility of these deposits, only as a result of direct consolidation during ground shaking, appear to be predominantly possible of only dangerous.
VERY LOW to NIL	Areas underlain by Tertiary volcanic and sedimentary bedrock. Our bedrock is not susceptible to liquefaction, but overlapped areas of thin soils or artificial fill overlying bedrock may be liquefiable.
PEAT DEPOSITS	Areas underlain by Holocene peat deposits that may have a thickness of 10 feet or greater. Peat soil, which is susceptible to liquefaction, but may underlie sediments in areas susceptible to earthquake shaking. Saturated conditions, the peat deposits may be liquefiable.

The map is intended only as a general guide to relative susceptibility to liquefaction. The map is not a substitute for site-specific investigations to assess the potential for liquefaction, for any development project. Because the data used in the liquefaction susceptibility assessment have been collected on the basis of regional geologic mapping, this map cannot be used to determine the presence or absence of liquefiable soils for specific sites. The determination requires a site-specific geotechnical investigation performed by qualified practitioners.

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EXHIBIT 24

3rd EDITION

HAZARDS MITIGATION PLAN

FOR THE THURSTON REGION

The Emergency Management Council of Thurston County

April 2017

Prepared by Thurston Regional Planning Council

Goals and Objectives

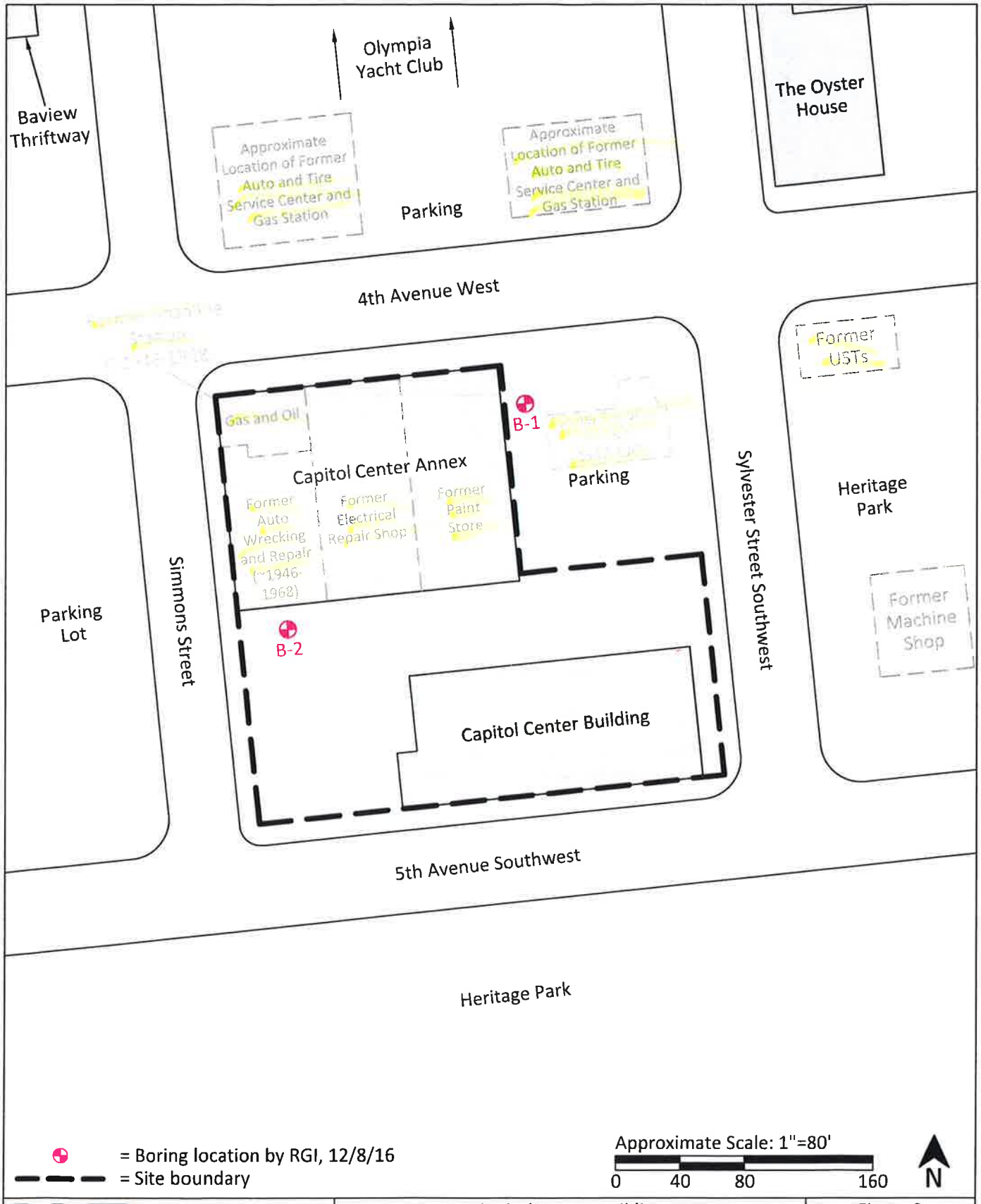
The goals translate the plan's Guiding Policies (Chapter 6) into a more detailed framework for hazard mitigation decision-making. Five goals serve to protect what is most important to the community: people; infrastructure; property; environment; and economy. Four goals are critical for achieving the plan's vision – the effort required to create a disaster resilient region: building community support; expanding understanding of hazards; implementing effective mitigation strategies; and increasing community awareness.

The objectives define actions or results that can be translated into measurable terms and specific assignments for implementation. Each mitigation initiative identified in the core plan and in the plan partners' annexes tie to one or more objectives.

1. **Protect life**
   A. Design, build, operate, and maintain disaster resistant communication systems that provide emergency notifications and instructions.
   B. Decrease the impacts of hazards on at risk individuals or special needs populations.[1]
   C. Address emergency evacuation needs, prioritizing areas of the community where mitigation strategies are ineffective or cost prohibitive.
   D. Train and equip emergency service providers to effectively respond to hazard events.
2. **Protect infrastructure**
   A. Maintain and upgrade roads, bridges, and other transportation infrastructure and services to withstand the effects of hazards without prolonged operational disruptions.
   B. Maintain and upgrade utility systems and services to withstand the effects of hazards.
   C. Maintain or replace public buildings such as offices, schools, and other facilities to withstand the effects of hazards.
   D. Strengthen or relocate critical facilities or create protective spaces or infrastructure around them so they are not significantly affected by the effects of hazards
3. **Protect property**
   A. Minimize the number of properties that are situated in hazard prone locations.
   B. Protect and preserve vital records, data, information technology systems, and facility contents.
   C. Safeguard objects or places that have cultural or historic significance.

[1] Special Needs Populations: Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, [1]transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who are transportation disadvantaged. Glossary, National Response Framework.

EXHIBIT 25



RILEYGROUP Corporate Office 17522 Bothell Way Northeast Bothell, Washington 98011 Phone: 425.415.0551 Fax: 425.415.0311	Capitol Center Building	Figure 2
	RGI Project Number 2016-189A Geotechnical Exploration Plan	Date Drawn: 06/2017
	Address: 410 5th Avenue Southwest & 411 4th Avenue West, Olympia, Washington 98501	