

# Capitol Boulevard Corridor Plan

CITY OF TUMWATER  
THURSTON REGIONAL PLANNING COUNCIL

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# THANK YOU!

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# Introduction

## PURPOSE

Capitol Boulevard functions as a major arterial, carrying heavy traffic around and through Tumwater. It is also a historic major route as a segment of the old Highway 99 alignment that extends from Canada to Mexico. Prior to 1980, Capitol Boulevard was a center for commerce and activity. With the growth of regional commercial areas in and around Tumwater, that prior vibrancy has declined over the past three decades. The street is now primarily automobile-oriented despite community interest in walking and bicycling. It has not been the location of significant new private investment for some time. The growth of State office buildings at the south end of the corridor in the late 1990s did not spur much additional development in the rest of the corridor.

Thus, the purpose of this report is to improve:

- 1) Economic conditions along the corridor,
- 2) Transportation options and safety for walkers, cyclists, and motorists, and
- 3) The aesthetic appeal of the Boulevard.

To achieve the above, this report proposes:

- More intense mixed-use neighborhood centers to promote activity on the Boulevard while protecting existing neighborhoods from drastic change,
- Street improvements to create great bicycling, walking, and transit environments, reduce traffic congestion and slow traffic in neighborhoods, and
- A range of strategies to unify the character of Capitol Boulevard.



Figure 1-1. Aerial view of Capitol Boulevard

## REPORT ORGANIZATION

*Chapter 1: Introduction* outlines the purpose and organization of this report.

*Chapter 2: Background* describes how Capitol Boulevard fits into the overall city and regional context. To more fully understand the purpose and direction of the study, the chapter explores:

- The Boulevard as Tumwater’s best chance for a mixed-use center,
- The Boulevard’s designation as a “priority urban corridor” by Thurston Regional Planning Council, and
- A history of past efforts.

*Chapter 3: Process* explains the start to finish schedule of the project, from funding for the study to community engagement, recommendations, and implementation strategies.

*Chapter 4: Existing Conditions* provides a picture of the economic, transportation, land use, and urban design environment at the time of the study.

*Chapter 5: Goals and Objectives* summarizes the public input from the residential surveys, focus group meetings, business interviews, and public

workshops and acts as the guiding principles for the recommendations that follow.

*Chapter 6: Concept* describes the major changes needed to transform Capitol Boulevard into the center of functional, beautiful, active neighborhoods with a healthy residential setting and thriving businesses.

*Chapter 7: Elements* details distinct strategies to accomplish the overall concept. They are categorized under:

- Land use and development,
- Transportation, and
- Neighborhood enhancements.

This chapter offers the most detailed information about specific actions to achieve the project’s objectives.

*Chapter 8: Implementation* translates the recommendations from the previous chapter into implementable steps. It describes how projects may be phased and identifies primary participants, timeframes, and necessary resources.

# Background 2

## CAPITOL BOULEVARD'S ROLE IN THE CITY

Capitol Boulevard is a unique mix of neighborhood-serving and highway-oriented businesses surrounded by longstanding residential areas. Near the geographic center of the city, it is Tumwater's best opportunity for "mixed-use" neighborhoods, where people live close enough to shops, restaurants, jobs, schools, and recreation to create an active 18-hour a day community.

Other geographic areas that play major roles in Tumwater's civic environment, economy, and history include the civic center, Littlerock Road, and the Brewery District (see Figure 2-1):

- To the south, the City Hall, library, fire station, and high school create Tumwater's civic center. Because Tumwater Boulevard does not have the commercial activity or proximity to existing neighborhoods that Capitol Boulevard has, it is not as ripe for mixed-use neighborhoods as Capitol Boulevard.
- To the west, Littlerock Road has become a high-performing, regional format retail hub. Although street improvements created a safer bicycling and walking environment on Littlerock Road, the scale of buildings and parking lots is too large to support a fine-grained mixed-use neighborhood. This area will likely remain predominately automobile-oriented and will not have the urban form necessary to create a synergy between residents and commercial activity.
- To the north, the historic Brewery District presents another opportunity for a mixed-use neighborhood, but it is geographically more tied to southern Olympia than the center of Tumwater. It is also undergoing a separate planning process.

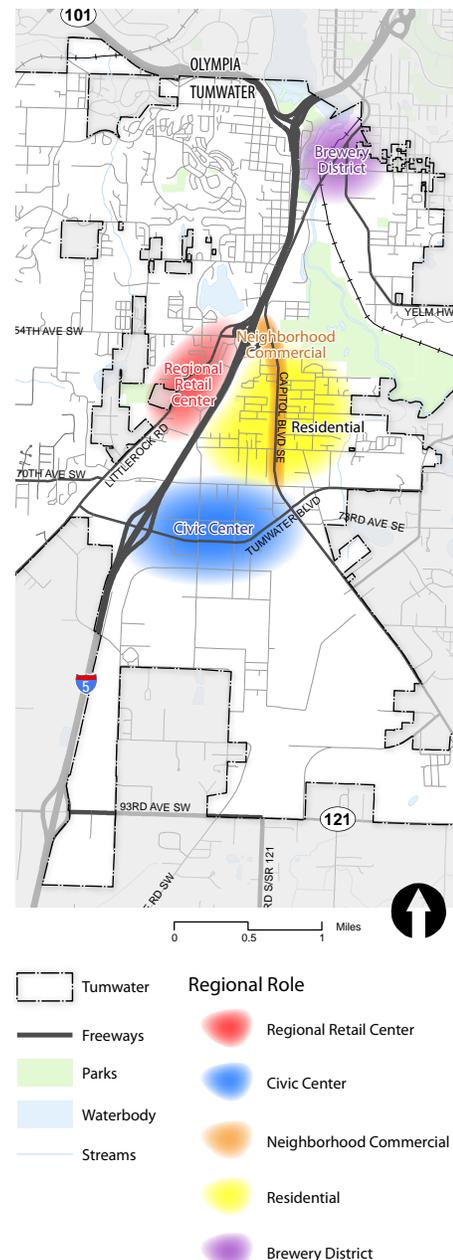


Figure 2-1. Capitol Boulevard's citywide context

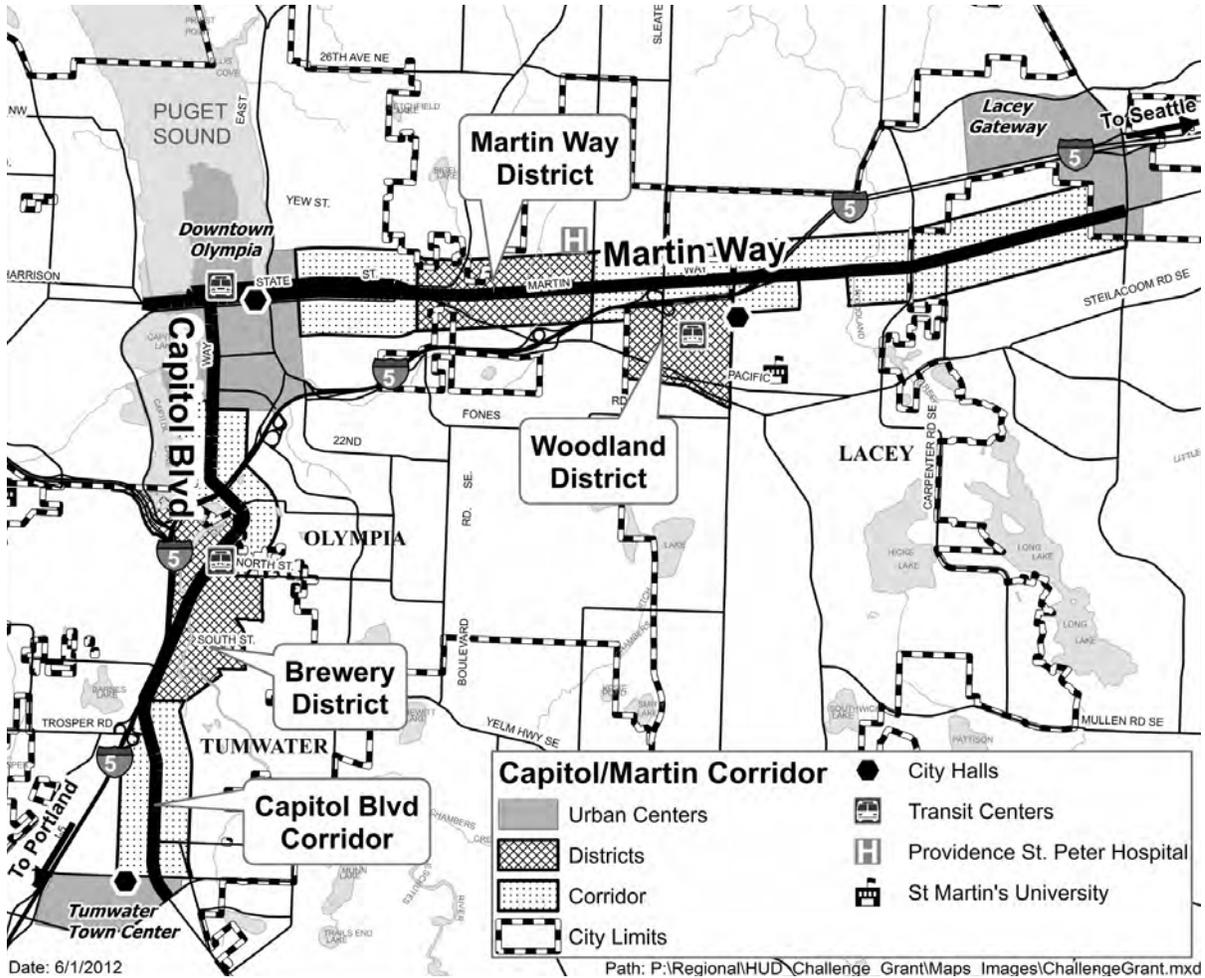


Figure 2-2. TRPC's Urban Corridor Task Force's priority urban corridors map

These three other centers are important, but they do not offer the unique opportunities of Capitol Boulevard, which can be the central commercial corridor that serves nearby residences with needed amenities, while being within an easy walk, bike ride, or drive from people's homes. Capitol Boulevard is a prime area for vibrant, people-oriented, mixed-use neighborhoods because:

- The Southgate shopping center and businesses along the Boulevard already serve the neighborhoods with commercial amenities,
- Fairly dense housing, especially around the Hearthstone development, provides the start of a strong consumer base,
- Capitol Boulevard supports major regional transit routes to and from Olympia, important for people living and working along the Boulevard, and
- Capitol Boulevard has substantial recreational open space opportunities, schools, and easy access to Interstate-5, making it desirable for living, working, recreating, and learning.

Given the proximity and scale of existing commercial and residential land uses and the clear opportunity for public parks, trails, and gathering spaces; the synergy needed to create a lively neighborhood ambience appears achievable. Capitol Boulevard currently is the single-most favorable place in Tumwater for creating vibrant, active, community-oriented mixed-use centers.

## CAPITOL BOULEVARD AS A PRIORITY URBAN CORRIDOR

Capitol Boulevard is identified as a priority corridor by [The Urban Corridors Task Force](#) of the Thurston Regional Planning Council (TRPC). The Task Force studied corridors in the region to understand their roles and opportunities for becoming people-oriented places that encourage and support transit use. They identified the old State Highway 99 route (that preceded Interstate-5) as a priority corridor, with the Capitol Boulevard study area at its southern end (see Figure 2-2). Capitol Boulevard connects the city centers of Lacey, Olympia, and Tumwater; is served by 15-minute transit service; and is a logical corridor if more intensive, urban transit services like street cars or bus rapid transit are introduced in the future.

The Task Force envisions the corridor with increased transportation choices, walkable streets and neighborhoods, easy transit, safe bicycle routes, and adequate vehicle flow. To get there, it must feature supportive land uses, such as higher-density housing, public amenities, recreational opportunities, and retail and service conveniences. As part of a federal grant<sup>1</sup> supporting the Task Force's work, TRPC has been aiding Tumwater throughout the Capitol Boulevard process to remove barriers to infill and redevelopment that would support this type of urban corridor.

## HISTORY OF PAST EFFORTS

Since the construction of Interstate-5 in the 1950s and the freeway interchange at Trosper Road, Capitol Boulevard has seen substantial change and a range of efforts to improve its land use, transportation, and economic functions:

- In the 1960s, the City proposed forming a Local Improvement District (LID) to underground wires, but the cost (at the time, \$70,000) discouraged property owners from supporting the project,
- The 1980s saw the expansion of the two-lane roadway to five lanes,
- A 1980 traffic study suggested the 6th Avenue SE pedestrian right-of-way become a street, but a property owner battled the project in court for 9 years,
- A rezone in the 1990s required parking on the back side of buildings, but Council repealed the legislation 8 months later,
- Design regulations were adopted in \_\_\_\_\_ that prevent glare, screen dumpsters, preserve or replace trees, and so on,
- A 2004 Capitol Boulevard Access and Streetscape study analyzed traffic, level of service, freeway access, business access, and identity and aesthetics, and explored alternatives for improving traffic flow onto Interstate-5 and business access and circulation, and
- A 2006 Subarea Plan for Littlerock Road spurred a major street overhaul with roundabouts and bike lanes and brought massive large format retail stores, such as Walmart and Costco. But this development drew some of the economic energy away from Capitol Boulevard.

The lack of progress on some fundamental issues and diminished economic conditions led to the

<sup>1</sup> See the Process chapter for more information about this grant.

current need for action. Today, political conditions are much more favorable for spurring positive change on Capitol Boulevard. In general, there is public support for rejuvenating Capitol Boulevard. Also, extensive business and property owner and residential outreach throughout this process makes continued support more likely than in past efforts.



## RELATIONSHIP TO CITY PLANS

The City's 2010 Economic Development Plan and 2010-2015 Strategic Plan identified Capitol Boulevard as a priority area for infrastructure enhancements and attractive redevelopment. It is also a part of the City's Strategic Priority to "Aggressively pursue targeted community development opportunities." These plans support the transformation of the Capitol Boulevard corridor from "M" Street to Israel Road (70th Avenue) by improving its traffic flow, visual appeal, and economic functioning through infrastructure enhancement and the development of attractive places in key areas. The plans recommend identifying opportunity sites and supporting them through infrastructure investment, streetscape improvement and beautification efforts, as well as zoning and design standards. Infrastructure, land use, and design strategies need to encourage private investment and opportunities for greater commerce.

Both the Strategic Plan and the Economic Development Plan were adopted in 2010 and are mutually consistent in regards to the goals for Capitol Boulevard. The Economic Development Plan is part of Tumwater's Comprehensive Plan, whereas the Strategic Plan is a Council Document and is not a component of the Comprehensive Plan.

## GRANT FUNDING AND TRPC INVOLVEMENT

Capitol Boulevard is identified as a priority corridor by [The Urban Corridors Task Force](#) of the Thurston Regional Planning Council (TRPC). In 2010 the Thurston Regional Planning Council received a Federal Department of Energy Grant focusing on transportation-related energy use. One of the tasks within the grant was to assist the City of Tumwater in their efforts to remove barriers to infill and redevelopment along key transportation corridors. The goal was to increase transportation choices along this key urban corridor, including supporting walkability, transit use, bicycle safety, and vehicle flow. This grant funded the Brewery Visioning Project, and TRPC's participation in the Capitol Boulevard project. Also as part of this grant, TRPC conducted a residential survey to understand transportation issues and a marketing campaign to educate businesses about commute trip reduction.

The investments in these projects are being leveraged by a 2012 Department of Housing and Urban Development Community Challenge Grant—a partnership between the Cities of Tumwater, Lacey, and Olympia, Thurston County, Intercity Transit, and TRPC. Additional visioning and planning projects are underway or planned for the Tumwater Brewery Neighborhood District (the area around the Brewery), Woodland District in Lacey, and the Martin Way Corridor in Olympia. All of these projects will support the investments the community has made in transit service along these key urban corridors.

## COMMUNITY ENGAGEMENT

The project was guided by broad-based public and technical input from a variety of sources, including:

- The focus group, which consisted of 19 community representatives and met five times throughout the process,
- The oversight committee, which was comprised of City staff and provided guidance at three key points, and
- The City Council review in July and November 2012.

But by far the most extensive participation element was a broad spectrum of work sessions, special topic meetings, interviews, survey, and public open houses. These activities are classified below and Figure 3-1 illustrates how the major events fit within the work schedule. The project work tasks included information gathering, community visioning, analysis of ideas and concepts, and refinement of recommendations, with all stages of the process vetted by community members in the venues described below.

### 2011-2012 OUTREACH TOTALS

24,414 letters/flyers sent

5,568 e-mail notifications

4,000 surveys sent

260 business contacts/interviews

16 public meetings/open houses/  
presentations (4 have been televised)

3 newspaper articles

## RESIDENTIAL SURVEY

In 2011, TRPC sent surveys to approximately 4,000 residents living near Capitol Boulevard. The major issues identified included:

- The desire for less traffic/ congestion,
- The desire for more businesses, particularly restaurants,
- The need to improve access to businesses for motorists,
- The need for safer crosswalks,
- The need for facilities that promote safe bike travel, and
- The desire for improved aesthetics along the street.

See Appendix A for full survey results.

## BUSINESS AND PROPERTY OWNER INTERVIEWS

Consultant staff interviewed 40 business and property owners along Capitol Boulevard during April and May, 2012. Along with the issues identified by residents above, some additional themes include:

- The perception of Tumwater as an expensive place to develop or extensively remodel,
- The desire for increased evening activity, and
- The dependency on State workers for business.

See Appendix A for additional interview results.

## LISTEN-IN

Because of the number of negative views expressed in the business and property owners' interviews about City building and land use permitting and development, Tumwater hosted its first ever "Listen-In" in May 2012. City staff and consultants invited property owners, developers, and the business community to air grievances and let the City know how it can improve its planning and development processes. Participants voiced concerns with past

# Schedule

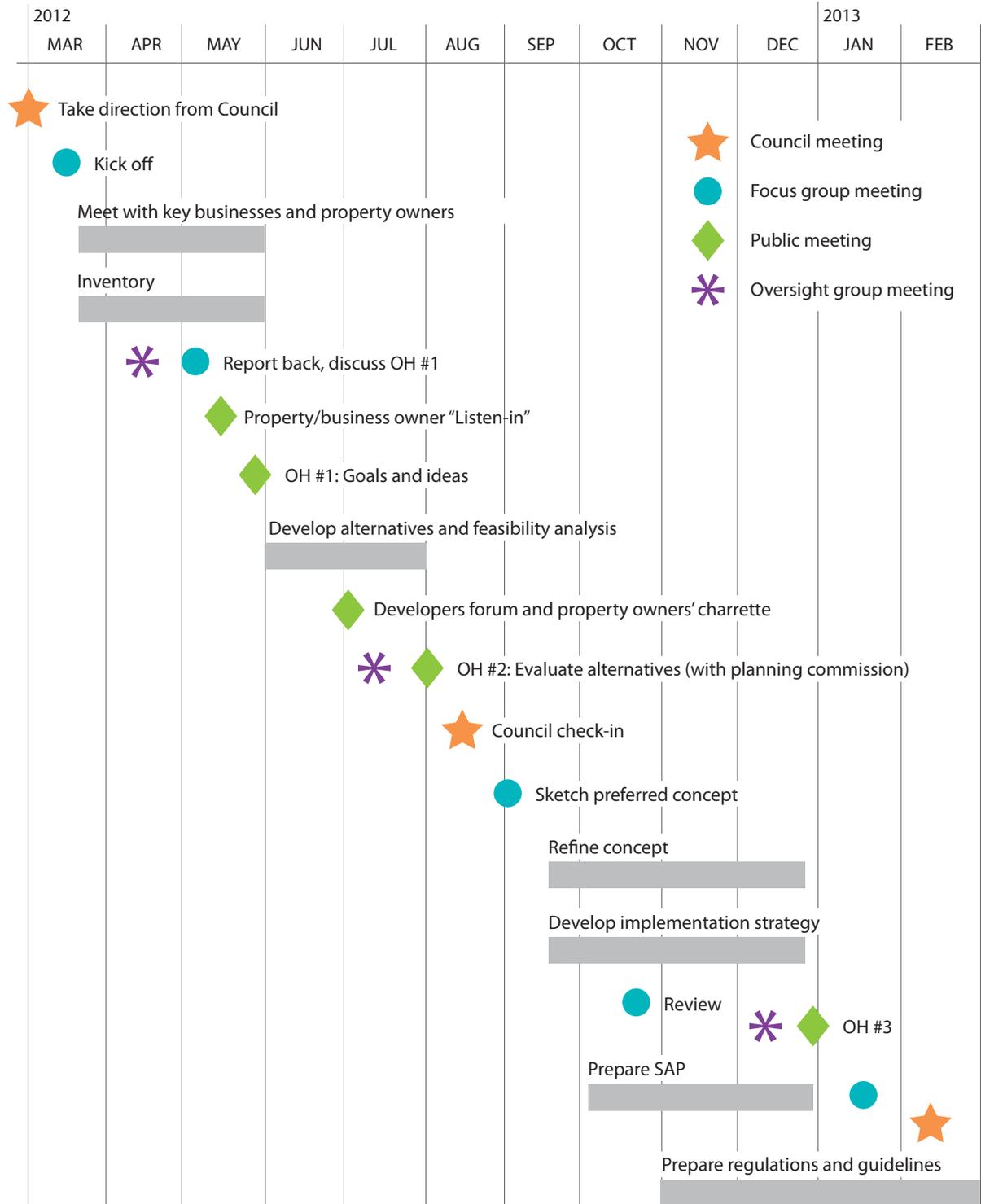


Figure 3-1. Project schedule

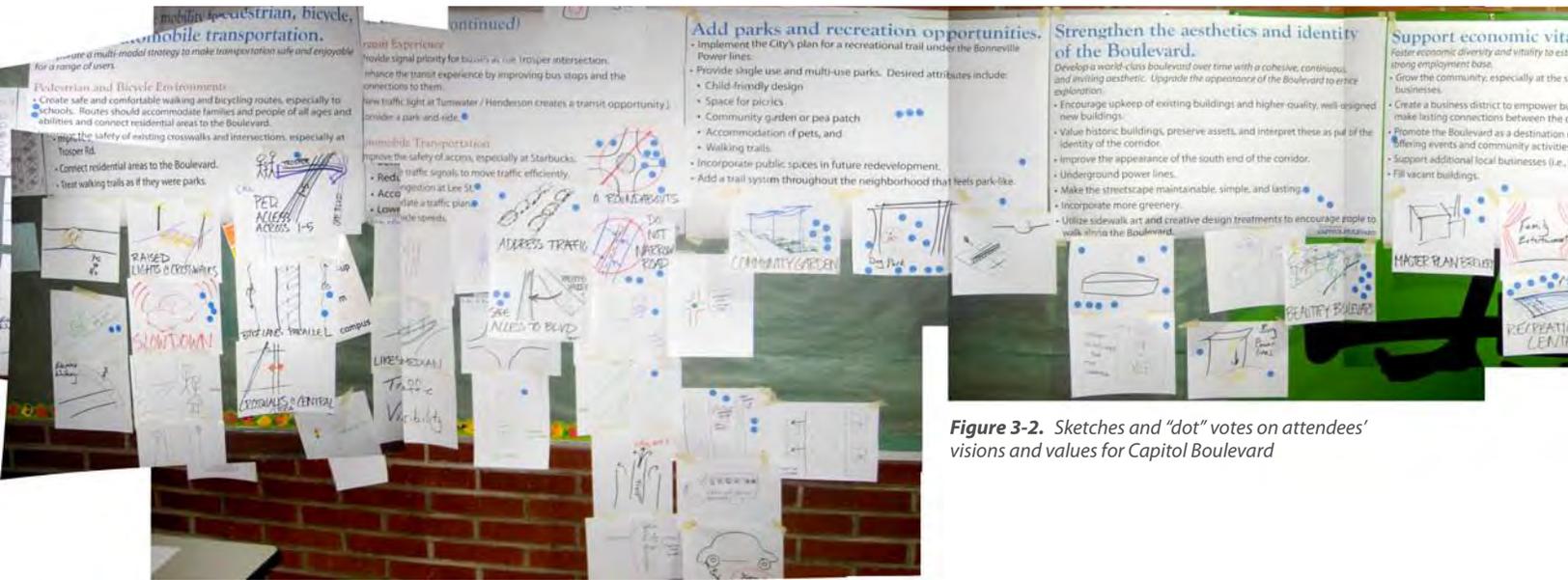


Figure 3-2. Sketches and “dot” votes on attendees’ visions and values for Capitol Boulevard

City practices, but no issues arose regarding current practices.

### PUBLIC OPEN HOUSES

Four open houses were conducted throughout the process to gauge community interests and gather feedback on proposals.

#### Open House #1, May 30, 2012

Consultant staff introduced the project to approximately 100 community members at Peter G. Schmidt Elementary School, talking about what planning can accomplish on this type of corridor, current economic conditions, results from the business and property owner interviews and first focus group meeting, and the existing physical environment. Following the presentation, participants brainstormed and prioritized their goals

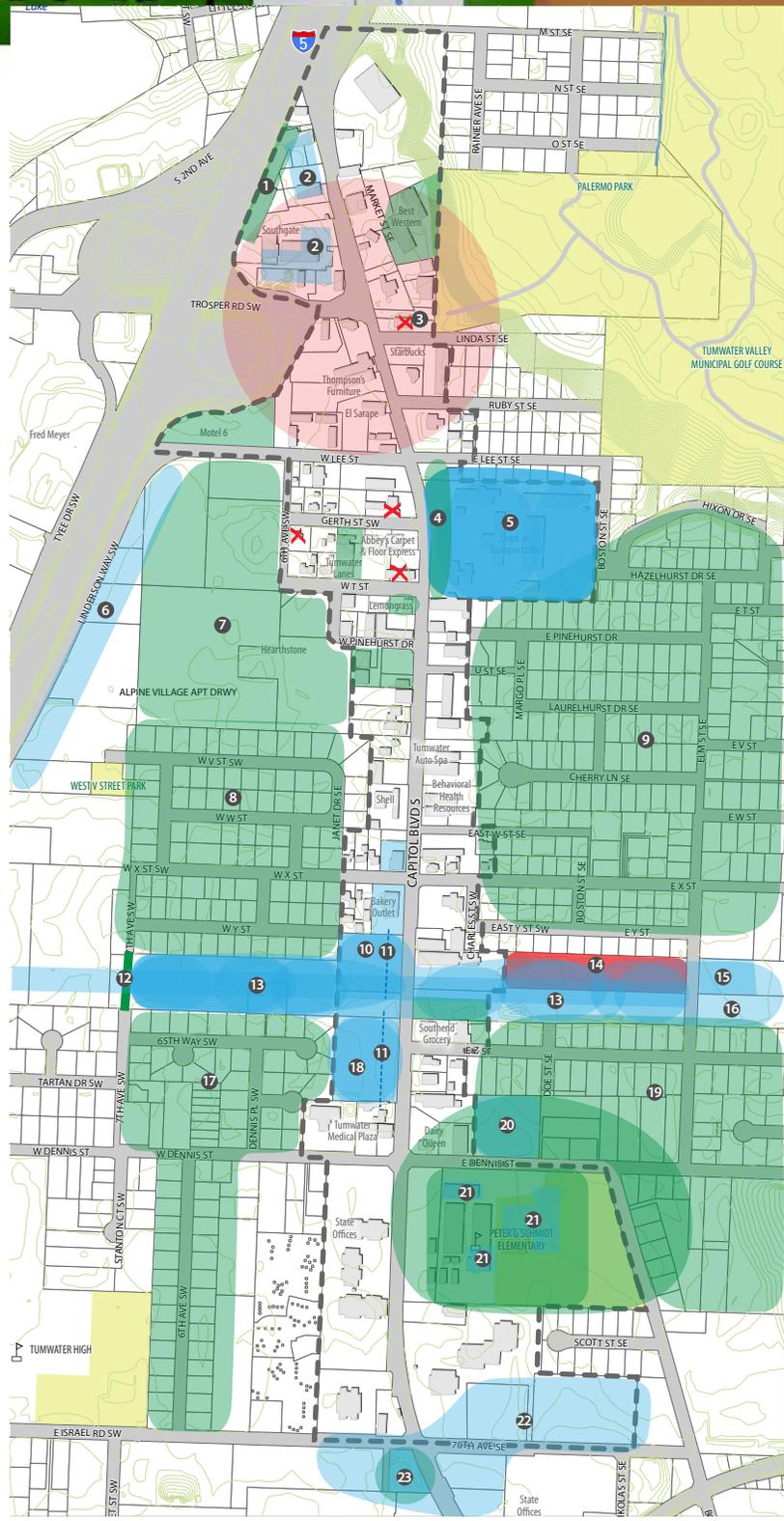
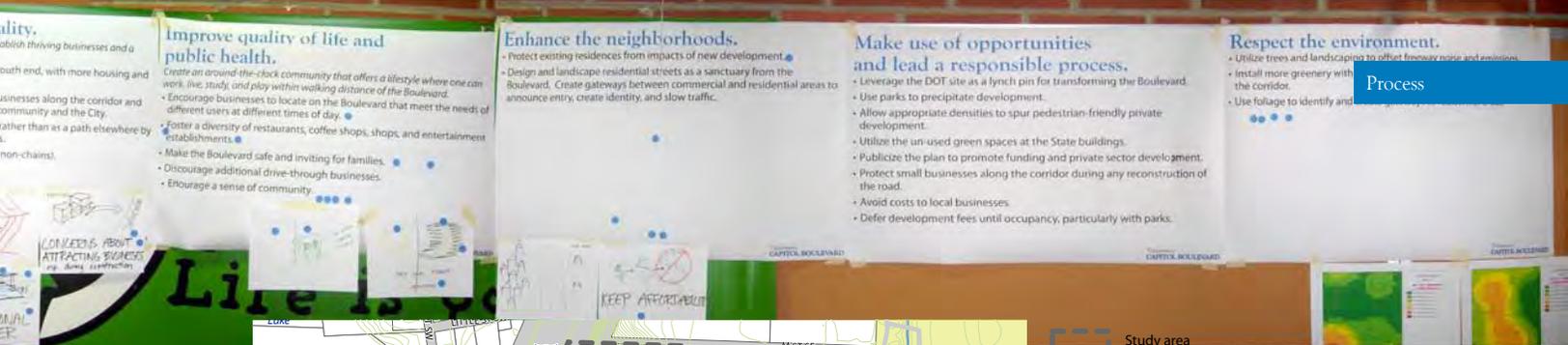
and objectives for the project (see sketches with informal “dot” votes in Figure 3-2), which included:

- Improve the mobility, safety, and experience of pedestrian, bicycle, bus, and automobile transportation,
- Provide parks and recreation opportunities,
- Strengthen the aesthetics and identity of the Boulevard,
- Improve quality of life and public health,
- Support economic vibrancy,
- Respect the environment,
- Enhance the neighborhoods, and
- Make use of opportunities and lead a responsible process.

In small groups, they drew their ideas and suggestions for the area on maps and noted the types of development they would like to see (Figure 3-3). Regarding land use (Figure 3-4), participants expressed great interest in the Department of Transportation site redeveloping with retail and restaurant services as a “town center” and the power lines corridor being transformed for recreational and community purposes. They advocated for protecting and preserving existing residential areas. They suggested that the Troser interchange area



Figure 3-3. Open House #1 small group mapping activity



- Study area
- Schools
- Parks and recreation
- Informal/planned Deschutes Valley Trail
- Change
- Keep
- Redevelop

**General Comments**

- No more gas stations or banks
- More family restaurants
- No more fast food
- Keep directory boards for small businesses
- Dog park

- 1 Keep & improve businesses
- 2 Parking behind businesses
- 3 Too many drive-throughs (X)
- 4 Leave trees here
- 5 Ideas for DOT site:
  - Mixed use
  - Careful redevelopment
  - High rise shopping mall
  - Movie theater
  - Restaurants
  - Swim center
  - Shopping center
  - Town center
- 6 New development
- 7 Residential neighborhood - apartments
- 8 Residential neighborhood
- 9 Residential neighborhood and complete sidewalks
- 10 New development:
  - Bakery
  - Small restaurant (non-fast food)
  - Housing - condos (keep State workers living locally)
  - Mixed use (ground floor retail)
- 11 Setback/buffer new development from C.B.
- 12 Preserve existing path
- 13 Ideas for new development under power lines:
  - Walking/biking trails
  - Community garden
  - Recreation
  - Dog park
  - Open spaces
  - Park
  - Farmers market
  - Linear park
  - Also, insurance issues under power lines?
- 14 Clean-up!
- 15 Park
- 16 Sports field
- 17 Residential neighborhood
- 18 Ideas for new development:
  - Apartments for State employees
  - Mixed use
- 19 Residential neighborhood
- 20 Residential apartments
- 21 Educational center
- 22 Possible recreation & entertainment
- 23 Farmers Market and Old Exchange

Figure 3-4. Compiled land use ideas from Open House #1

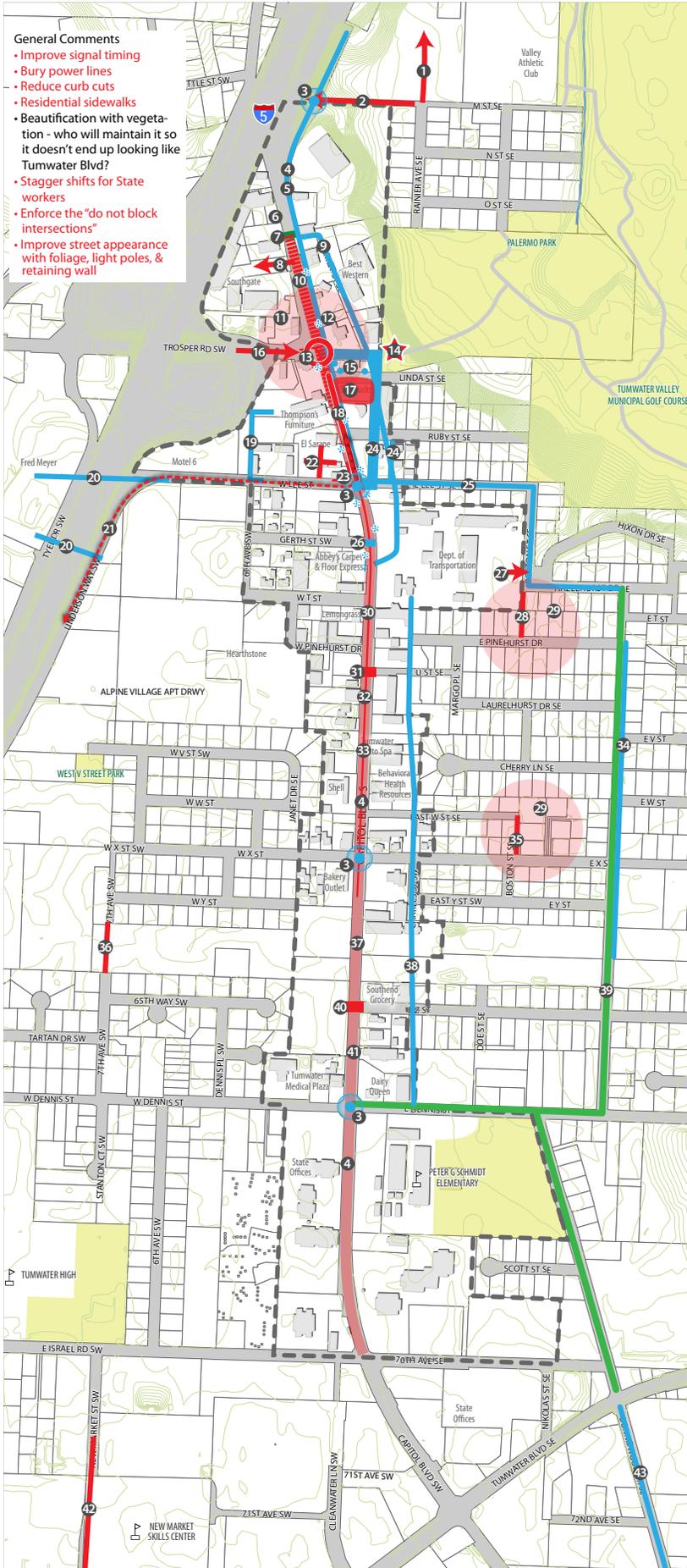


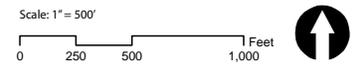
Figure 3-5. Compiled transportation ideas from Open House #1

Tumwater  
CAPITOL BOULEVARD

TRANSPORTATION COMMENTS

- Study area
- Schools
- Parks and recreation
- Informal/planned Deschutes Valley Trail
- Change
- Keep
- Redevelop

- 1 Connection
- 2 Better access from M to C.B.
- 3 Roundabout
- 4 More trees along the boulevard
- 5 Widen, improve aesthetics, keep 5 lanes, & add bike lanes
- 6 Improve visibility
- 7 Keep this great crosswalk! (add flashing lights?)
- 8 One entry
- 9 Road/bike path
- 10 No left turns
- 11 Reduce or eliminate driveways on C.B.
- 12 Add flower baskets/ornamental street lights (\*)
- 13 Improve intersection (signal timing)
- 14 Promote trail head
- 15 More trees (●)
- 16 New sign directs traffic to go straight for Starbucks, Burger King, & Taco Time
- 17 Raised bumps in the median to prevent left-turn into Starbucks
- 18 Median & shared driveways
- 19 New road
- 20 Pedestrian overpass (options from 2 groups)
- 21 Use Linderson for circulation
- 22 Remove fence
- 23 Ease corner
- 24 Road options
- 25 Bike lane
- 26 Signal
- 27 DOT: make an exit out to Boston St?
- 28 Footpath not maintained by City. Hazardous, bordering homeowners have to pick up trash, & not lighted.
- 29 Improvable by community groups (given funds for material). Lighting, gravel or pavers, foliage, & art
- 30 Solid traffic blocks roads at 5pm from Bakery to Trospen
- 31 Move dangerous crosswalk to mid-block
- 32 Sandwich boards block view while pulling out onto Capitol
- 33 Get rid of junky looking signs
- 34 Bicycle lanes on parallel streets
- 35 Re-open alley
- 36 Make through street
- 37 Underground powerlines
- 38 Bike path parallel to C.B., but not on it
- 39 Keep, use, and promote existing bike lane! (instead of C.B. bike lane)
- 40 Improve crosswalk, improve visibility
- 41 Better environment for people walking along the whole street
- 42 Cut through to Tumwater Blvd.
- 43 Bike lane



## DOT Site Northern Neighborhood Center

Process

needs the most change in terms of the number of drive-throughs and overall aesthetics.

In regard to transportation (see Figure 3-5), the groups overwhelmingly asked to change access to businesses (especially Starbucks) between Trosper Road and Lee Street and to improve the aesthetics of Capitol Boulevard with street trees, lights, improved signage, and so on. Many groups argued for a variety of off-Capitol Boulevard connections and existing and future bike routes. For photos of individual group maps, see Appendix A.

### Open House #2, July 16, 2012

City, TRPC, and consultant staff responded to initial community values, visions, and suggestions for improving the Boulevard at the second open house, also held at Peter G. Schmidt Elementary School. They presented a summary of the Open House #1 results and then asked for feedback on a range of land use and transportation ideas. Participants gave an overall positive response to the redevelopment concepts (e.g., high-intensity neighborhood centers at the DOT site and near the BPA/Bonneville Transmission Lines corridor (Figure 3-6)) but had diverse opinions on the transportation ideas because of expense to the City and a lack of information on roundabouts. In general:

- People really like the idea of a new street parallel to Capitol Boulevard between Lee and Trosper to reduce left turns into the Starbucks area,
- Some people really want bike lanes on Capitol Boulevard as soon as possible, but there must be a realistic way to accomplish this, and
- Some people asked the consultants to look more seriously into roundabouts and other transportation options.

### Drop-in Property and Business Owner Open House, October 15, 2012

As the suggestion for street connections parallel to Capitol Boulevard between Trosper and Lee Streets became more popular, City staff recognized the significant impact they would have on residents and businesses in the area. They invited all residents, property owners, and business owners from M Street to Pinehurst Street east and west of Capitol Boulevard. Approximately 20 people came to the meeting and discussed the particular impacts to them. Figure 3-7 notes their comments. In general, residents wanted the City to fully understand the impacts to residents, but



(Expanded)



380 residential units  
45,000 square feet retail

### West of DOT Site



- Install "Neighborhood Gateways" and traffic calming near residential areas.
- Traffic signals. Direct most vehicles and locate parking along Lee and T Streets where there are signals.
- Retain current zoning (although, perhaps, allow greater intensity).
  - Commercial with residential
  - Multi-family
- Orient storefronts to Capitol Boulevard and Gerth St.
- Create a highly pedestrian and bike-friendly environment along Capitol.
- Create a pleasant pedestrian environment along Gerth and 6th Street.
- Existing bus stop

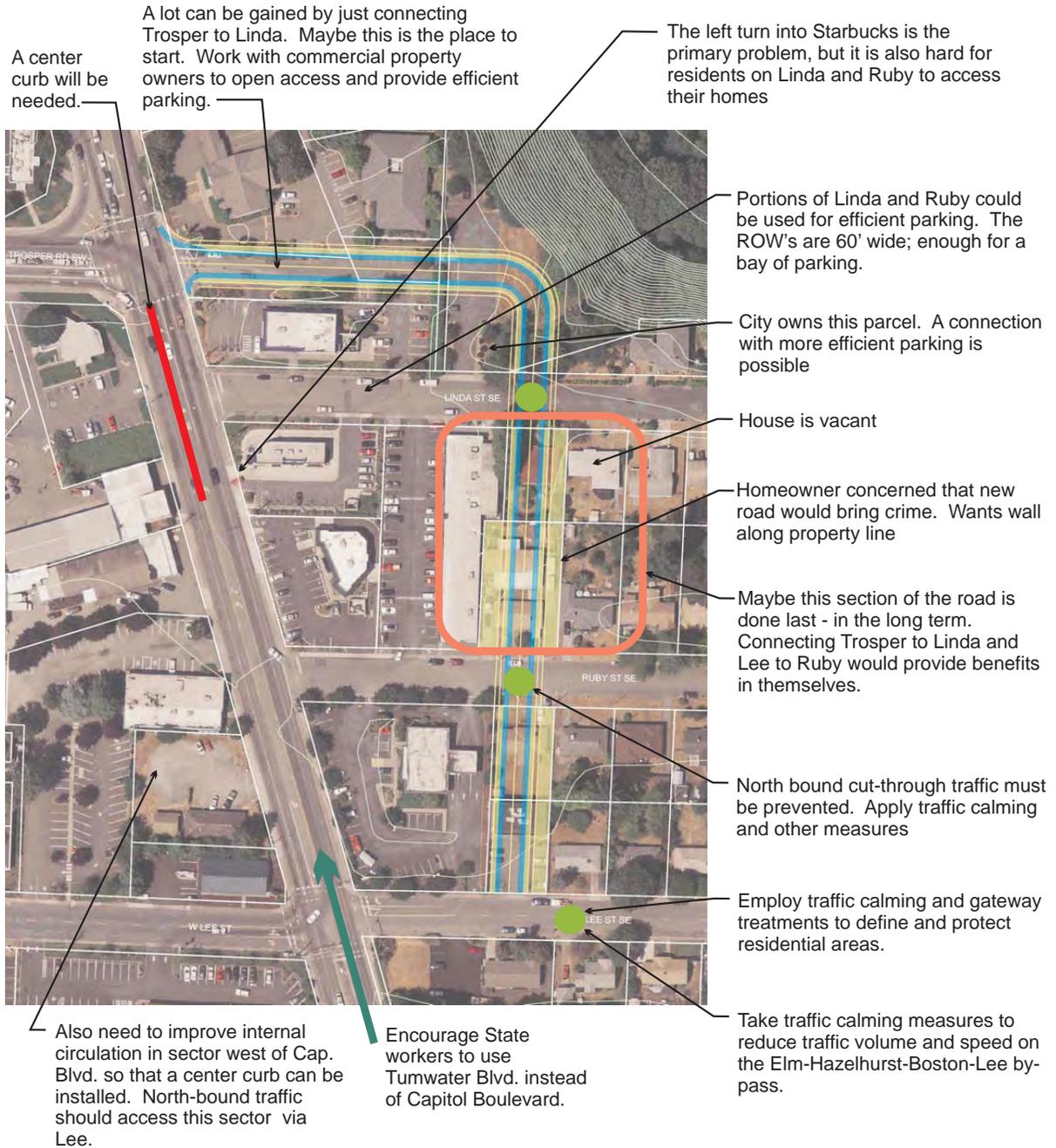
### Southern Neighborhood Center



- Potential redevelopment
  - Review zoning to remove unnecessary obstacles.
- High priority pedestrian/streetscape improvement
- Pleasant streetscape (exist)
- New pedestrian/bicycle traffic signal
- Develop new park (through park planning process)
- Shared use path
- Bike lanes
- Signed shared lane
- Potential bike lanes (depends on right-of-way parcel)
- Existing bus stops
- Existing schools
- Existing parks and recreation

Figure 3-6. Redevelopment concepts presented at Open House #2

Watch the videos of Open House 2 and 3 at <http://tctv.net/vod/index.php>. Click to begin, then scroll to and select "Tumwater Capitol Boulevard Planning Project."



**Figure 3-7.** Property and business owner comments on Troser to Lee north-south access street connection

understood the benefit of the off-Capitol Boulevard connections to the City as a whole.

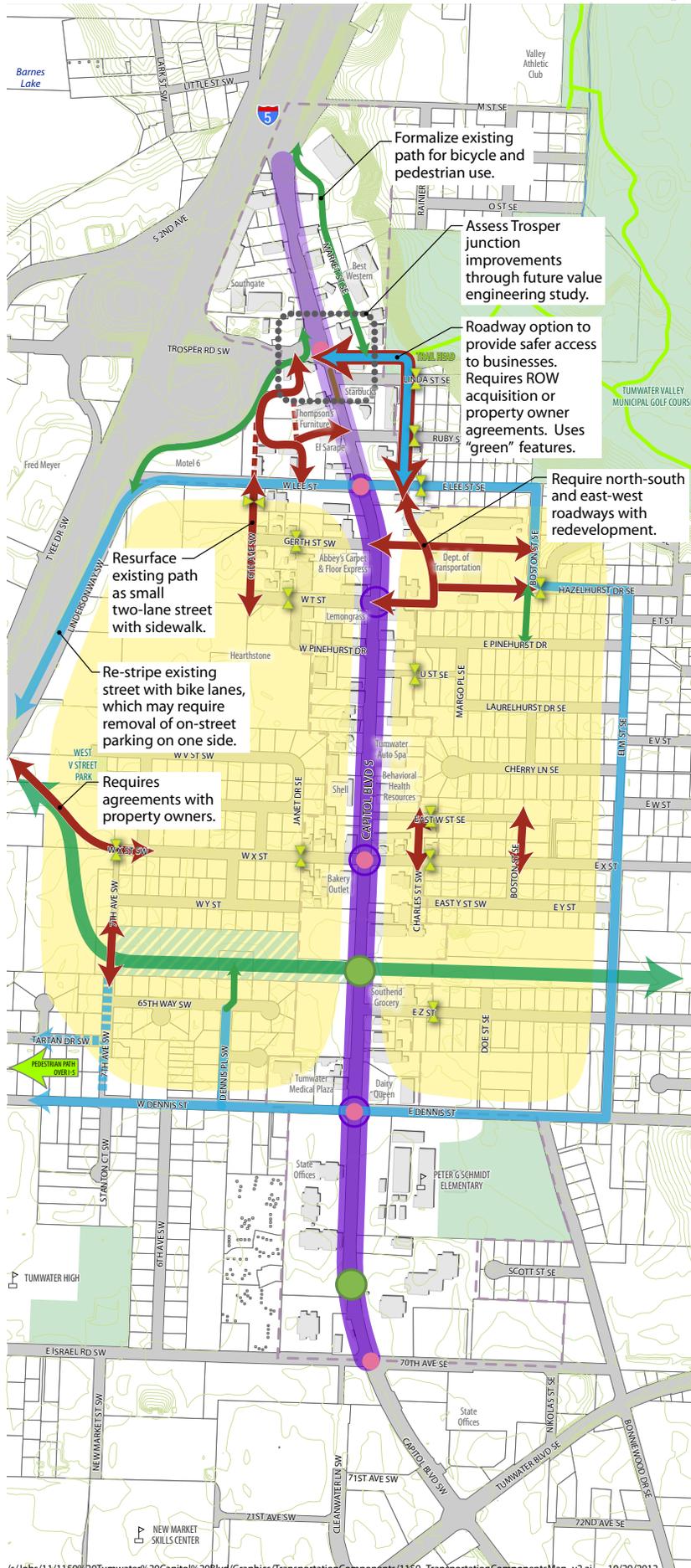
### Open House #3, October 30, 2012

This open house was added to the schedule because of a desire for more information on transportation options for Capitol Boulevard. See Figure 3-7 for

Tumwater  
CAPITOL BOULEVARD

## TRANSPORTATION COMPONENTS

Process



### BICYCLE & PEDESTRIAN IMPROVEMENTS



#### Alternatives for Capitol Boulevard

(all include excessive speed reduction):

- 1) Leave right-of-way as is, focus on improvements behind the curb
- 2) Acquire 10' of right-of-way on each side for bike lanes and improved pedestrian realm
- 3) Apply roundabouts and medians within existing right-of-way to accommodate bike lanes (potential roundabout locations: ○)

↔ Shared-use path (bicycle and pedestrian)

← Bike lanes

← Signed shared lane

### STREET CONDITIONS

↔ Street options to improve connectivity of street network

— Curb preventing left turns south of Trospen

● Traffic calming and neighborhood connectivity

⚡ Residential gateways (create distinct identity, calm traffic, and treat rain water)

● Existing traffic signal

● New pedestrian/bicycle traffic signal

○ Area requiring future study

### NEIGHBORHOOD FEATURES

🏫 Schools

🌳 Parks and recreation

▨ Potential future park

— Informal Deschutes Valley Trail

▭ Study area

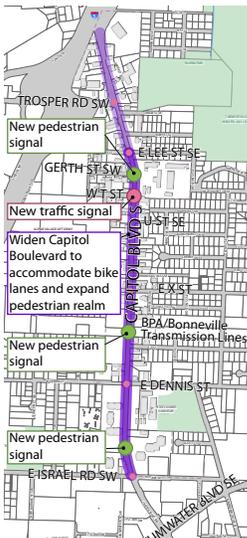
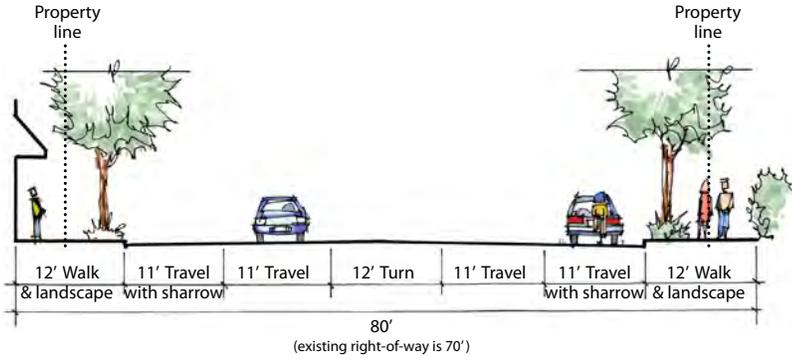


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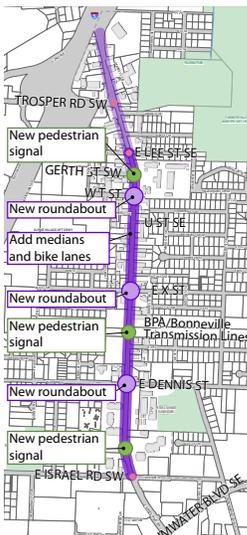
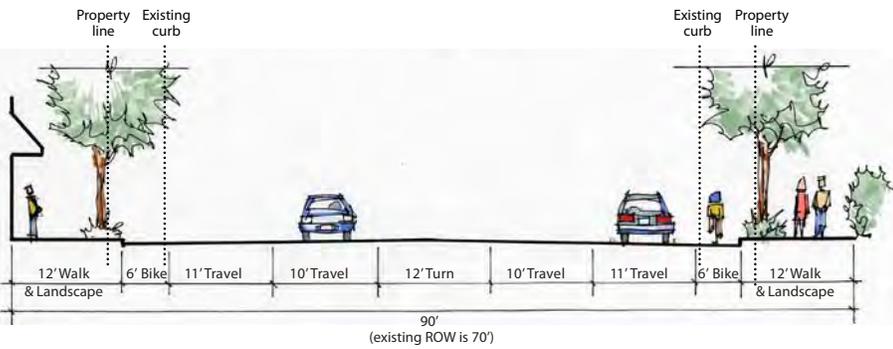
Figure 3-8. Transportation components and options presented at Open House #3



**Alternative 1**  
Behind the Curb Improvements Only



**Alternative 2**  
Right-of-Way Acquisition for Bike Lanes & Sidewalks



**Alternative 3**  
Roundabouts, Medians, & Bike Lanes in Existing Road Width

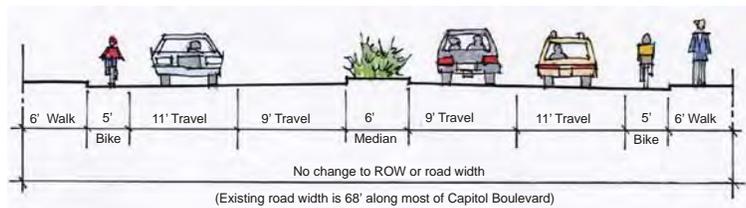


Figure 3-9. Options for Capitol Boulevard presented at Open House #3

ideas presented at this point in the process. In particular, the material for this open house covered:

- Access to businesses and circulation between Trosper and Lee Streets,
- Options for Capitol Boulevard improvements and implementation (Figure 3-9):
  - Alternative 1: Sidewalk, landscaping, and business front design regardless of street improvements,
  - Alternative 2: Accommodating bike lanes on Capitol Boulevard through piece-meal widening of the Boulevard over time, and
  - Alternative 3: Accommodating bike lanes via roundabouts and median treatment,
- Residential gateways and connections, and
- Bicycle safety and access.

**Access and circulation between Trosper and Lee Streets.** The Trosper to Lee Streets business access (particularly regarding left turns into Starbucks) has been the top concern throughout the process, so in this meeting, one group delved into this topic in more detail. They suggested not doing a median on Capitol Boulevard in the immediate future due to access issues for other businesses but adding a median to the Starbucks driveway to prevent left turns in and out. Residents expressed some concern over the north-south access street east of Capitol Boulevard, but liked the idea of a “green street” and traffic calming devices. On the west side, they suggested working with the motel owner to buy the property and construct a permanent street.

**Boulevard alternatives.** Feedback showed strong support for the roundabouts and median option to accommodate bike lanes and improve the Boulevard’s aesthetic appeal. Participants were concerned over the safety of roundabouts for people with visual impairments and asked that the plan prioritize audible signals and ways of making the crossings safe. Attendees also showed support for the option to keep the street width as is, just adding

shared bike lanes and improvements behind the curb with redevelopment. People were concerned that this would not happen quickly enough to see visible change. The option to expand the right-of-way over time to achieve bike lanes and streetscape improvements was considered too expensive and disruptive.

**Residential gateways and connections.** Residential gateways were well-received for their aesthetic appeal and traffic-calming effects. Neighbors supported the new connections (e.g., 6th Avenue between Lee and T Streets, X Street extension to Linderson Way, Boston Street), but the alignment of the X Street extension is subject to property owner development (see page 80). Greater street connectivity in residential neighborhoods is very important for emergency vehicle access, traffic congestion reduction, local mobility, and walkability. However, some residents are concerned about cut-through traffic. Therefore, as new connections are created, traffic calming becomes even more important.

People liked the idea for bike lanes on Linderson Way, and bicyclists generally supported the roundabouts or right-of-way expansion options (because of their potential for bike lanes) for Capitol Boulevard.

See Appendix A for all participants’ comments.

### Open House #4, TBD

The draft report was presented at the final open house to keep participants apprised of the project direction and take any final comments.

## FOCUS GROUP MEETINGS

A 19-person focus group met five times between March 2012 and early 2013. Members represented the Tumwater City Council, Planning Commission, School District, Area Chamber of Commerce, Tree Board and Professional Forestry Services, and Parks Board; the Washington Department of Transportation and Department of Health; Intercity Transit; and local

residents, developers, architects, and businesses. Throughout the process, they provided ideas, responded to consultant team analyses, focused the discussion around viable scenarios, and encouraged others to engage in the process. Their suggestions formed the content for the open houses described above. For full meeting minutes, see Appendix A.

### CITY COUNCIL CHECK-INS

Open house materials and community feedback were presented to Council on July 23, 2012 and November 13, 2012.

### ONLINE PRESENCE

City and TRPC staff maintained a [project website](#) and email list throughout the process. Open house presentations, materials, and results were posted on the website, along with related information and analyses. Email updates were sent approximately once a month for the duration of the project.



# Existing Conditions 4

South Capitol Boulevard (the Boulevard) through Tumwater was a segment of Highway 99 through Washington and along the Pacific coast. With the development of Interstate Highway 5 in the 1950's and 60's, the Boulevard no longer served as a regional transportation facility, but it continued as a major arterial in this area of the Thurston County, and continues to serve significant volumes of vehicular traffic. Much of the development along the corridor is auto-oriented by business type and physical form, including quick serve restaurants, motels, and auto services. This chapter presents current conditions on the Boulevard in terms of economics, transportation, and land use and urban design.

## ECONOMICS

The major findings and conclusions of the economic market analysis are described in this section. The City of Tumwater considers the Boulevard to be an important location for higher density residential and commercial development. Tumwater's Economic Development Plan and Strategic Plan state the goal "to improve the corridor's visual appeal and economic functioning through infrastructure enhancement and the development of attractive places in key nodes near residential concentrations." This report identifies key opportunities, necessary improvements, and associated actions to accomplish both. This plan is based on a realistic assessment of economic conditions and trends, and an identification of opportunities that are achievable. To this end, the

following market analysis provides the economic background for plan recommendations.

## ECONOMIC AND DEMOGRAPHIC OVERVIEW

The State of Washington is the largest employer in Thurston County with 24% of total wage and salary employment. State employment has declined since its peak in 2008. Tumwater has increased its share of State workers from 17% in 1998 to 33% in 2008. Much of that growth has occurred at the south end of the Boulevard.

Total Washington State Employment

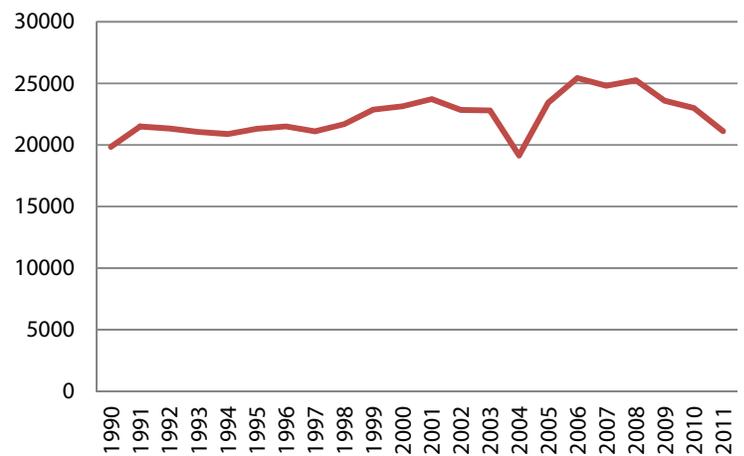


Figure 4-1. Total Washington State employment

Tumwater is the smallest of the three major cities in the County, but the City and its surrounding urban growth area are projected to grow faster than the other two. The average household size in Tumwater is lower than in the other two cities, the median age is lower, and the median income is higher.

The visitor industry in Thurston County is comparable in terms of number of employees to the wholesale or manufacturing sectors. Tumwater is easily accessible within the region by automobile, and offers several park, recreation, and museum attractions.

### DISTRICT PROFILE

The Capitol Boulevard corridor includes approximately 142 businesses with over 3,000 total employees. The business mix is noteworthy for three sectors: government (with two-thirds of total employment), food services (12%), and health care and social assistance. Food service dominates the taxable retail sales with 57% of total sales. Two categories of business have particularly strong performance in terms of dollars per square foot: food services and motor vehicles and parts.

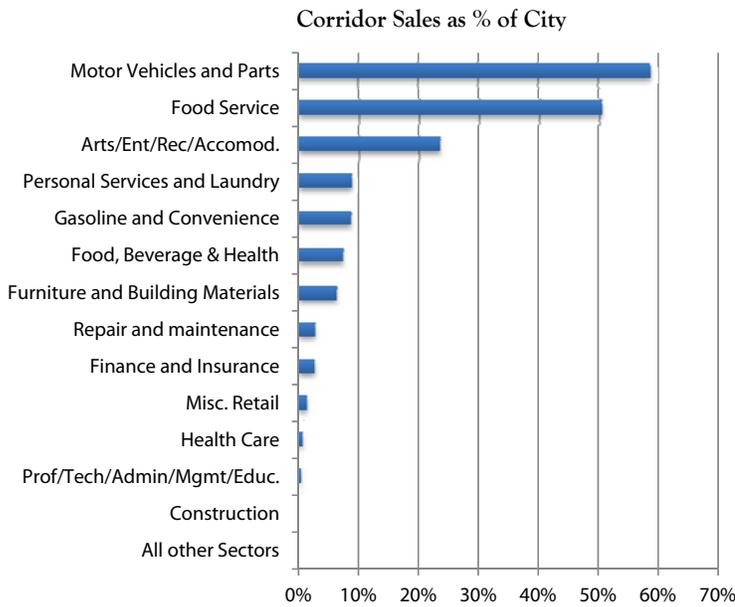


Figure 4-2. Corridor sales as percentage of City

Corridor businesses are generally auto-oriented. They serve a combination of local users (particularly State workers) and a regional trade area within a three to five mile radius. Interviews with business and property owners indicate that many feel that the Boulevard is a good location, but it would benefit from a positive identity, extension of activity further

into the evening, reduced traffic congestion at major intersections, improved streetscape, and improved walking environment.

### DEMAND FOR RETAIL

Tumwater taxable sales grew at an average annual rate of .9% per year between 2004 and 2010. Sales in retail trade and selected services remained constant in Tumwater while they grew by 50% in Lacey over the period and declined in Olympia. Generally, the County as a whole and all three major cities captured sales that exceeded estimated spending by residents. Tumwater does experience leakage in motor vehicle sales, furniture and home furnishings, electronics and appliances, sporting goods/toys/books/movies, and miscellaneous retail.

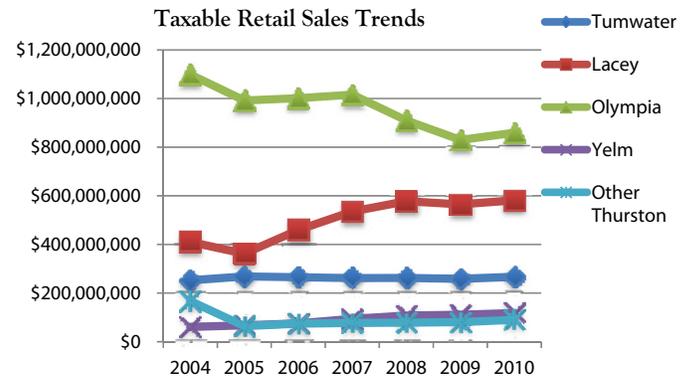


Figure 4-3. Taxable retail sales trends in Tumwater, Lacey, Olympia, Yelm, and other Thurston County

Tumwater has a strong regional retail concentration with big box stores along Littlerock Road. The strength of those retailers in food sales will impede the Boulevard in its ability to attract a grocery store, a desirable neighborhood retail anchor.

The Boulevard should be able to increase its capture of State worker spending, natural trade area spending, spending by users of an expanded lodging/entertainment concentration, and increased regional retail capture.

## DEMAND FOR OFFICE

State-occupied office space represents 94% of total office space in Tumwater (TRPC commercial building data and State Facilities Report figures). There is a major concentration of State office workers at the south end of the Boulevard. The buildings in this area offer the State the opportunity to place large departments or divisions in a single location. The State has moved to consolidate departments in these buildings.

There hasn't been much new office development in the County in recent years. The State has vacated several large private buildings in Lacey. Several buildings in the Tumwater Brewery District command rents at the upper end of the range within the County, but most of the non-State occupied buildings in the Boulevard are older and smaller, and command rents in the lower end of the range.

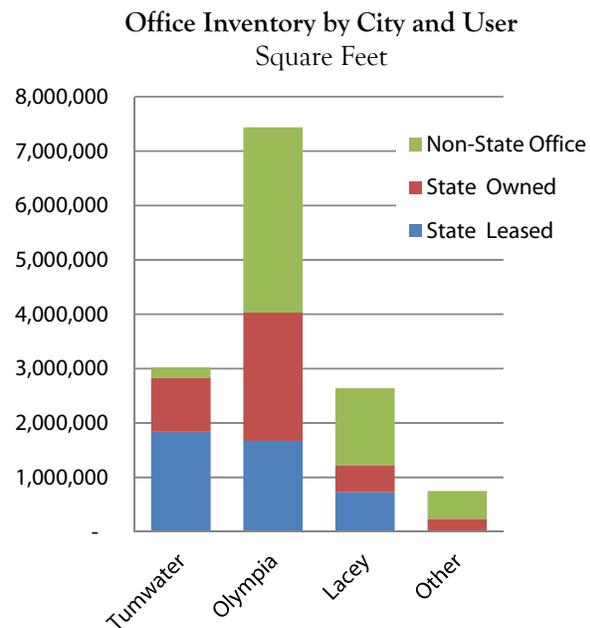


Figure 4-4. Office inventory by city and user

The number of office-using employees in the City of Tumwater is projected to grow by 4,400 over a 23 year period. The Boulevard currently provides 35% of total office space in the City. The Boulevard should be able to maintain or increase this share.

## DEMAND FOR RESIDENTIAL

Tumwater has historically provided a significant share of housing units as multifamily. However, there has been little multifamily development over the past two decades. Tumwater apartments currently report a high vacancy rate of 7.3%, but average rents are highest in the County. Newer buildings in the County and Tumwater are generally two to three stories with carports or under-building parking. Prevailing rents are at levels that can support development of this type. The Hearthstone apartments in the Boulevard were completed in 2005 and 2007, and command rents in the upper end of the range for new apartments in the County. This experience indicates that the Boulevard can support quality multifamily development. Condominium sales in the County have begun to increase and prices have stabilized, but it's unlikely that condominiums will represent a major segment of the multifamily activity in the foreseeable future.

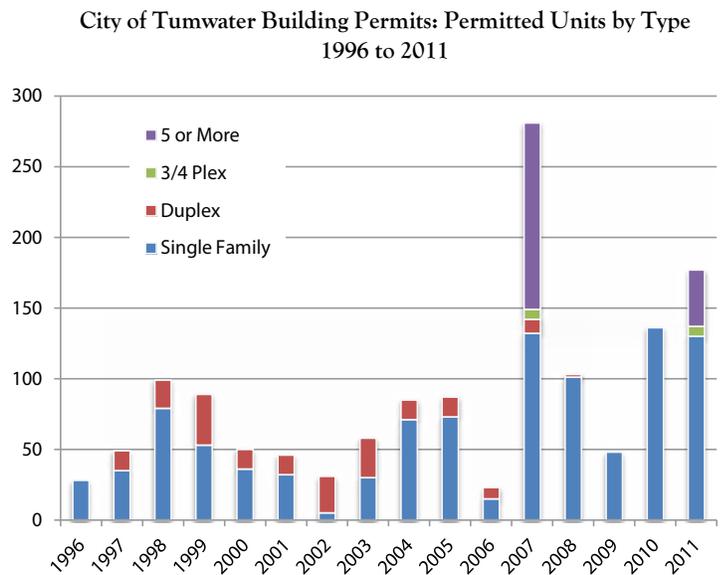


Figure 4-5. Tumwater building permits

Thurston Regional Planning Council (TRPC) sponsored a housing market analysis for key focus areas in the County, including the Boulevard. Projected county-wide demand over the period 2010 to 2030 is 12,421 units, 10,212 of which are multifamily units. The Boulevard is projected to capture 9% of the total,

equal to 1,147 units. The Boulevard share was assumed as the same share as current dwelling units in the focus areas. With an increase in the Boulevard share as a result of Boulevard improvements, the Boulevard could capture as many as 1,714 units of the County total. While the housing projections for each focus area assume new investment as well, the upper end of the range reflects increased relative desirability of the Boulevard.

The housing demand projections were based on current Thurston Regional Planning Council (TRPC) forecasts. Those forecasts are being updated, and the increased population is likely to be 15% to 20% lower than in the current forecasts for 2030. Discounting the housing demand projections by these factors yield the following estimates of demand for the next 20 years:

Single Family	138 to 190 dwelling units
Townhouse	195 to 317 dwelling units
Low-rise (1 to 2 stories)	468 to 633 dwelling units
Mid-rise (3 to 6 stories)	117 to 317 dwelling units
High-rise (9 or more stories)	0 dwelling units
<b>Total</b>	<b>918 to 1,457 dwelling units</b>

Table 4-1. 20-year housing demand estimates

## DEMAND FOR LODGING

The lodging industry has suffered major shocks over the past decade. Occupancy rates dropped dramatically after 2008 and have only now recovered, while average daily room rates are still at 2006 levels. Tumwater’s share of hotel room revenue activity was comparable to Lacey’s through 2006, but has declined since that year.

There are approximately 1,700 guest rooms in Thurston County, with 19% of those in Tumwater. Of the 18 major hotels in the County, only two are full service hotels, and only eight have significant meeting facilities. The Best Western hotel on the Boulevard offers room rates in the lower half of the major properties.

The historical real growth rate for the hotel room revenues was 2.5% per year between 1997 and 2011, a very challenging period. With real growth of 3.0% to 3.5% per year, and a constant or increased capture rate, the number of supportable hotel rooms could increase in a range of 75 to 317. It’s important that at least one full service hotel be included in order to diversify the segmentation, and reinforce the location as a lodging/entertainment center.

Growth in State-Shared 2% Tax Revenue by Jurisdiction

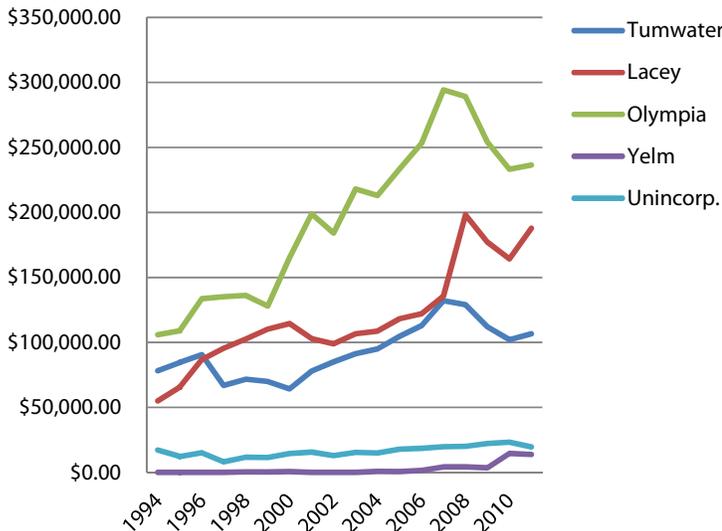


Figure 4-6. Growth in state-shared 2% tax revenue by jurisdiction

## SUMMARY OF POTENTIAL DEMAND

The projected demand for increased development in the Boulevard is summarized in the following table.

Existing Conditions

### Summary of Projected Demand

<b>Base Case</b>	2010-2020	2020-2030	2010-2030
<b>Residential Units</b>			
Single Family	62	76	138
Townhouse	88	107	195
Low rise (1 to 2 stories)	211	257	468
Mid Rise (3 to 6 stories)	53	64	117
High Rise (9 or more stories)	-	-	-
	413	505	918
<b>Retail Square Feet</b>	21,030	16,891	37,920
<b>Office Square Feet</b>	84,000	98,400	182,400
<b>Hotel Rooms</b>	33	42	75
<b>Increased Share</b>			
	2010-2020	2020-2030	2010-2030
<b>Residential Units</b>			
Single Family	86	105	190
Townhouse	143	174	317
Low rise (1 to 2 stories)	285	348	633
Mid Rise (3 to 6 stories)	143	174	317
High Rise (9 or more stories)	-	-	-
	656	801	1,457
<b>Retail Square Feet</b>	98,250	87,275	185,526
<b>Office Square Feet</b>	110,500	136,000	246,500
<b>Hotel Rooms</b>	125	192	317

**Table 4-2.** Summary of projected demand

In order to achieve these projected levels, it will be necessary to improve the desirability of the Boulevard through:

- Establishment of a positive identity,
- Improvements to traffic flow,
- Improvements to streetscape, and
- Improvements to walkability.

## TRANSPORTATION

Capitol Boulevard was originally designed and constructed within extremely limited rights-of-way (ROW), originally designed for predominantly vehicular access, mobility and circulation. Capitol Boulevard is generally posted for 35 mph vehicle speeds and contains two vehicular travel lanes in each direction and a center left-turn lane for immediate property access along the corridor. There are multiple driveway accesses along Capitol Boulevard, some of which are located near heavy trafficked intersections and at times can cause disruption to traffic flow.

As shown in Figure 4-10, the average daily vehicle traffic ranges in the corridor and is heaviest near Trosper Road. Cross-corridor access is facilitated with traffic signals at Trosper Road, Lee Street, X Street, Dennis Street and Israel Avenue. These intersections are generally spaced at about .25 miles.

Motorists travel Capitol Boulevard with varied purpose and a diversity of travel origins and destinations. Local residents use Capitol Boulevard and I-5 to reach their work sites in Olympia and other points north and south. Other regional commuters use Capitol Boulevard to reach their work sites within the study area, including a host of state office and city employees, and there are some commuters traveling Capitol Boulevard who neither live nor work within the corridor. There are also many other motorists who shop at various commercial stores within the corridor.

Sidewalks were built along Capitol Boulevard but lack sufficient width or buffering from the heavy traffic volumes to offer a more pedestrian-friendly environment. Transit stops, crosswalks and some median crossing treatments have been added to the corridor to improve pedestrian mobility, but they are often located in awkward locations and lack some safety measures for optimum operation (e.g., U Street crosswalk pictured in Figure 4-8). Pedestrians are mostly accessing corridor business and work sites.

Though there is periodic demand for bicycle travel along Capitol Boulevard, there is no practical means to designate or add separate bicycle facilities within the ROW without taking space from the dominant users: auto and truck drivers and pedestrians. Some cyclists are visiting corridor destinations while others are commuting to, from, and along Capitol Boulevard.



Figure 4-7. Capitol Boulevard cross section



Figure 4-8. U Street crosswalk



Figure 4-9. Cyclists on Capitol Boulevard



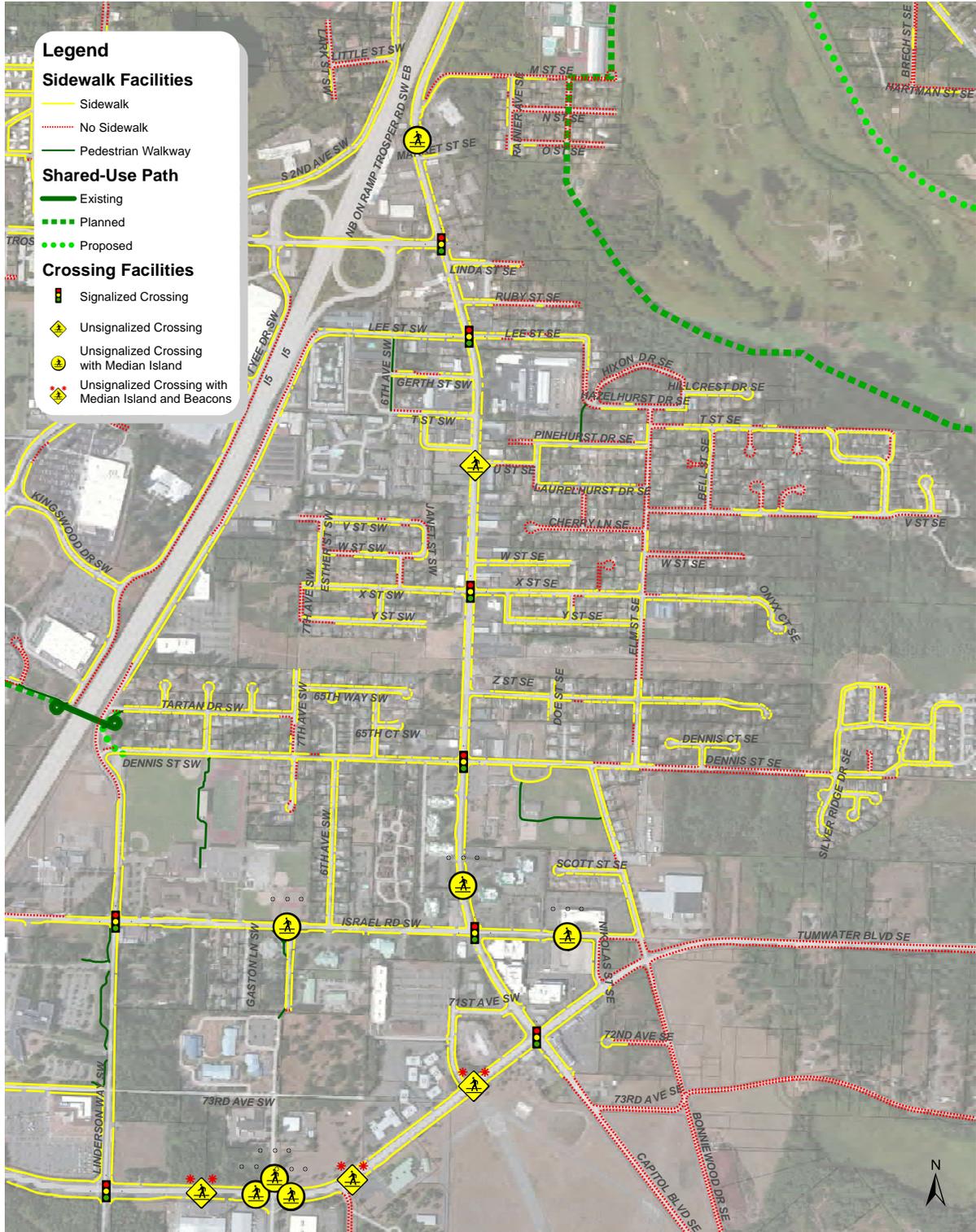


Figure 4-11. Pedestrian system

## SUPPORTING STREET SYSTEM

As shown in Figure 4-10, the prevailing local and collector street system offers very few, immediate parallel routes to serve short trips within the study area. There are multiple pockets of land with only one public street route of access. Historic neighborhood land platting for areas immediately east and west of the Capitol Boulevard commercial strip appear purposefully buffered from the corridor and an intersecting and parallel local street grid was discouraged. These conditions are not typical in traditional urban neighborhood developments.

As a result, area residents and business visitors have very few route choices to complete even short, local trips without having to drive on Capitol Boulevard. As an unintended product of underlying neighborhood protection objectives, Capitol Boulevard has ultimately been tasked for at least a portion of all vehicular trip-making within the study area.

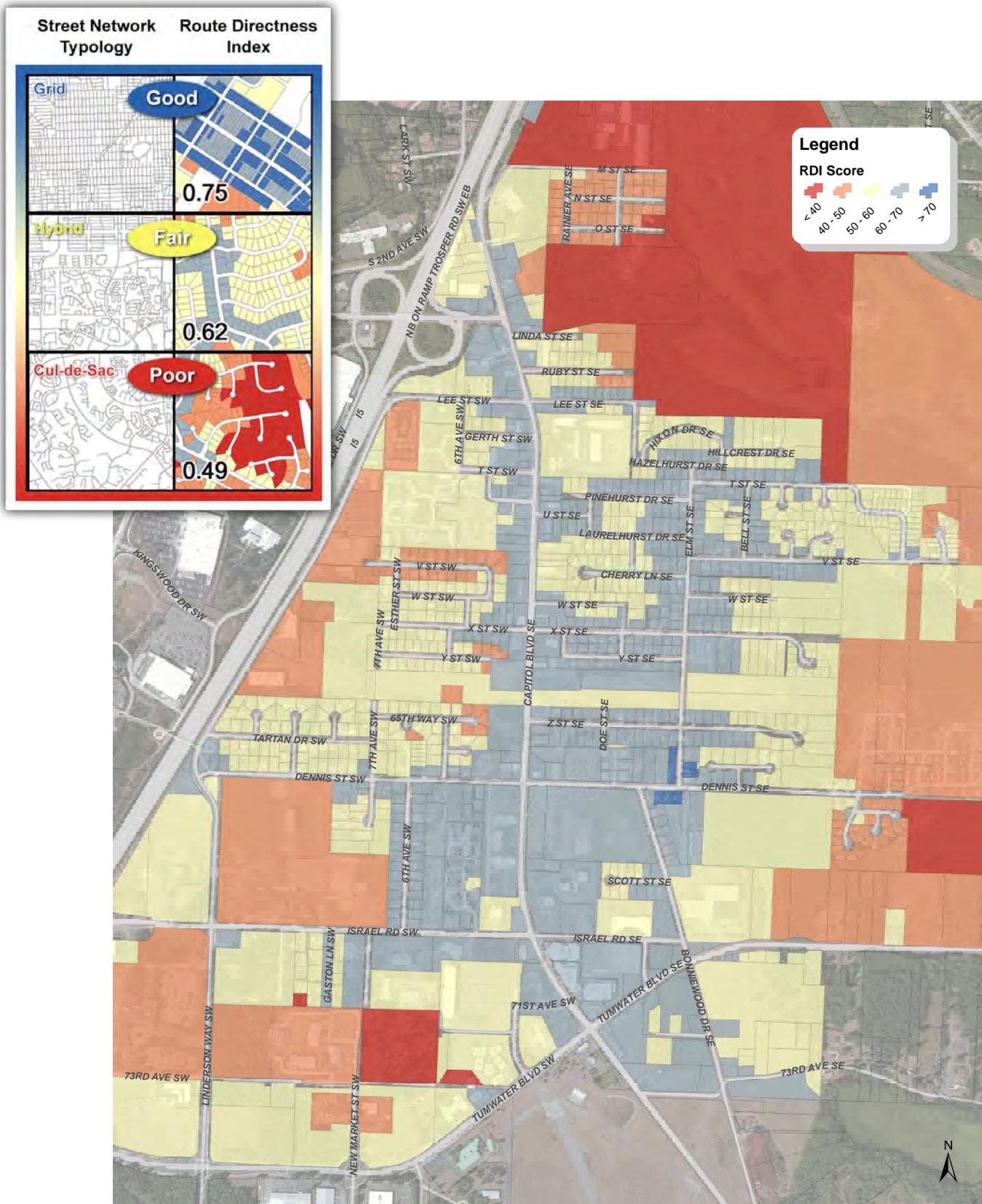


Figure 4-12. Pedestrian connectivity

## PEDESTRIAN SYSTEM

The study area pedestrian system consists of sidewalks, crosswalks, curb ramps, and some shared-use paths (I-5 pedestrian-bicycle bridge). Along Capitol Boulevard the sidewalk corridor is typically limited to the relatively modest, curb-side sidewalks between the street edge and adjacent buildings and land use (Figure 4-13). Pedestrians seeking to cross Capitol Boulevard have options at existing traffic signals (crosswalks) and at some limited unsignalized, mid-block crosswalks (see Figure 4-11).

### Sidewalks

Many of Tumwater's streets within the Capitol Boulevard study area are equipped with adjacent sidewalks, as shown in Figure 4-11. However, there are missing sidewalk segments along some key street routes and within large portions of those neighborhoods east of Capitol Boulevard.

### Pedestrian Connectivity

Though the sidewalk coverage (per street) appears comprehensive, and there are good (but limited) intersection route connectors to Capitol Boulevard along a limited set of streets, there remains significant gaps in overall connectivity either to or across portions of Capitol Boulevard, or between various neighborhoods. These conditions are due to the historical land use development patterns, which included very limited inter-neighborhood street connectivity. Figure 4-12 summarizes the neighborhood connectivity scoring for each of the study area land parcels.

Details of the study area connectivity measures are found in Appendix C.1.



Figure 4-13. Typical curb-side sidewalk

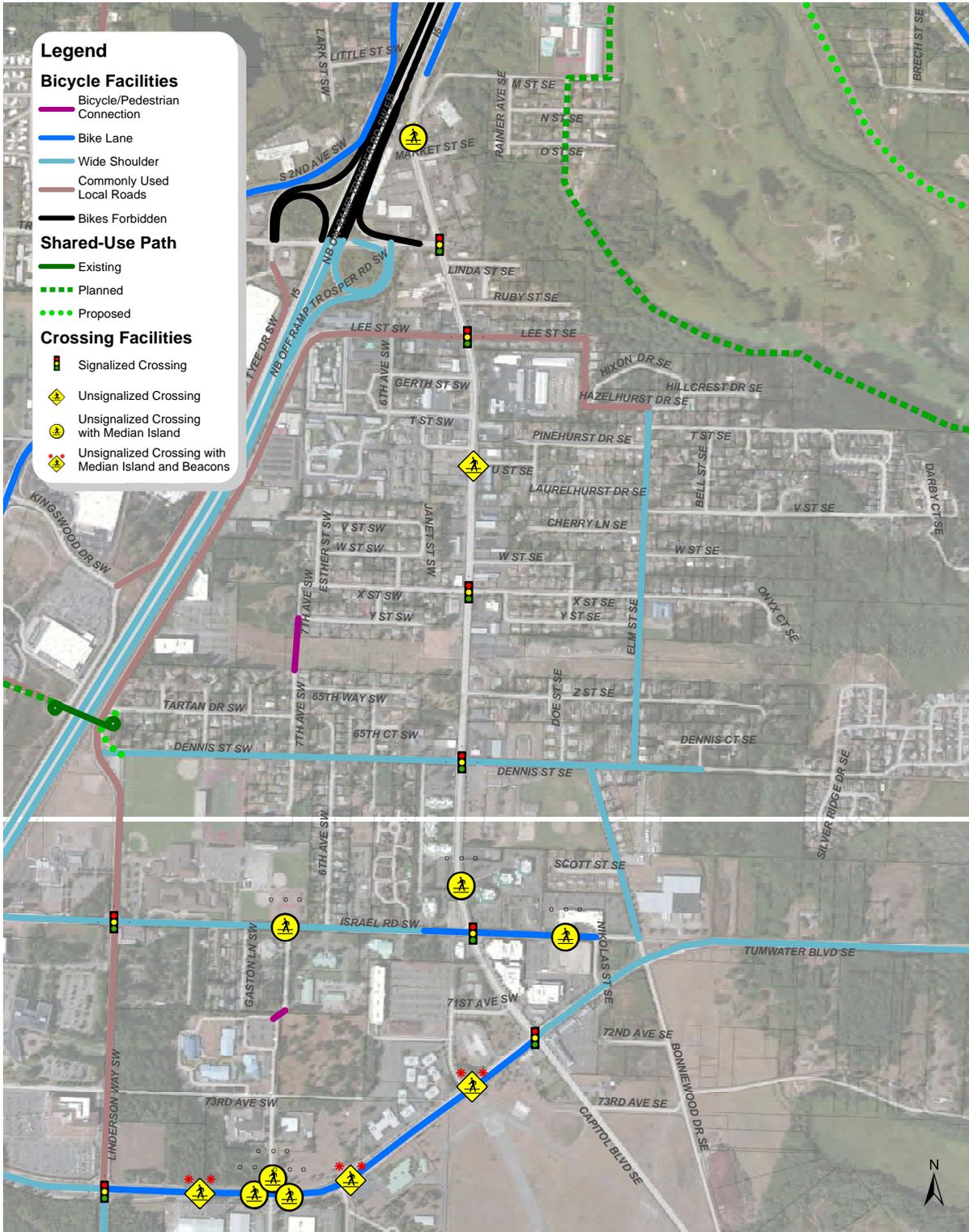


Figure 4-14. Bicycle system. Data from TRPC's GIS database and inventory of regional and local bicycle facilities.

## BICYCLE SYSTEM AND USERS

As shown in Figure 4-14, there are limited, designated bicycle facilities within the study area. Bicycle route facilities can be either on-street bicycle lanes, shared-use pathways (typically shared by cyclists and pedestrians and usually separate from street rights-of-way) or shared-lane facilities (cyclists share the travel lane with motorists). Appendix C.2 includes a detailed summary of bicycle facility types and users.

Were Capitol Boulevard to be constructed anew today, it would include on-street bicycle lanes in accordance with the City’s street design standards. Unfortunately, Capitol Boulevard was built prior to the City’s current standards.

The pedestrian-bicycle bridge across I-5 makes an important connector, but is not supported by connecting routes with separate bicycle facilities (bike lanes or shared-use paths). There are on-street bicycle lanes along Capitol Boulevard north of M Street, and along newer sections of Tumwater Boulevard (west of Capitol Boulevard) and along Israel Road across Capitol Boulevard. Portions of Elm Street and Dennis Street have wide shoulders but are not designated with full, 5-foot bicycle lanes.

Commuter, recreational, school and utilitarian cyclists generally travel in and through the study area by means of shared travel lanes along Capitol Boulevard, Elm Street and Linderson Way (collector streets), and other local, residential streets. These routes are less than ideal for those multi-purpose cycling trip-makers who seek safer, more protected facilities like bicycle lanes and shared-use paths.

Bluntly stated, there is no coherent and integrated system of designated, separate bicycle facilities within the study area linking existing and potentially significant bike trip generators. As stated above, there are also no designated bicycle facilities along Capitol Boulevard. These conditions add further challenge to the study.



**Figure 4-15.** Cyclist using sidewalk on Capitol Boulevard



**Figure 4-16.** Pedestrian bridge across I-5



**Figure 4-17.** Cyclists share street with automobile traffic on Linderson Way (above) Elm Street (below).

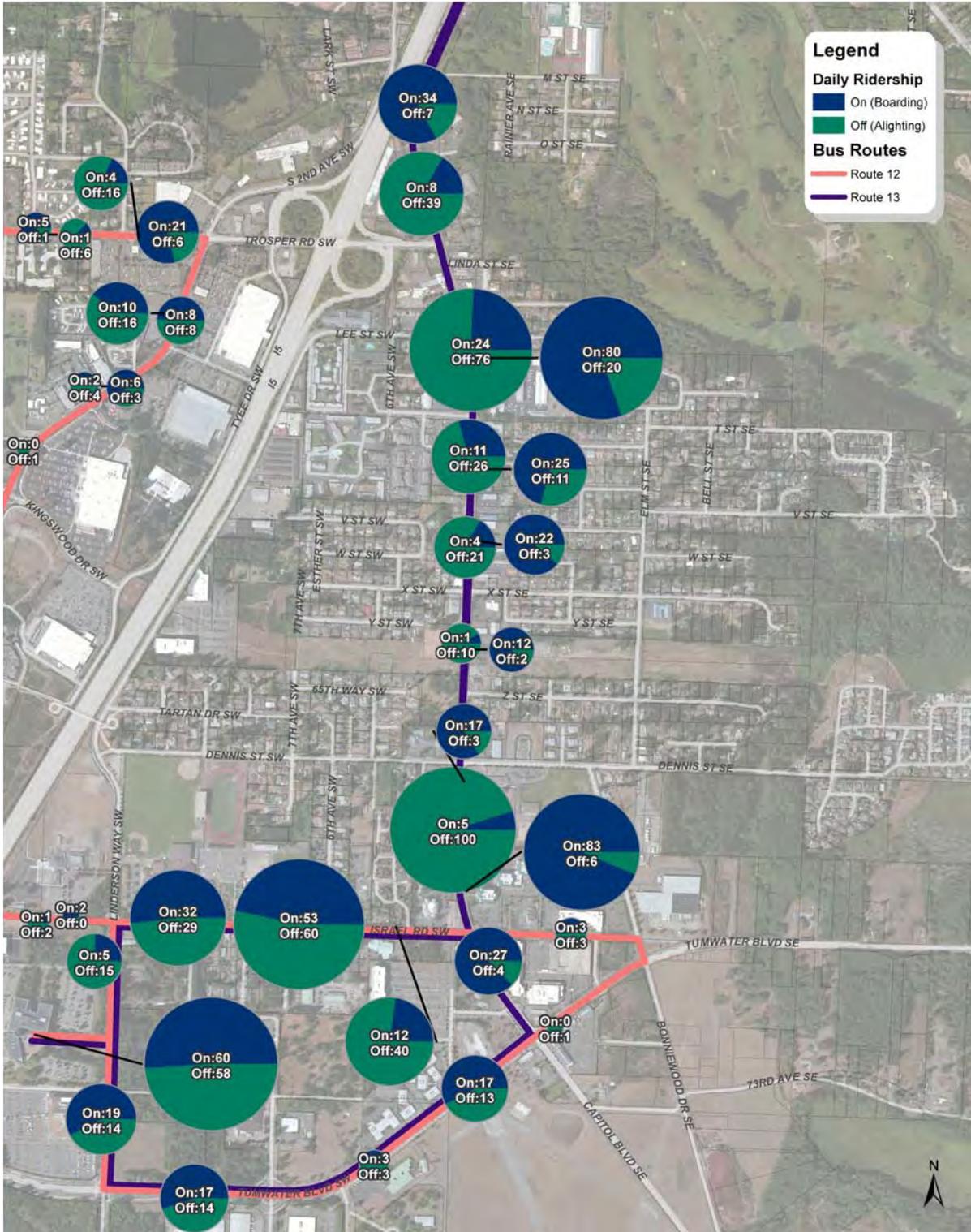


Figure 4-18. Transit routes and ridership

## TRANSIT SYSTEM

Intercity Transit operates two routes within the study area:

- Route 12 - linking Tumwater Civic Center, via Littlerock Road and Linwood Avenue, with downtown Olympia Transit Center, and
- Route 13 - linking Tumwater Civic Center, via Capitol Boulevard, with downtown Olympia Transit Center.

Route 13 is identified in the region as a transit trunk route, with 15-minute service throughout much of the typical weekday and hourly service on Saturdays and Sundays. The study area civic center is also served by Route 12, with 30-minute service during morning and evening commute periods, and hourly service throughout the rest of the weekday, and on Saturdays and Sundays. The largest transit demand along Capitol Boulevard (near Lee Street and south of Dennis Street) is comprised of those corridor commuters working at the various state and local offices within the study area, see Figure 4-18.

Bus stops along Capitol Boulevard are shown in Figure 4-18. The current stops along Capitol Boulevard have been in place for many years, some originally placed in locations that did not conflict with driveways to adjacent businesses. There are two existing bus stops that are located on the near side of mid-block, pedestrian crosswalks which are not signalized:

- U Street and
- State Office (between Israel Road and Dennis Street).

Focus Group members emphasized concern over these crosswalks, where crosswalks are just “upstream” of bus stops, which results in buses blocking the view of pedestrians starting to cross the street. These stops are examined later in the study, recognizing that Intercity Transit prefers bus stops to be located on the far-side of traffic signalized intersections or roundabouts.



Figure 4-19. Bus stop on Capitol Boulevard

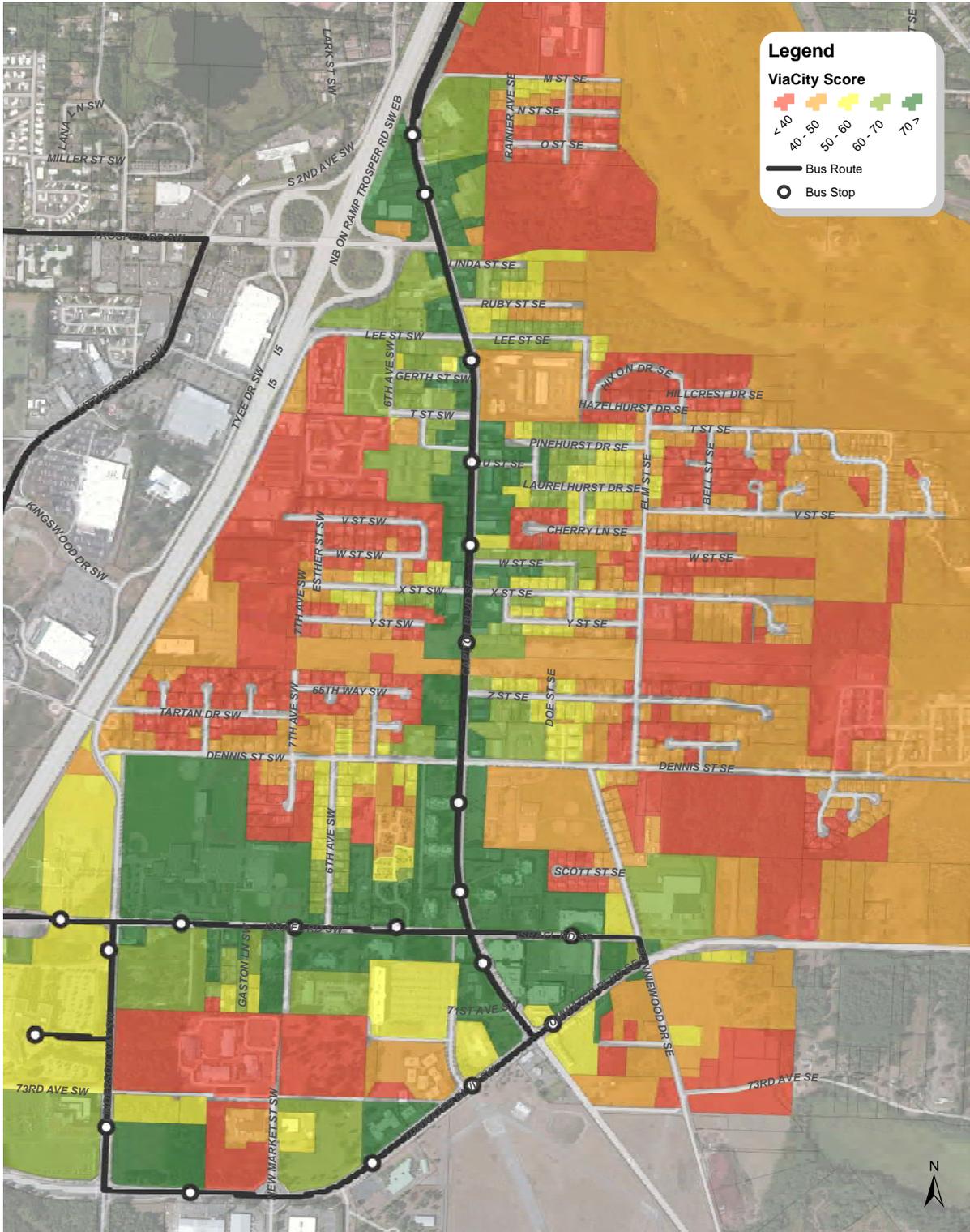


Figure 4-20. Connectivity to transit stops



## THE CHALLENGE

The transformational study objectives for greater multi-modal use supporting a more vibrant land use plan in the Capitol Boulevard area is a challenge. Applying the planning strategy and principles is made quite difficult when recognizing the known study area constraints:

- A very narrow Capitol Boulevard street section within extremely limited rights-of-way,
- A very limited number of intersecting street-pedestrian corridors with access to and across Capitol Boulevard,
- An under-developed parallel access and street network for local circulation alternatives, and
- An incoherent, inconsistent and discontinuous bicycle network, lacking separated space for a range of bike users.

Study area residents, workers and shoppers are traveling within an inadequate multi-modal network. In the absence of a higher quality, multi-modal network, Capitol Boulevard is in extremely high demand, expected to function for most all users (and travel purpose); conditions that exceed the arterial's extremely limited facility design. Most corridor travelers recognize and experience these conditions on a daily basis.

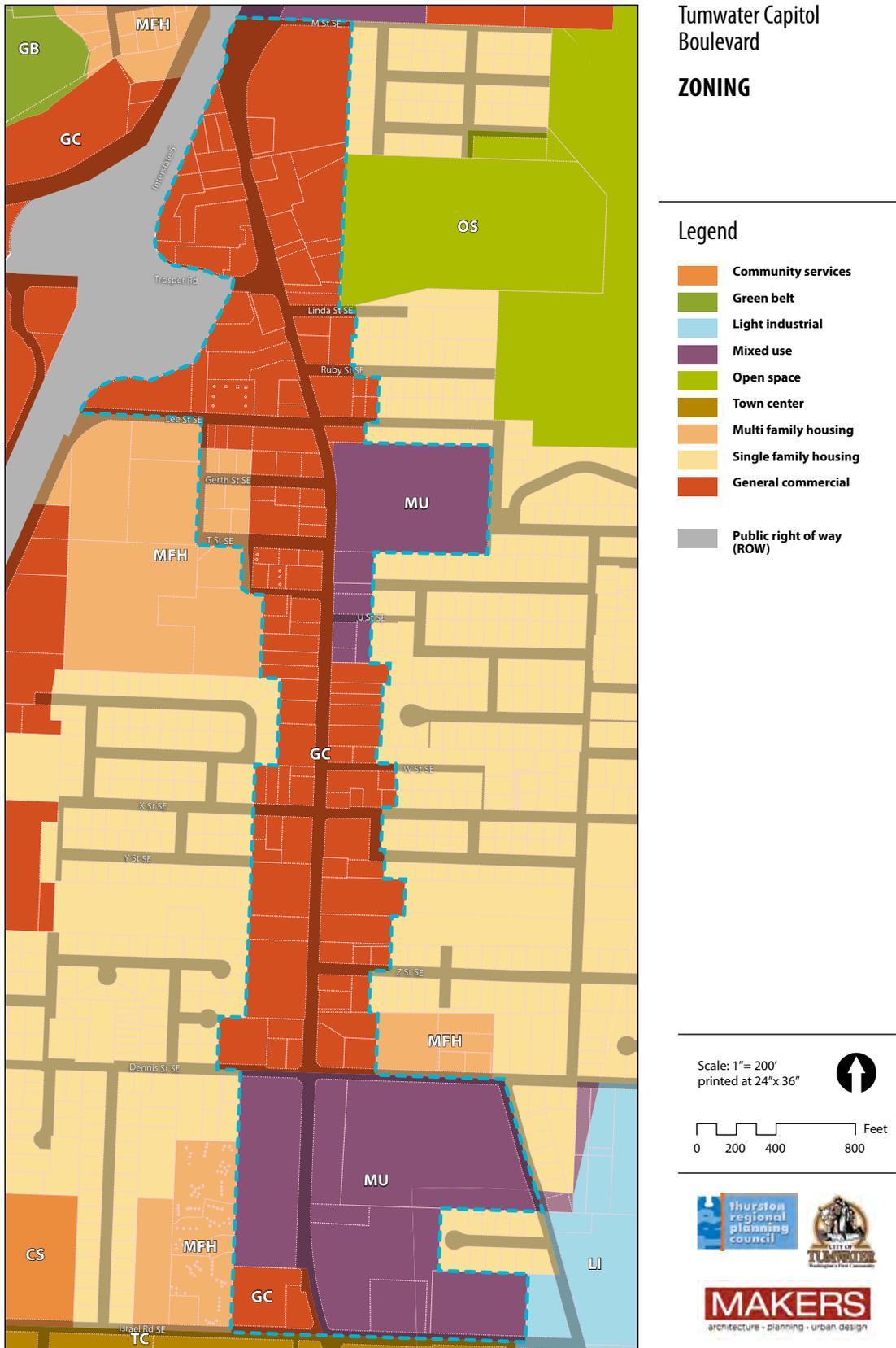


Figure 4-21. Zoning map

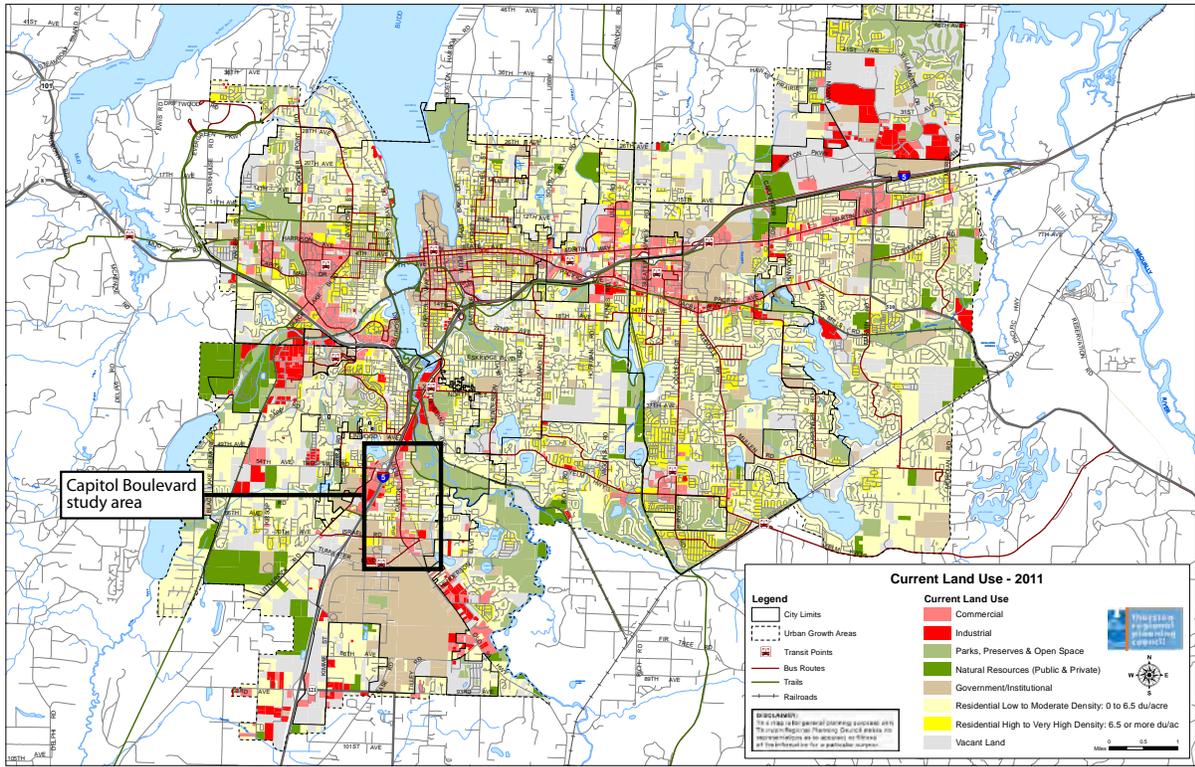


Figure 4-22. Thurston County land use map.

## LAND USE AND URBAN DESIGN

### TRENDS AND OPPORTUNITIES

#### Mix of commercial uses near residences

Residential neighborhoods flank the Boulevard's diverse commercial uses to the east and west, as shown in the Figure 4-21 zoning map. This is one of a handful of corridors in the region (Figure 4-22) where this lateral mixing of land uses provides the opportunity for destinations within walking distance (if there



**Figure 4-23.** Southgate strip development and neighborhood amenities (e.g., Ramirez meat counter)



**Figure 4-24.** Entertainment and home improvement land uses at Gerth Street



**Figure 4-25.** Commercial ground floors in circled buildings at Hearthstone



**Figure 4-26.** Higher density housing at Hearthstone

were a better pedestrian network). A few strip developments (e.g., Southgate and the W Street SE strip mall) provide affordable rent for small businesses (Figure 4-23) and amenities and walking-distance destinations to nearby residents. Tumwater Lanes offers one of the few entertainment opportunities on the Boulevard (Figure 4-24). A handful of businesses sell home improvement goods and services. A range of restaurants and services exist between T Street and Pinehurst Street, and the Hearthstone development includes some commercial spaces (Figure 4-25), creating a vertical mix of land uses, as well. Seen together, the range of business types, coupled with the proximity to neighborhoods, sets a solid foundation for creating walkable, livable neighborhoods.

### Strong residential base

The greatest density of housing along the Boulevard is between Lee and V Streets west of the Boulevard (Figure 4-27). The Hearthstone apartments and condos (Figure 4-26) exemplify a newer housing development that allows more people to live in the area than in a traditional single-family detached houses neighborhood.

### Strong employment base

The southern end of the Boulevard has an employment density comparable to places in downtown Olympia (Figure 4-28 and 4-29). The State office complexes draw many people to the Boulevard. Although this is a source of traffic congestion, it brings daytime liveliness to the area.

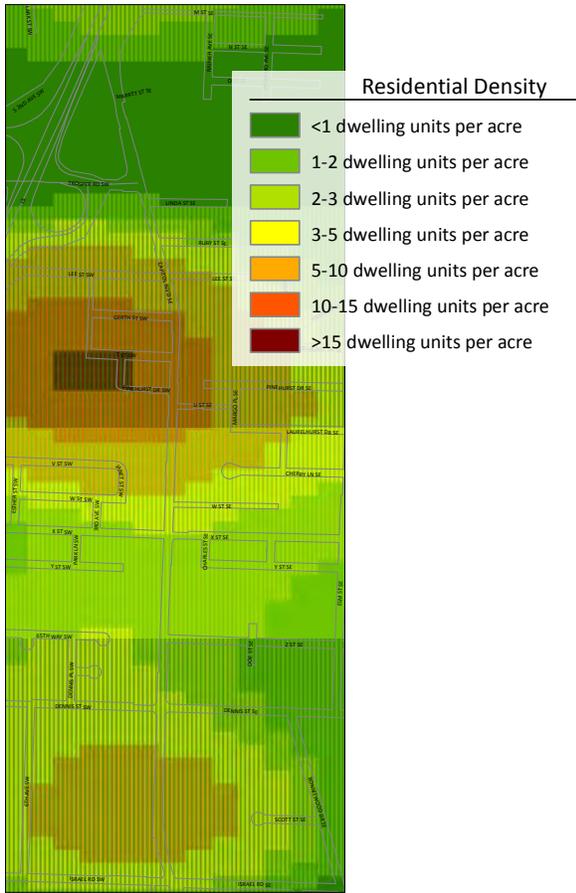


Figure 4-27. Residential density map



Figure 4-28. Employment density map

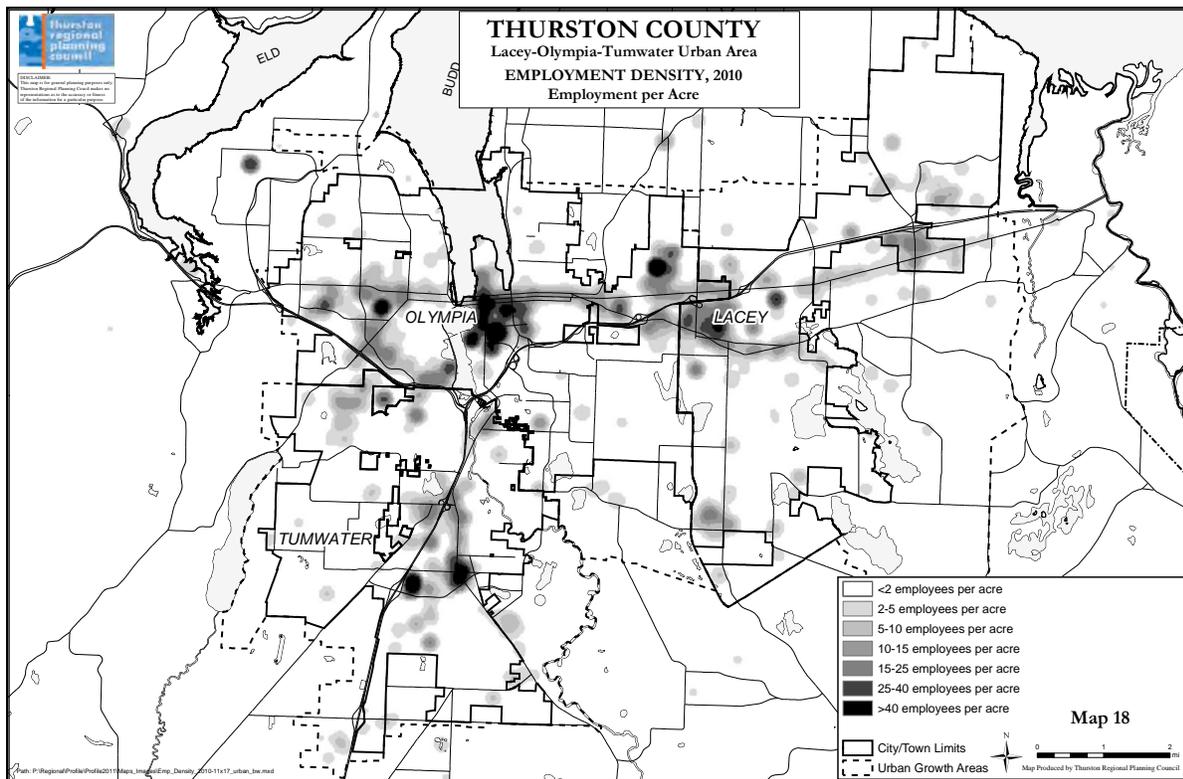
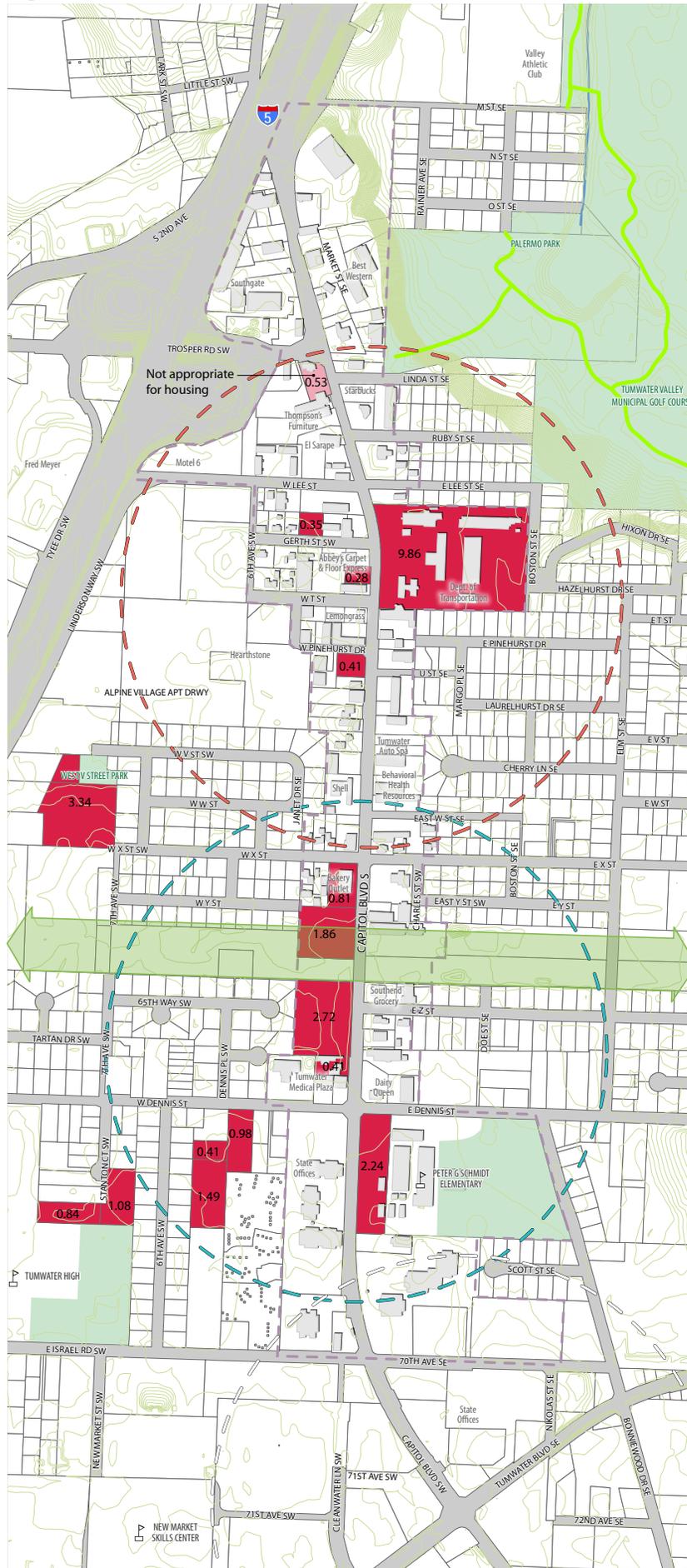


Figure 4-29. Thurston County employment density map



Tumwater  
CAPITOL BOULEVARD

### DENSITY NEEDED TO SUPPORT RETAIL

**Potentially available sites**  
Land is currently vacant, for sale, or expected to change.  
Area shown in acres.

#### Northern neighborhood retail center

1/4 mile radius around northern retail center

Existing dwelling units in walking distance **783**

Additional units needed to reach 1,000 **217**

Approximate acres of potentially available land **10.9**

Minimum average density needed to reach 1,000 units (dwelling units/acre) **20**

Realistic density minimum (dwelling units/acre) **40**

#### Southern neighborhood retail center

1/4 mile radius around southern retail center

Existing dwelling units in walking distance **451**

Additional units needed to reach 1,000 **549**

Approximate acres of potentially available land **16.2**

Minimum average density needed to reach 1,000 units (dwelling units/acre) **34**

Realistic density minimum (dwelling units/acre) **68**

#### NEIGHBORHOOD FEATURES

- Power lines
- Schools
- Parks and recreation
- Informal Deschutes Valley Trail
- Study area



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**Figure 4-30.** Potentially redevelopable sites compared with housing density needs to support retail

## Redevelopment opportunities

A few sites along the Boulevard are vacant, underutilized, for sale, or expected to change (Figure 4-30), but three in particular stand out:

- **The Washington Department of Transportation (DOT) site** (Figure 4-31) presents a huge opportunity for redevelopment as DOT plans to vacate the complex in the next 10 years. Most of the buildings will soon be reaching their lifespan, so a full redevelopment of the site is likely. The large size of the lot offers a great deal of flexibility to a developer.
- **The Bakery Outlet site** and parcel immediately south of it (Figure 4-32) are currently for sale. With its proximity to the BPA/Bonneville transmission lines corridor and neighborhood-serving retail on X Street, it is well situated for redevelopment that has a more intense mix of uses. The parcel just south of the BPA/Bonneville lines, also on the west side of the Boulevard, is vacant. These three sites together make a major opportunity for change in the area.
- **Peter G. Schmidt Elementary School** has an underutilized parcel fronting Capitol Boulevard (Figure 4-33), and the School District expects it to redevelop sometime in the future.

The Concept chapter addresses the possible future functions of these sites in more detail, but it should be noted here that they could form the nuclei of two potential neighborhood centers. The Figure 4-30 map highlights a number of opportunity sites in pink, and the circles denote the typical distance people are willing to walk to neighborhood retail. There currently are not enough residences to support vibrant, highly-active, people-oriented retail centers. However, if properties redevelop with more intense housing, it will be achievable. On a similar note, transit stops exist in these nodes, making transit-oriented redevelopment quite possible.



Figure 4-31. Aerial view of DOT site



Figure 4-32. Aerial view of Bakery Outlet site



Figure 4-33. Underused parcel in front of Peter G. Schmidt Elementary School



**Figure 4-34.** BPA/Bonneville transmissions lines in southern Boulevard

### BPA/Bonneville transmission lines

The transmissions lines running east-west south of Y Street present a major opportunity for the Capitol Boulevard area to increase usable green space. Pictured in Figure 4-34, this corridor provides a wide stretch of open space nearly connecting Linderson Way SW to Henderson Boulevard SE outside of the project study area. Land west of Capitol Boulevard is owned by the City, while parcels to the east are privately owned. The City Parks department is planning to locate a trail on this corridor to connect to regional recreational trails. This effort is undergoing a separate Parks planning process. A pedestrian path cuts north-south through the corridor at 7<sup>th</sup> Ave SW and a dirt path running east-west is frequented by locals and employees in the area.

### Deschutes Valley Trail connections

Planned trail spurs will connect the Trospen Road area and T Street to the Deschutes Valley Trail (Figure 4-35). These connections will be a major amenity for recreational trail users and will add to the livability of the Boulevard's neighborhoods.

## CONSTRAINTS

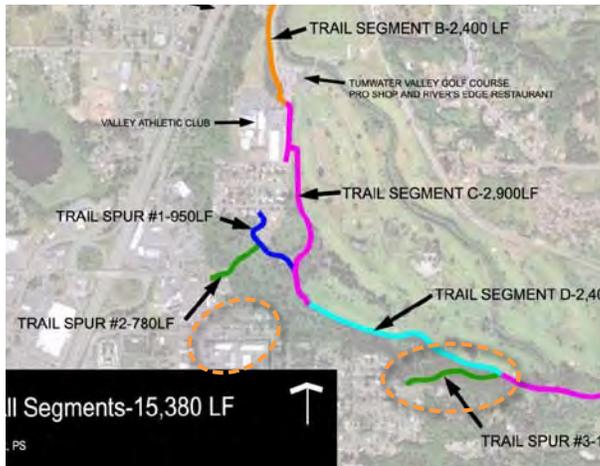
### Topography and physical barriers

Interstate-5 bounds the west side of the study area and creates a massive physical barrier to westward movement (noted on Figure 4-44). Pedestrians and cyclists will likely not cross I-5 for daily conveniences (Figure 4-36). Not only is it a physical barrier, but it also presents noise, air quality, and stormwater runoff issues.

A steep ridge runs along the southwest edge of the Palermo Park and Tumwater Municipal Golf Course (Figure 4-37), separating the Palermo Valley neighborhood from the Boulevard (noted on Figure 4-44). A positive aspect to the ridge is that it creates a natural edge to the northern Boulevard neighborhoods.

### Overall human environment

Building on the Pedestrian System discussion in the Transportation section above, segregated and fenced-in land uses and a



**Figure 4-35.** Deschutes Valley Trail connections from the Boulevard



**Figure 4-36.** Pedestrian crossing over I-5 is not regularly used



**Figure 4-37.** Ridge at Palermo Valley creates natural barrier to study area

pedestrian-unfriendly urban design character detract from the pedestrian experience along much of the Boulevard.

- **Lack of comfortable space.** The relatively small width of sidewalks in many places and the lack of buffer between traffic and pedestrians.
- **Lack of pedestrian amenities.** Seating, weather protection, low-level continuous lighting, and bicycle racks are intermittent or non-existent.
- **Prevalence of driveways in pedestrian realm.** Most businesses have access from the Boulevard via their own driveway. Each of these “curb cuts” (Figure 4-38), where an automobile path cuts through the sidewalk, creates a potential conflict between a person walking along the Boulevard and automobiles turning in their path. Because of the number of curb cuts, pedestrians must be vigilant to remain safe, detracting from the experience of a leisurely walk.
- **Lack of human-scaled sensory experience.** Because most developments were built during the automobile era, they are signed, located, and scaled to be attractive for people arriving by car, but not by foot. People moving at a slower pace than automobiles need visual stimulation and items to peak their interest more frequently than currently available on the Boulevard. Window displays, building entrances, artwork, landscaping, architectural details, and so on can create a rhythm of pedestrian-scaled experiences along a street. Even in the State offices area where sidewalks are ample and there is public art and seating, the ground floors offer little visual stimulation and building entries do not face the street.

Despite these characteristics, there are often people walking in the area (Figure 4-39). The BPA/Bonneville transmission lines trail is particularly well used, especially by office workers on their lunch breaks. Informal foot paths are evidence of people creating paths where they need them (Figure 4-40).

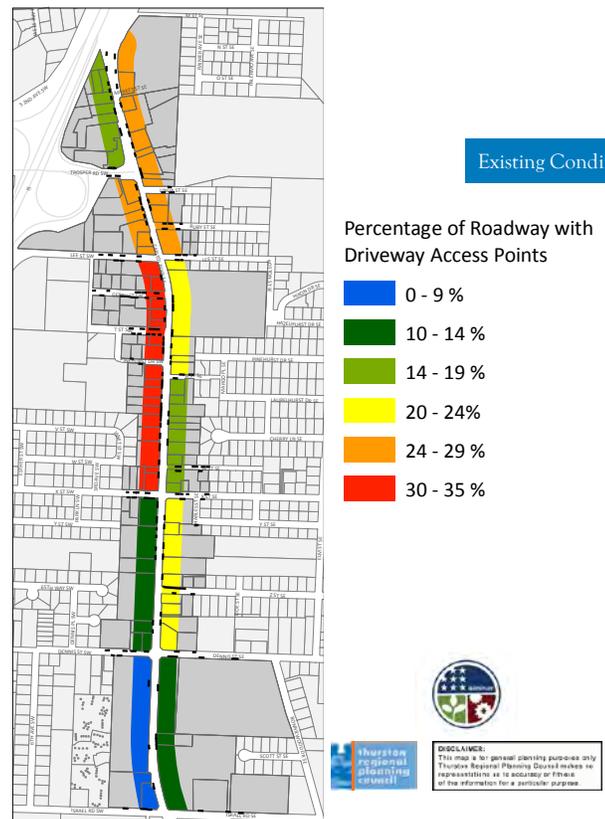


Figure 4-38. Prevalence of driveways on Capitol Boulevard



Figure 4-39. People walk on the less busy streets, such as Pinehurst

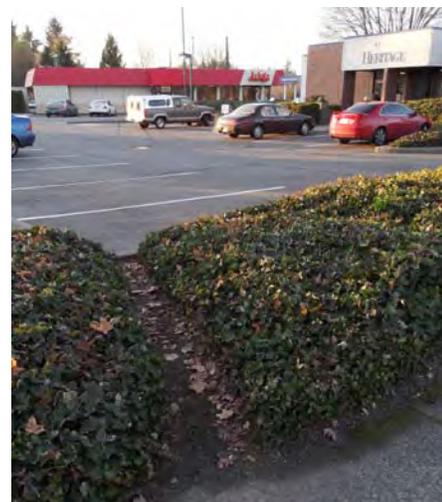


Figure 4-40. Informal footpaths are evidence of pedestrian activity



**Figure 4-41.** 6th Ave right-of-way pedestrian path near Lee and Gerth Streets



**Figure 4-42.** Boston Street right-of-way



**Figure 4-43.** Underutilized West V Street Park

Some paths provide additional pedestrian connections. These are major amenities for linking residences with destinations. However, public comments noted that they can occasionally appear unkempt. Figure 4-41 shows the 6<sup>th</sup> Avenue SW right-of-way (City-owned land) connects Lee and T Streets. Figure 4-42 pictures the Boston Street SE connection at the southeast corner of the DOT site.

### Parks and recreation

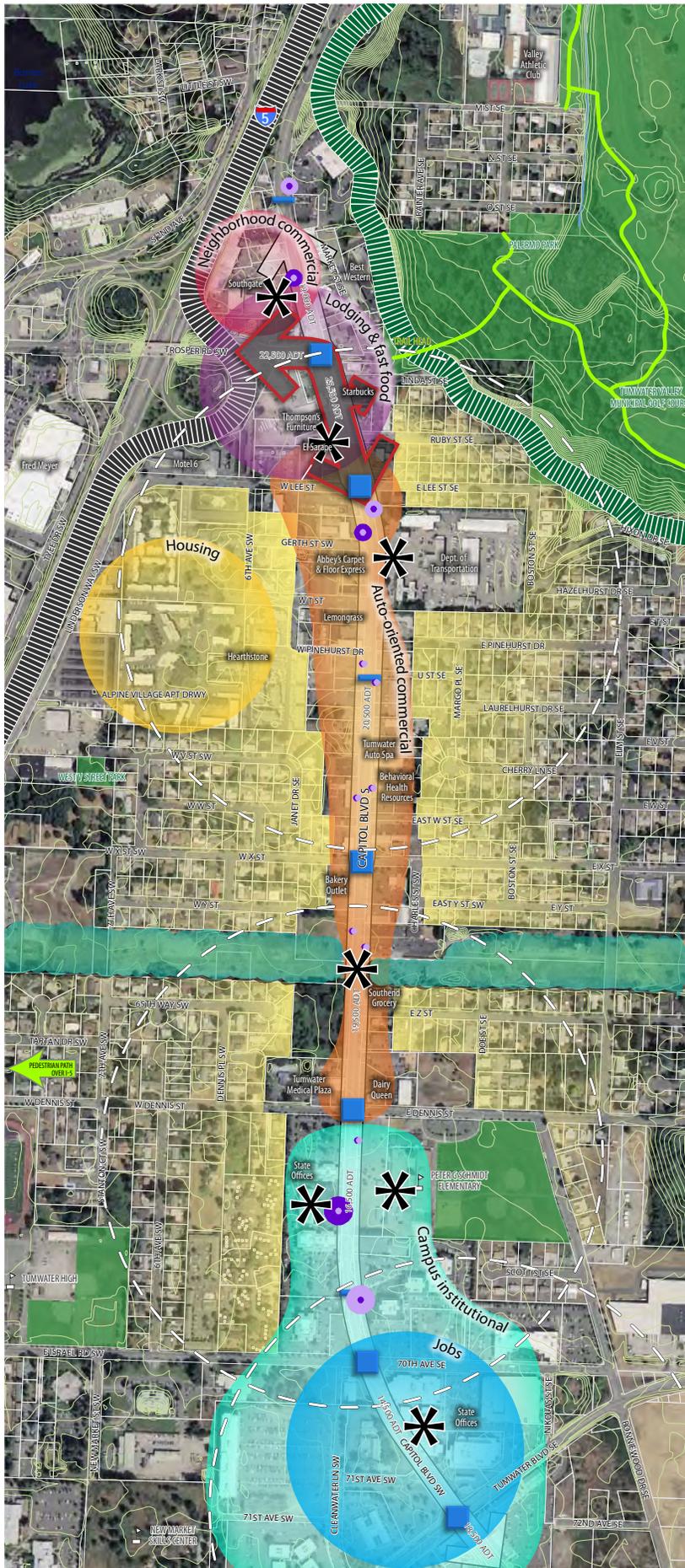
Only one public park exists in the study area. The single park, West V Street Park (Figure 4-43), is located at the western end of West V Street and appears to be underutilized. The Valley Athletic Club in the Palermo neighborhood is private and difficult to reach because of the ridge. Peter G. Schmidt Elementary and Tumwater High School have athletic fields that appear to be heavily used.

## URBAN DESIGN CHARACTER AND AESTHETICS

Figure 4-44 summarizes the urban design characteristics of the study area. The following descriptions are broken into three segments—north, middle, and south.

### Northern Boulevard (M to Lee Streets)

The northern boulevard is characterized by its automobile-orientation, exacerbated by traffic and access issues at and around Trospen Road.



Tumwater  
CAPITOL BOULEVARD

EXISTING CONDITIONS

Existing Conditions

-  Land use/visual character concentrations
-  Visual landmarks
-  Schools
-  1/4 mile radius (5 minute walk to center)
-  Topographical barrier
-  Freeway barrier
-  Traffic and access issues
-  Average daily traffic
-  Signalized intersection
-  Non-signalized crosswalk
-  Informal Deschutes Valley Trail
-  Power lines/planned trail
-  Parks and recreation
-  Residential
- Bus stop use per week day**
- On**
-  1 - 20
-  21 - 70
-  71 - 73
- Off**
-  2 - 20
-  21 - 70
-  71 - 98
-  2' Contours

Scale: 1" = 500'

0 250 500 1,000 Feet



Figure 4-44. Existing conditions map



Figure 4-45. Southgate surface parking

**Neighborhood commercial.** Southgate hosts a cluster of neighborhood-serving retail. This strip mall of shops and restaurants provides amenities to locals and Interstate-5 travelers. A large surface parking lot sits in front of the shops, detracting from the pedestrian environment on the Boulevard (Figure 4-45).

**Fast food and lodging.** The proximity to Interstate-5 renders the Trospen interchange a favorable place for fast food restaurants (Figure 4-46). The greatest concentration of fast food along the Boulevard exists between M Street and Gerth Street (see Figure 4-51). These are particularly auto-oriented, designed for people entering from the parking lot or using the drive-through. Their signs are intended to be legible from a car, so they are large and have a strong impact on the appearance of the street. As mentioned in the economic conditions, this area has two hotels (Figure 4-47), also auto-oriented.



Figure 4-46. Fast food dominates landscape

**Other businesses** occupy a variety of building types. Some (e.g., Thompsons Furniture (Figure 4-48)) are oriented to the street and have window displays visible from the sidewalk, thus offering a more inviting entry for pedestrians. A new commercial complex on Lee Street (Figure 4-49) demonstrates an architectural style appreciated by locals. With attractive building details and landscaping, it is auto-oriented while maintaining a visual appeal.



Figure 4-47. Lodging near Trospen interchange

### Middle Boulevard (Lee to Dennis Streets)

**Auto-oriented commercial.** As shown in Figure 4-51, the central corridor is characterized by automobile service businesses, office, and some retail. Surface parking lots tend to be in front of the buildings (Figure 4-50). Although some shared driveways exist, this part of the corridor has a high number of driveways disturbing the continuity of the sidewalk. As noted in the landmarks section below, the BPA/Bonneville transmission lines corridor in this segment visually offsets the commercial areas with its expansive, green, mostly undeveloped land.



Figure 4-48. Thompson's Furniture orients to Capitol Boulevard and provides pedestrian interest



Figure 4-50. Surface parking tends to be in front of buildings



Figure 4-49. New development on Lee Street

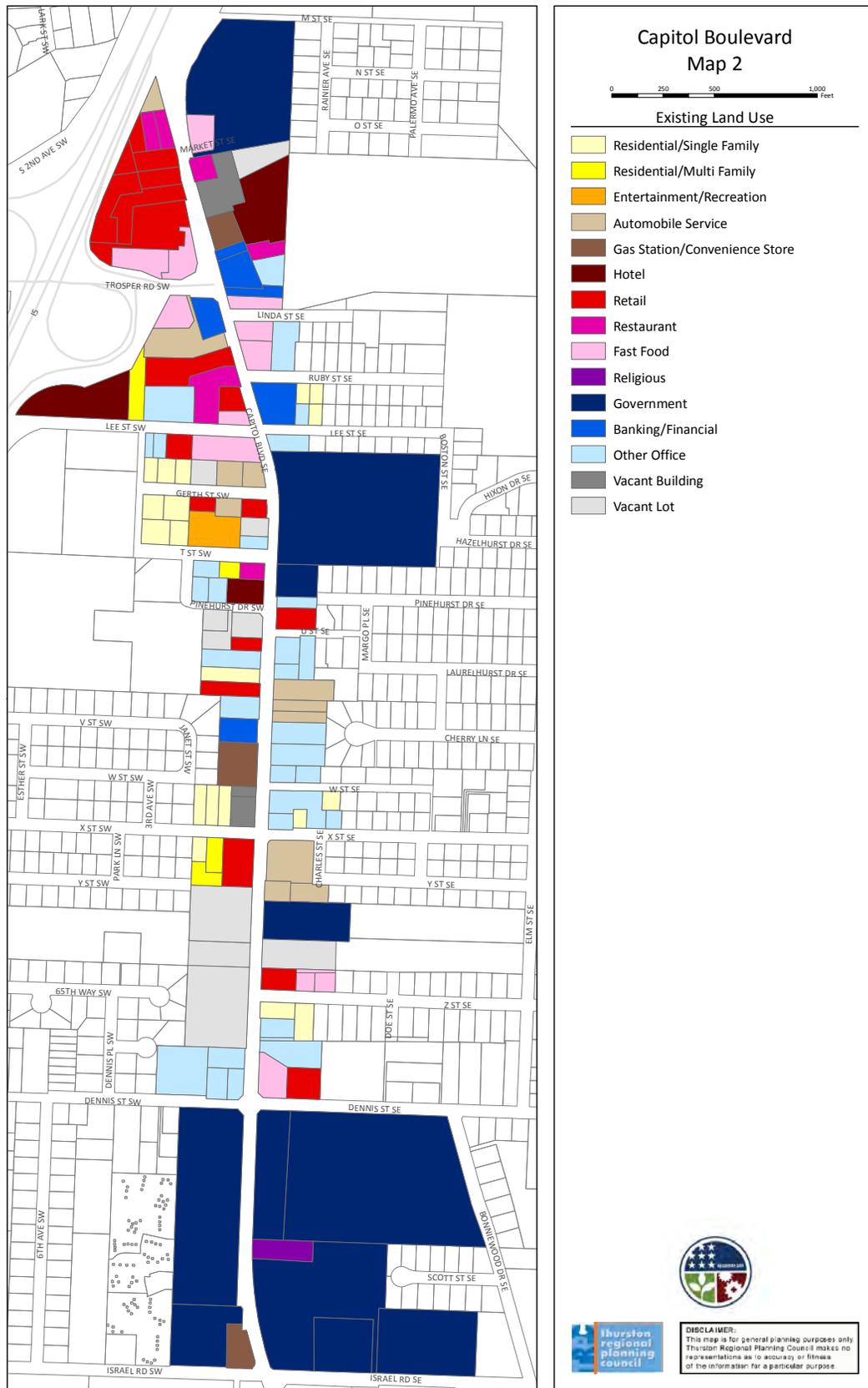


Figure 4-51. Land uses along Capitol Boulevard



Figure 4-52. Peter G. Schmidt Elementary School



Figure 4-53. Washington Health Department offices

### Southern Boulevard (Dennis Street to Tumwater Boulevard)

The Southern area is characterized by the institutional uses of Peter G. Schmidt Elementary School and the State offices (Figures 4-52 and 4-53). Large buildings surrounded by vast surface parking give this segment a very different scale than the rest of the Boulevard. There are fewer driveway access points in this segment, making a safer pedestrian environment. Public plazas, art, seating, and street trees grace areas of this stretch, but few people use the spaces, likely because of the buildings' orientations to the parking lots, rather than to the Boulevard or side streets. Buildings are three and four stories here, as opposed to the typical single or two stories on the rest of the Boulevard.

### Power lines along the Boulevard

Overhead power lines along the Boulevard are located on easements on private property (thus making it much more expensive for the City to ever underground them). Figure 4-55 show the visual effect of the poles and wires by comparing the existing condition with how the Boulevard would look without them.

### Major landmarks

Major landmarks include:

- Southgate's state highway, mid-century modern-style sign (dating from the early 1960s) is a prominent landmark north of Trospen Road (Figure 4-54),
- The El Sarape restaurant, because of its bright colors, orientation angled slightly away from the Boulevard, and



Figure 4-54. Southgate's mid-century modern sign

Existing Conditions



Figure 4-55. Comparison of Capitol Boulevard with and without power lines



*Figure 4-56. Large trees in front of DOT*



*Figure 4-57. DOT 1950s architecture*

corner extending up to the sidewalk, is visually prominent when traveling along the Boulevard,

- The large trees in front of the DOT buildings create a striking visual landmark in the north corridor (Figure 4-56). The DOT buildings themselves date to 1938 and 1939 and their art deco style is appreciated by many (Figure 4-57),
- The BPA/Bonneville transmission lines offer an open, green view that contrasts with the Boulevard’s commercial areas. The overhead lines and tall structures also create an iconic form that is easily understood and referenced when describing locations on the corridor,
- Peter G Schmidt Elementary School stands out from the rest of the Boulevard with its institutional building form and green spaces, and
- The State offices, because of the large size of the buildings, the materials used (mostly brick), and the open public spaces, also act as landmarks.

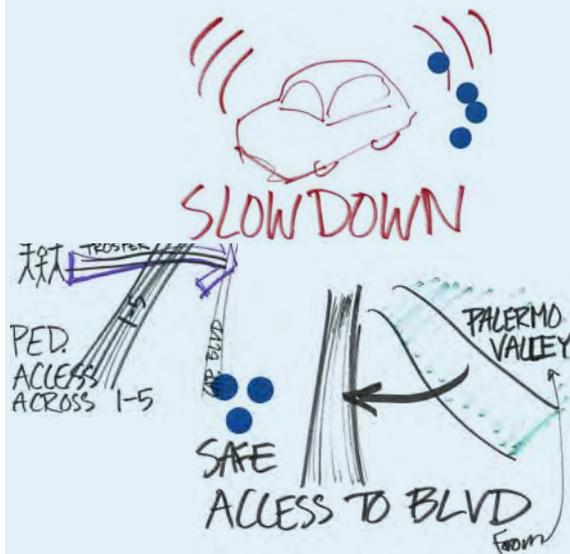
***For more detail on existing conditions, see posters and maps created by TRPC and the City of Tumwater in Appendix B.***

# Goals and Objectives 5

Developed in March and May 2012 focus group meetings and augmented with public comments from the May public work session and individual interviews and letters. The "Suggestions" represent specific comments from public input activities and are not necessarily desired outcomes or measurable criteria.

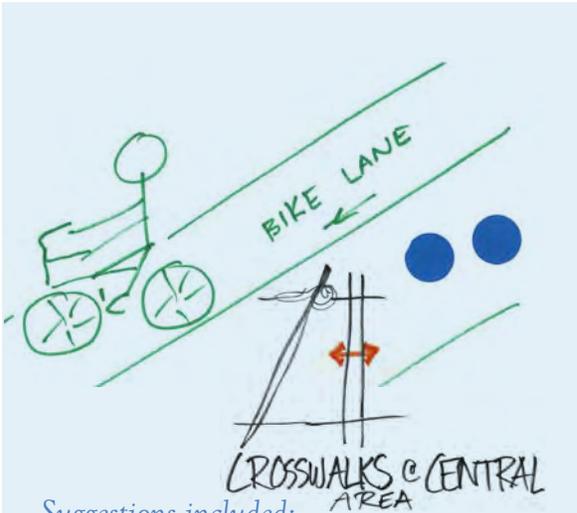
## Improve mobility for pedestrian, bicycle, bus, and automobile transportation.

- Incorporate a multi-modal strategy to make transportation safe and enjoyable for a range of users.
- Develop a multi-modal street network and supporting land uses that diffuse the dependency on Capitol Boulevard to meet the needs of all users at all times.
- Balance regional transportation needs, business access, and non-motorized circulation.
- Address safety of all users.
- Refine multimodal street design standards to guide new street development that supports walkable communities.
- Consider a variety of measures to reduce excessive traffic speed on existing streets.



### Suggestions included:

- Prohibit new drive-throughs.
- Don't add roundabouts; add roundabouts (conflicting views).
- Don't narrow roadway.
- Provide safe access to Palermo Valley.
- Construct new road behind Starbucks and Burger King.
- Widen Capitol Boulevard right-of-way.



*Suggestions included:*

- Treat walking trails as if they were parks.
- Provide greater signal walking time across corridor.
- Add bike lanes on Capitol Blvd., Linderson Way and/or Elm St.
- Add cross walks at key locations.
- Add raised crosswalks, especially on cross streets (But there are also negative comments.).
- Improve pedestrian access across I-5.
- Improve pedestrian crossings at Trospen and Lee Streets.



*Suggestions included:*

- Provide signal priority for busses at the Trospen intersection.
- Provide free(?) shuttle bus.
- Coordinate bus stop and crosswalk locations.

## Improve pedestrian and bicycle environments.

- Create safe, universally accessible, and comfortable walking and bicycling routes throughout the community, especially to schools.
- Improve the safety of existing crosswalks and intersections.
- Utilize urban design, landscaping, sidewalk art, and creative streetscape treatments to encourage walking.
- Connect residential areas to the Boulevard.

## Enhance transit experience and efficiency.

- Enhance the transit experience by improving bus stops and the connections to them.
- Increase transit ridership in the central zone.

## Increase automobile safety and movement.

- Improve the safety of access in and out of businesses (especially Starbucks).
- Better time traffic signals to move traffic efficiently.



### Suggestions included:

- Reduce congestion at Lee St. Perhaps add a left turn signal sequence.
- (New traffic light at Tumwater / Henderson creates transit opportunity).
- Revise channelization at Trospen (Why are the lanes configured the way they are?)
- Add medians where feasible (also heard negative comments about medians.)
- Keep center turn lanes.

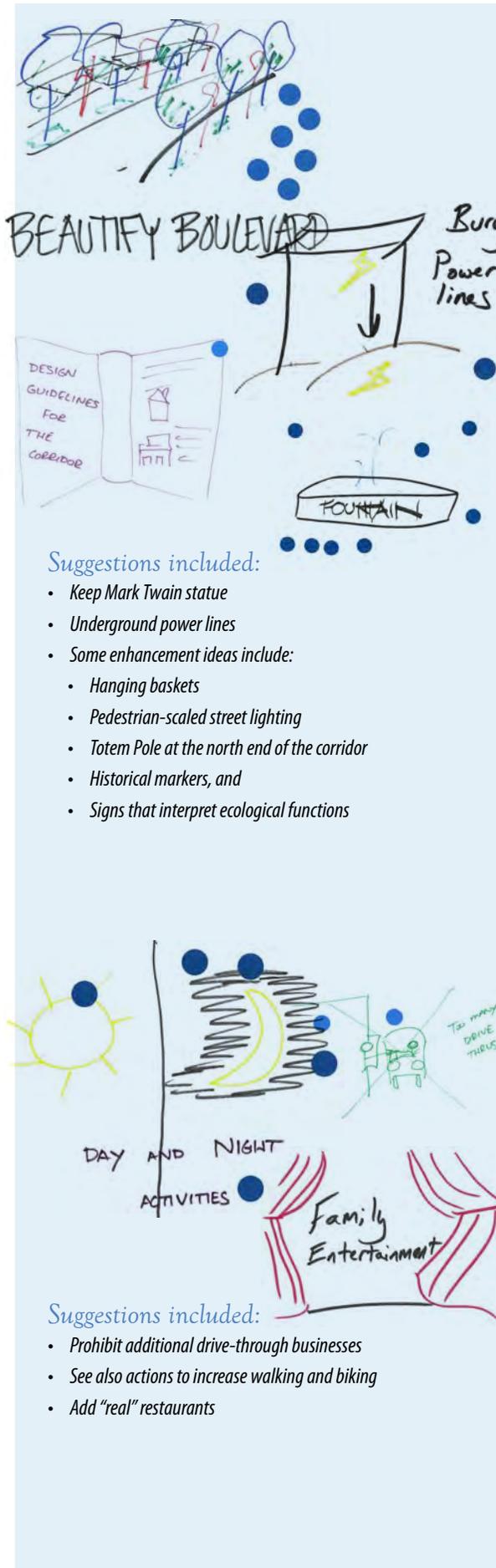
## Provide parks and recreation opportunities.

- Implement the City's plan for a recreational trail under the Bonneville Power lines.
- Provide single use and multi-use parks.
- Incorporate public space in future redevelopment.
- Add a trail system throughout the neighborhood that feels park-like.



### Suggestions included:

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>• Desired park attributes include: <ul style="list-style-type: none"> <li>• Child-friendly design</li> <li>• Space for picnics</li> <li>• A dog park and accommodation of pets</li> <li>• Walking trails</li> </ul> </li> </ul> | <ul style="list-style-type: none"> <li>• Recreation center</li> <li>• Family entertainment</li> <li>• A fountain</li> <li>• Community garden</li> <li>• Sports courts</li> <li>• Skateboard park</li> </ul> |
|--|---|



*Suggestions included:*

- Keep Mark Twain statue
- Underground power lines
- Some enhancement ideas include:
  - Hanging baskets
  - Pedestrian-scaled street lighting
  - Totem Pole at the north end of the corridor
  - Historical markers, and
  - Signs that interpret ecological functions

*Suggestions included:*

- Prohibit additional drive-through businesses
- See also actions to increase walking and biking
- Add "real" restaurants

## Strengthen the aesthetics and identity of the Boulevard.

- Develop a world-class boulevard over time with a cohesive, continuous, and inviting aesthetic.
- Upgrade the appearance of the Boulevard to entice exploration.
- Encourage upkeep of existing buildings and higher-quality, well-designed new buildings.
- Value historic buildings, preserve assets, and interpret these as part of the identity of the corridor.
- Improve the appearance of the south end of the corridor.
- Establish design guidelines to upgrade design quality.
- Make the streetscape maintainable, simple and lasting.
- Incorporate more greenery, providing it can be maintained and roadway visibility is not impaired.

## Improve quality of life and public health.

Create an around-the-clock community that offers a lifestyle where one can work, live, study, and play within walking distance of the Boulevard.

- Encourage businesses to locate on the Boulevard that meet the needs of different users at different times of day.
- Foster a diversity of restaurants, coffee shops, shops, and entertainment establishments.
- Make the Boulevard safe and inviting for families.
- Encourage a sense of community.
- Increase both day and night activities.

## Support economic vibrancy.

Foster economic diversity and vitality to establish thriving businesses and a strong employment base.

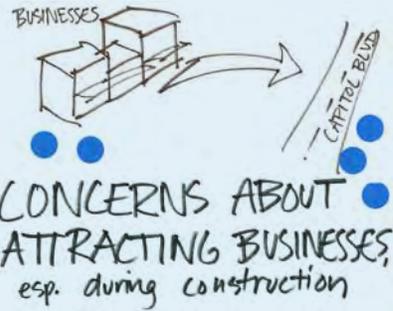
- Grow the community, especially at the south end, with more housing and businesses.
- Create a business district to empower businesses along the corridor and make lasting connections between the community and the City.
- Promote the Boulevard as a destination rather than as a path to elsewhere by offering events and community activities.
- Support additional local businesses (i.e., non-chains).
- Fill vacant buildings.

## Respect the environment.

- Choose appropriate species and locations for tree plantings and attend to maintenance issues.
- Utilize trees and landscaping to offset freeway noise and emissions.
- Install more greenery throughout the corridor.
- Use foliage to identify and create gateways to residential areas.

## Enhance the neighborhoods.

- Protect existing residences from impacts of new development.
- Design and landscape residential streets as a sanctuary from the Boulevard to act as gateways between commercial and residential areas and also to create identity, and slow traffic.
- Enhance the residential environment and add new residents as appropriate.



*Suggestions included:*

- *Provide more family activities.*



*Suggestions included:*

- *Leverage the DOT site as a lynch pin for transforming the Boulevard*
- *Encourage senior housing on redevelopment sites (such as the City's allowing senior housing on the former Mega Foods site).*
- *Defer development fees until occupancy, particularly with parks fees.*
- *Continue to implement brewery master plan and consider whole corridor.*

## Make use of opportunities and lead a responsible process.

- Make incremental changes as funding becomes available.
- Use parks to precipitate development. For example, install a community garden in the Hearthstone/Lemongrass vacant lot.
- Zone carefully and allow appropriate densities to spur pedestrian-friendly private development.
- Utilize the un-used green spaces at the State buildings.
- Publicize the plan to promote funding and development from the private sector.
- Protect small businesses along the corridor during any reconstruction of the road.
- Avoid costs to local businesses.
- Avoid gentrification; keep the neighborhood affordable for current residents.
- Make the streetscape maintainable, simple, and lasting. Be aware of maintenance that comes with street trees.
- Keep this plan affordable – be realistic.

# Concept 6

Achieving Capitol Boulevard's transformation from a commercial strip to the center of a mixed-use community as envisioned will require the strategic integration of public improvements and private development. This integration must be based on a sound and comprehensive concept. The community development concept for Capitol Boulevard that emerged through public input and technical analysis consists of the 5 mutually supporting strategies summarized below and detailed later in the Elements section.

**Develop new neighborhood-oriented mixed-use neighborhood centers 1) between W Lee and W T Streets and 2) between X and Dennis Streets.**

The WSDOT site and properties west of Capitol Boulevard between W Lee and W T Streets offer the best opportunity to develop a mixed use focus with pedestrian friendly local serving retail, employment opportunities with low- to mid-rise residences. Not only are these properties potentially redevelopable, but together they could form a cohesive center surrounded by the existing single and multiple-family neighborhood. The community's highest density of residents already is located within a ¼ mile walking distance. Such redevelopment, if sensitively planned and designed could dramatically change the Boulevard's character and provide an attraction for the wider Tumwater community. Actions to encourage positive redevelopment include: rezoning some properties to allow for a greater

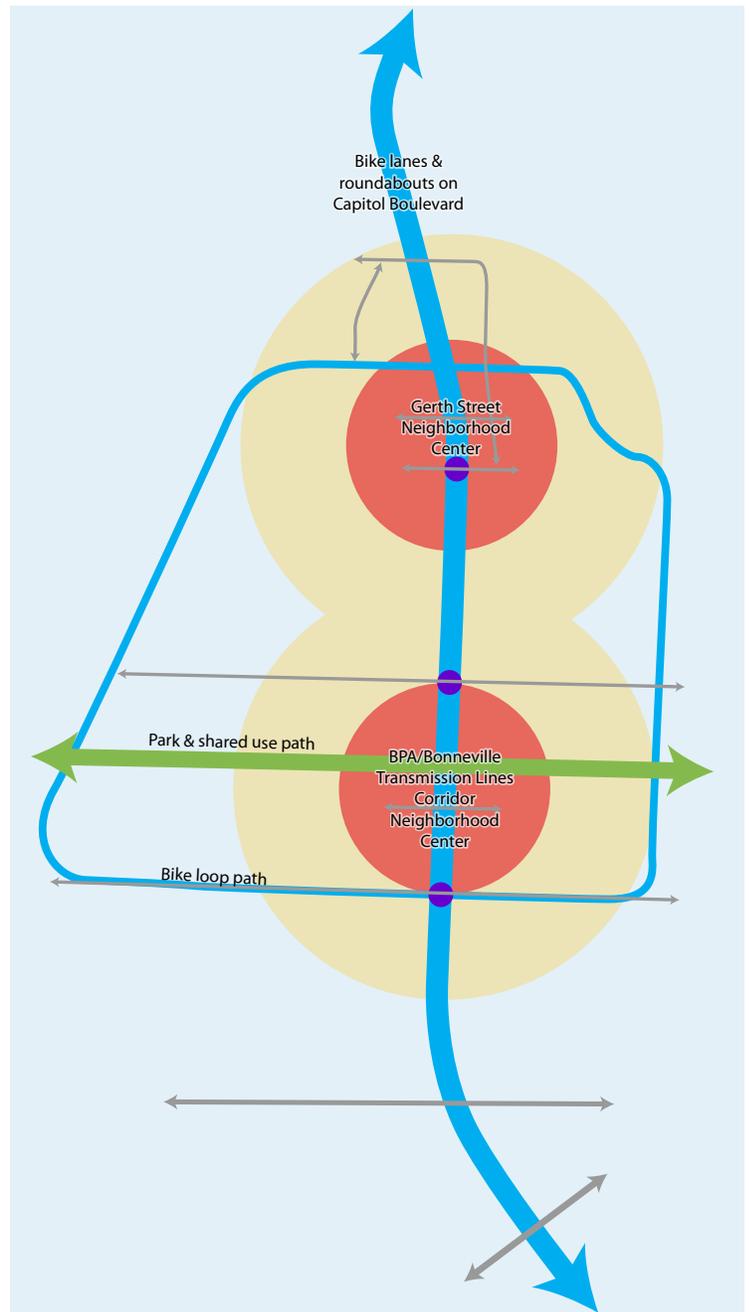
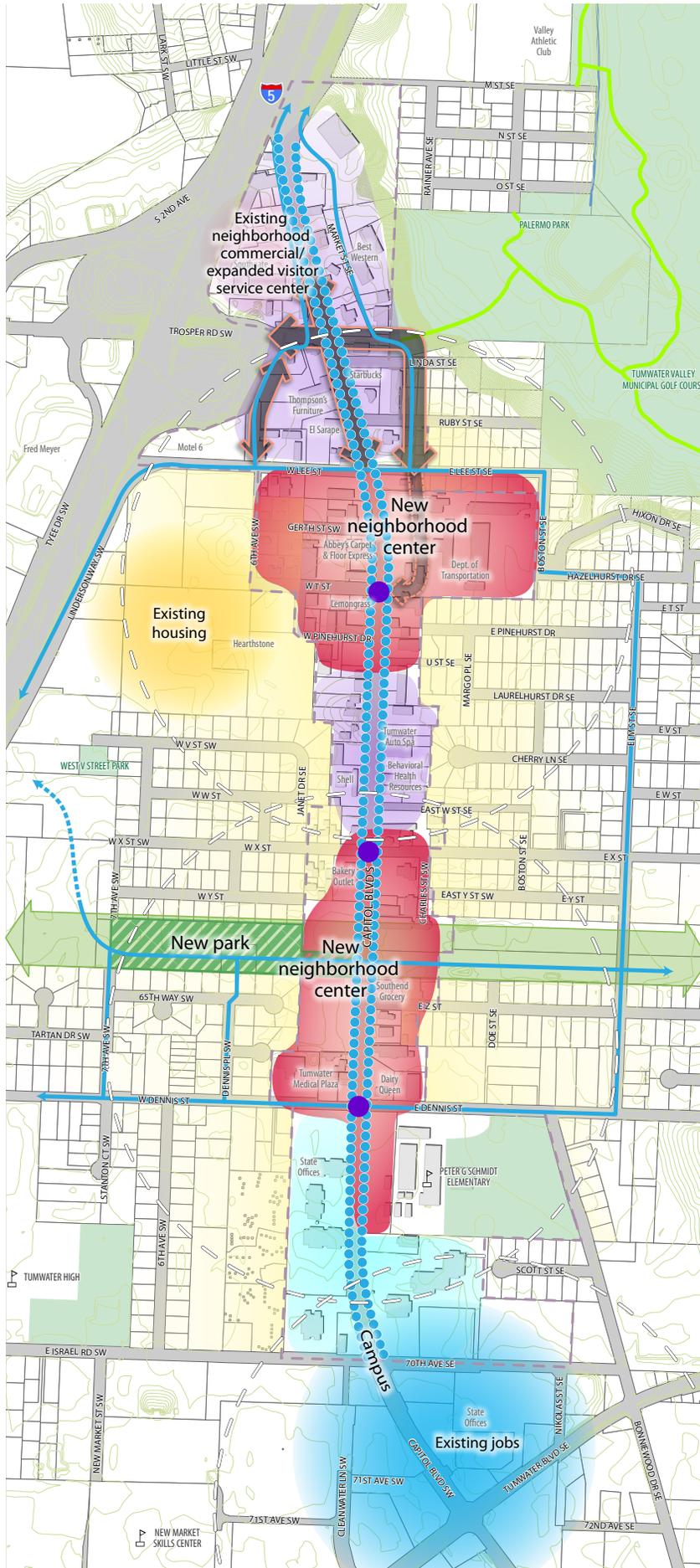


Figure 6-1. Basic strategies for Capitol Boulevard



Tumwater  
CAPITOL BOULEVARD

MAJOR CONCEPTS

LAND USE

-  **New neighborhood center**  
Businesses, housing, parks/plazas, walking and cycling paths, and human-scale design make an attractive new commercial center.
-  **Commercial corridor**  
Beautify street and consolidate access over time, but land uses mostly continue as is.
-  **Office campus**  
Build on campus character with medians and bike lanes.
-  **Residential neighborhoods**  
Incorporate gateways and traffic calming. Over time, more housing may be added to better support businesses.

STREET AND PUBLIC IMPROVEMENTS

-  **Bike lanes and streetscape**  
Striped bike lanes on both sides, narrow median, street trees, wider sidewalks, and pedestrian lighting in neighborhood centers.
-  **Roundabouts**
-  **Trosper area improvements**  
Construct parallel, multi-use streets, reconfigure Starbucks drive, and assess Trosper intersection improvements in value engineering study.
-  **BPA/Bonneville transmission lines**  
Enhance with multi-use trail and park if land becomes available.
-  **Potential future park**
-  **Bike (and walking) "loop" routes**

NEIGHBORHOOD FEATURES

-  **Schools**
-  **Parks and recreation**
-  **Informal Deschutes Valley Trail**
-  **Study area**



Figure 6-2. Major concepts for Capitol Boulevard

number of residential units (that, in turn, support local retail businesses) (See Recommendation LU-1), establishing design guidelines to ensure better quality development and compatibility with the neighborhood (See Recommendation LU-2), improving local road and pedestrian connectivity (See Recommendation T-4), and improving the boulevard's streetscape (See Recommendation T-7).

Although there is less potentially developable land in the south neighborhood center, there are sufficient opportunities and enough local residents to support the creation of a modest but important neighborhood focus. The key will be to enhance this area's development and neighborhood setting by establishing a park on City property under the power lines (Recommendation NL-4) and constructing the proposed Capitol Boulevard improvements (Recommendation T-7). As in the case of the north neighborhood center, updated zoning regulations and design guidelines (Recommendations LU-1 and 2) as well as development incentives (Recommendations ED-1, 2, and 3) will be necessary to both encourage and guide new development.

**Improve circulation and the setting for businesses around Trosper Rd SW.** Public participants in the planning process identified congestion between W Lee Street and Trosper Rd SW as one of the biggest problems in the area. Turning movements near Trosper and the level of traffic produce safety and mobility concerns that detract from the area's ability to support a greater range of businesses and the larger community's identity. Additionally, local residents on Linda and Ruby Streets SE have difficulty in reaching their homes, and pedestrian and bicycle access to the whole area is not adequate. So, traffic improvements and greater multimodal connectivity are needed to upgrade this area's performance in terms of circulation, business and development potential, and livability. Key actions include: initiating a study of measures to reduce congestion at Trosper Rd SW (See Recommendation T-1), constructing local access streets east and west of Capitol Boulevard

from Trosper to Lee, reducing left turn movement conflicts into businesses (See Recommendations T-4 and T-6) and improving internal circulation within clusters of businesses (See Recommendation T-5). Successfully reducing congestion and improving access to businesses and residents will require coordinated improvements and land use actions, especially business access reconfiguration, but the benefits will be certainly worth the effort.

**Upgrade the multimodal performance and streetscape appearance of Capitol Boulevard.**

Achieving several of the public's primary objectives, including better bicycle and pedestrian circulation, greater mobility for all modes, increased safety, and an improved visual identity, require significantly upgrading Capitol Boulevard itself. As noted in the section on existing conditions, the limited ROW width, traffic volumes and lack of local circulation connectivity all prevent easy solutions for adding bicycle and pedestrian facilities, facilitating transit and traffic movement and improving the boulevard's streetscape. The planning team presented three different alternatives for adding bicycle and streetscape facilities to the public, Focus Group, and City Council (see Appendix A). The general consensus was a clear preference for a solution that involves substituting narrow median for the center left turn lane in order to add bicycle lanes within the current curb-to-curb road section. In order to allow convenient left turn access into businesses and side streets, roundabouts (RAB's) will be constructed at W, X and E Streets. Additionally, this strategy includes improving streetscapes on both public and private property, adding walk signals and revising transit stops. (See the Transportation section.) Taken together, these measures will provide for smooth traffic flow at appropriately moderated speeds, bicycle lanes, safer pedestrian circulation, and a much more attractive visual character. Local businesses should realize benefits from the enhanced circulation and improved identity that far outweigh short-term disruptions due to construction.

Even after the boulevard improvements are completed, the corridors transportation performance can be greatly enhanced by a series of north-south “backage” connections located generally toward the rear of commercial/mixed use properties. These connectors, consisting of alleys, connected parking areas, shared drives and similar measures would allow vehicle access from side streets to businesses located all along the block facing the boulevard. Since these connections will occur primarily on private property and result from well considered development, the way to encourage greater off-corridor connectivity is through design guidelines for new development (See LU-2).

**Improve neighborhood livability and local circulation connectivity.** The discussion of existing transportation conditions points out that it is difficult for walkers, bikers, and motorists to get around the Capitol Boulevard community because there is not an adequately connected network of streets and pathways. To rectify this problem the plan recommends a series of small scale street and pathway connections at strategic locations. The new connections noted as part of the Trosper Road area strategy noted above also play a crucial role in better connectivity. Bicycle lanes are recommended to make a loop route on Linderson Way SW, W Dennis Street (and a proposed new park under the power lines west of Capitol Boulevard), Elm Street E, Hazelhurst Street SE, Boston Street SE and E and W Lee Street. Even with bicycle lanes on Capitol Boulevard, many cyclists will prefer the slightly longer but more pleasant (and nearly as fast) route along this route to the more heavily trafficked Boulevard. (See T-18)

There is sometimes the fear that new connections will encourage cut-through traffic, especially when Capitol Boulevard is congested. Traffic calming measures can be effective in reducing both the volume and impacts from unwanted through traffic. The plan recommends both neighborhood gateways as well as traffic calming improvements to enhance

local residential areas and to prevent the impacts of non-local traffic. (See NL-2)

Parks and open spaces are crucial for neighborhood livability. As the Background section noted, there are some near-by open spaces, but they are not very accessible and do not provide a full range of health promoting recreational opportunities. Therefore the plan recommends a new park under the power lines west of Capitol Boulevard connected by pathways to other parts of the community. (See NL-4.) Additionally, a small park should be considered near the intersection of W Gerth Street and 6<sup>th</sup> Street W as part of redevelopment in that area.

**Employ urban design measures to improve corridor appearance, neighborhood livability, land use compatibility, and the benefits of transportation improvements.** “Urban design” includes a variety measures to enhance the physical characteristics of a community such as design guidelines, streetscape improvements, collaborative site planning, park and open space enhancements, ecological restoration, artwork, and historic preservation. Such measures are effective problem solving tools that can be used to upgrade the quality of new development, promote economic development, enhance a community’s identity, make neighborhoods more livable, revitalize business districts, protect valued community resources, and increase land use efficiency. Urban design solutions are included in a number of the plan’s recommendations. For example, the streetscape design and landscaping of the new N/S access road between Trosper Road SW and E Lee Street is very important in protecting the livability of near-by residences and providing access to local businesses and Palermo Park. (See T-4). Because urban design solutions are so integral to the other strategies described above, a separate Urban Design Element is not included in the plan. Instead, urban design measures are discussed as part of the specific element that they support.

A planning strategy is only useful if it contributes to addressing the planning objectives identified by the public and the community’s decision makers. Table 6-1 indicates which of the strategies support the specific objectives. A full dot indicates that the strategy directly addresses the objective and a half dot indicates that the strategy indirectly supports achieving the objective.

Taken together, the five strategies lead to the overall concept illustrated in Figure 6-2. During the discussion of the individual elements and specific recommendations, it is important to recognize that they all contribute to the concept which is directed toward the project’s objectives and central purpose.

Objectives	Concepts				
	Develop mixed use neighborhood centers	Improve circulation @Trosper	Upgrade Capitol Boulevard	Improve neighborhood livability	Employ urban design solutions
Improve pedestrian, bike, bus, & auto mobility	○	●	●		●
Improve pedestrian & bike environments	○	●	●	●	●
Enhance transit experience & efficiency	○	●	●		○
Increase auto safety & movement		●	●	○	●
Provide parks & recreation opportunities	○			●	●
Improve Boulevard aesthetics	●	○	●	○	●
Improve livability & health	●	○	○	●	○
Support economic vitality	●	●	●	○	○
Respect the environment	○	●	○	●	○
Enhance neighborhoods	●	○	○	●	●
Lead a responsible process	○	○	●	●	○

**Table 6-1.** Relationship between proposed strategies and project objectives. **Black dot:** The concept addresses the objective; **Circle:** partially addresses.





# Plan Elements

# 7

## Land Use

The basic land use changes envisioned in this plan are 1) the development of two new mixed-use neighborhood centers between W Lee Street and W T Street and just north and south of the high tension power lines; 2) the protection and strengthening of the existing single and multiple family neighborhoods; and 3) the gradual enhancement of other commercial properties along the Boulevard to feature a wider mix of commercial activities and some residential development.

### MIXED USE CENTERS

The mixed use centers are the most prominent of the three proposals and will feature:

- A mix of commercial and residential uses. The residential uses will help support local retail services while the commercial uses will provide services for the local community,
- Buildings with attractive pedestrian oriented facades, some structured parking and design character that fits into the neighborhood,
- Excellent pedestrian circulation, attractive streetscapes, and greater human activity.
- Parks or open space that accommodates a variety of activities, an

One reason for encouraging these neighborhood centers, besides achieving greater land use efficiency, is to add local services for neighborhood residents. Both prospective neighborhood centers are situated within solid neighborhoods with a ready-made market, mostly within a ¼ mile walking distance from the corridor.

Achieving the envisioned mix of community supporting uses will be more likely if the City's zoning and design guidelines are modified. Building intensity is measured in terms of building floor area to site land area – floor-area ratio or "FAR" which equals total building floor area divided by total land area. Allowing a greater FAR will encourage larger buildings on a site while requiring an FAR more than .4 will help ensure that new uses will not be auto oriented with large open parking lots.

To allow efficient building types while minimizing impacts on neighboring residential areas, this plan recommends a maximum building heights be generally limited to those that will accommodate 'three over one' type construction. Expectations should be made to allow 'five over one' type construction in special areas such as the Department of Transportation (WSDOT) site. Although the WSDOT site is adjacent to existing single family neighborhoods; the roughly 10 acre site will allow building configurations that minimize impacts on



**Figure 7-1.** Examples of appropriate architectural character and scale for the WSDOT site development

residential neighbors. Other areas where slightly taller building configurations of ‘five over one’ stories should be allowed include the areas on the west side of Capitol Boulevard from the properties on the south side of Pinehurst Street to “M” Street, and the area on the east side of Capitol Boulevard from “M” Street to Linda Street.

Larger buildings will provide more services and a greater residential market for those services. Any increase in development capacity should be accompanied with specific design guidelines to make sure that new buildings do not disrupt the neighborhood character. Design guidelines and zoning provisions will help protect the privacy and solar access of neighboring single family residences, and ensure that new buildings are “in scale” with the local neighborhood. (“In scale” means that the buildings do not look radically larger or smaller than those of their surroundings and that they include features or elements (e.g.: doors, windows, porches, etc.) that relate to the human body.)

The location of the two new centers and their relationship to other recommended actions is illustrated on the Concept Diagram, Figure 6-2. The northern neighborhood center can be further divided into the WSDOT site and the area to the west of Capitol Boulevard between W “T” Street and W Lee Street because these two areas have very different development settings and opportunities, which are described below.

### WSDOT SITE

The 11.6 acre WSDOT site just south of E Lee Street represents the single most important redevelopment opportunity. WSDOT has plans to move this facility’s operations to Lacey but while this move would save money in the long run, there are currently no funds available for such a move. Nevertheless, it is logical to plan for substantial mixed use redevelopment on this site and zone it for such an eventuality. Figure 7-3 presents a possible layout that features 1 to 5 story buildings, a public plaza surrounded by local retail businesses, ample parking, local access streets, attractive streetscapes, and perimeter landscaping. This development scenario might add 300 to 360 dwellings and about 55,000 square



**Figure 7-2.** Examples of public plazas that illustrate the preferred character of the central open space on the WSDOT site

Streetscape improvements & retain trees as possible

Public plaza

New local access streets

Height up to 65' where not near single-family residences

New roundabout

Landscaping, setbacks, & step backs near single-family residences



- Residential
- Residential over retail
- Retail



Figure 7-3. Possible mixed use redevelopment schemes for the WSDOT site

feet of commercial space. Such a development would provide a central and highly visible community focus that would upgrade the character and livability of the whole project area. Figure 7-1 illustrates the type of character and scale envisioned for the property. The images are among those favored by participants at

Open House #2. Figure 7-2 provides some examples of the envisioned public plaza. Design guidelines should be adopted to direct new development to include such pedestrian oriented character and features.

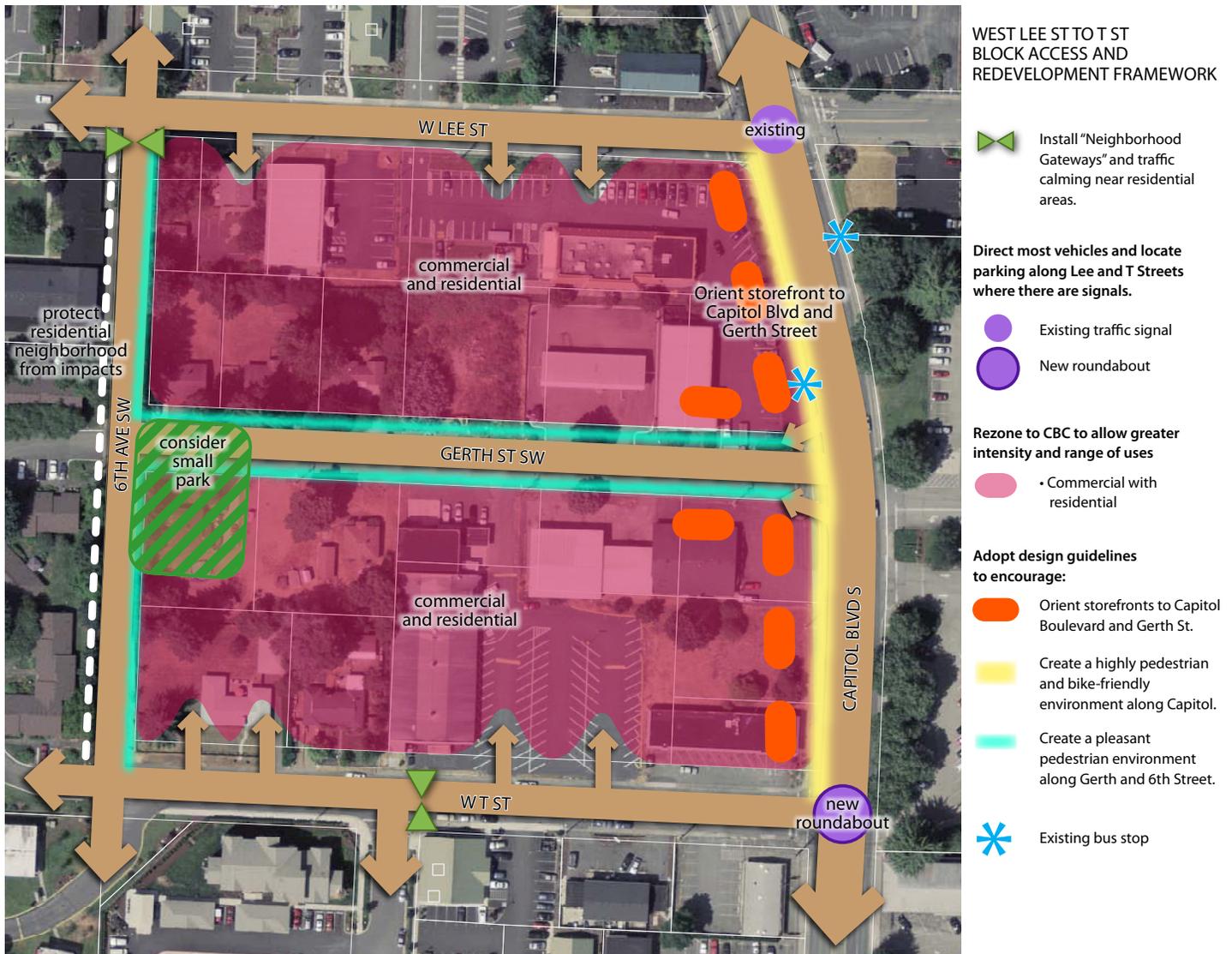


Figure 7-4. Redevelopment opportunities and recommended actions for the area west of Capitol Boulevard between W "T" Street and W Lee Street

The scenarios illustrate one option that includes the residential properties between the WSDOT yard and E Lee Street and another option that does not. While these added lots are not essential for the site's redevelopment, they do make the site more desirable and development more feasible. At the same time, adding the residential lots to the mixed-use development will mean that the residents will not experience any impacts during or after construction. While rezoning the lots to a mixed use designation might cause concern for

existing residents, ultimately, it will likely raise their sites' property values when they are sold. These properties should be redesigned and rezoned to the Capitol Boulevard Community designation and zone district but the zoning should have an exception to allow existing single family homes as permitted uses.

The Economic Development section summarizes a feasibility analysis for this scenario and presents recommendations for incentives to enhance the desirability of this site to potential developers.

Another option for consideration is the retention of the art deco office buildings, although the feasibility of building rehabilitation was not evaluated.

## PROPOSED REDEVELOPMENT BETWEEN W “T” STREET AND W LEE STREET

The properties directly to the west of the WSDOT site constitute a very different but significant development opportunity, as they are generally smaller and occupied by a wide range of uses. However, this area is immediately surrounded by a relatively dense single and multiple family neighborhood so that circulation and open space improvements, along with mixed use development could create a more efficient and attractive focus of activities. One key to upgrading this area’s business and residential environment will be connecting W Lee, Gerth W and W “T” Streets along the 6<sup>th</sup> Avenue SW alignment. Currently, it is difficult for motorists to make a left turn from Gerth Street SW, and there is no other way to access another side street. The 6<sup>th</sup> Avenue SW connection would greatly facilitate circulation, not only for those east of that avenue but also those living in the neighborhood to the west. (See Recommendation T-13.) Additionally, with a new round-about at W “T” Street, there will be excellent access from Capitol Boulevard into this area allowing most auto access into businesses and residential buildings from W Lee Street and W “T” Street. Off street parking will be efficiently located on these streets. This leaves Gerth Street SW to serve as an attractive pedestrian street with only light traffic. This general configuration is illustrated in Figure 7-4. Note that redevelopment can progress parcel by parcel according to property owner interests. To achieve the efficiencies and opportunities presented by this concept, the following actions should be initiated:

- Rezone GC and MFH zoned properties to the proposed new Capitol Boulevard Community (CBC) zone (See Recommendation LU-1) and retain the multi-family zoning for other properties in the area,

- Adopt design guidelines to:
  - Encourage vehicle access from W Lee and W “T” Streets (but allowing access from Capitol Boulevard),
  - Orient pedestrian access into businesses from Capitol Boulevard and Gerth Street SW,
  - Create an attractive streetscape on Gerth Street SW and 6<sup>th</sup> Avenue SW,
- Consider creating a small park near Gerth Street SW and 6<sup>th</sup> Avenue SW, and
- Install a new round-about at W “T” Street and improve the Capitol Boulevard Streetscape (See Recommendation T-7).

Elements: LU

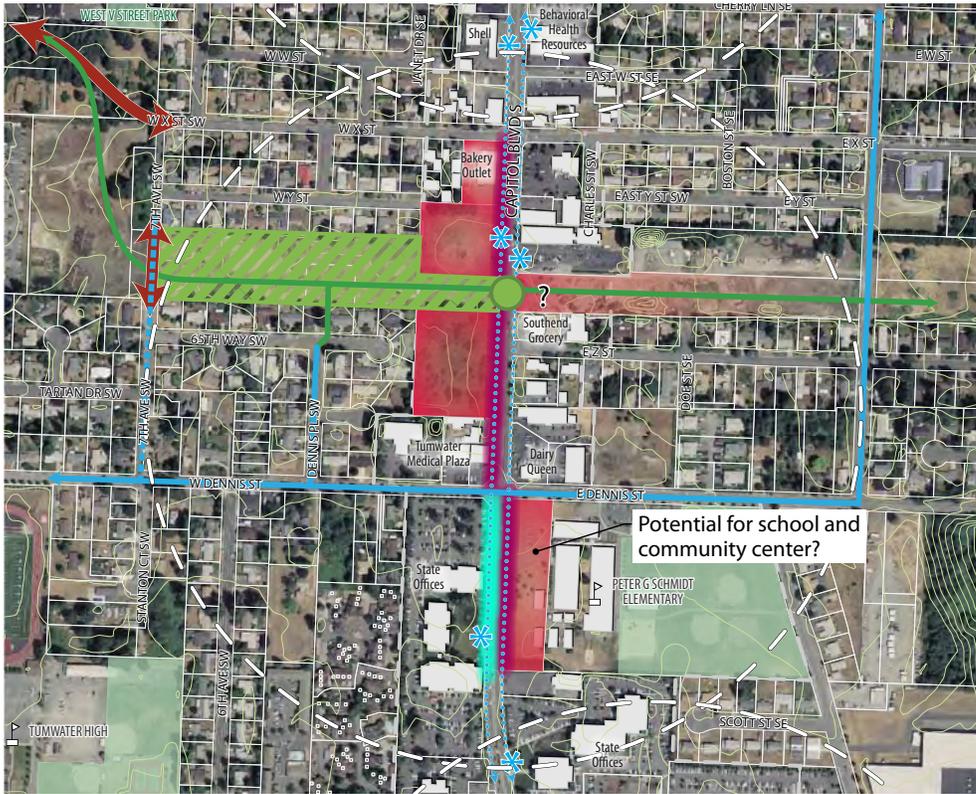


*Figure 7-5. Redevelopment opportunities and recommended actions for the area west of Capitol Boulevard between W “T” Street and W Lee Street*

## SOUTHERN NEIGHBORHOOD CENTER AROUND THE BPA/ BONNEVILLE TRANSMISSION LINES CORRIDOR

While there are only a few vacant or immediately redevelopable sites in the southern neighborhood center, the potential desirability of this area and surrounding residences and activities make it worth considering as a neighborhood focus point.

Tumwater  
CAPITOL BOULEVARD  
**SOUTHERN  
NEIGHBORHOOD CENTER**



-  Potential redevelopment site  
Review zoning to remove unnecessary obstacles.
-  High priority pedestrian/bike/streetscape improvements
-  Pleasant streetscape (existing)
-  New pedestrian/bicycle traffic signal
-  Develop new park (through park planning process)
-  Shared use path
-  Bike lanes
-  Signed shared lane
-  Potential bike lanes
-  Existing bus stops
-  Existing schools
-  Existing parks and recreation

Figure 7-6. Proposed improvements and development sites in the Southern Neighborhood Center



Figure 7-7. Aerial of southern neighborhood center

Properties immediately north and south of the City-owned ROW under the power lines (including the Bakery Outlet site) are vacant and provide excellent redevelopment potential. The most likely catalyst for development in this area would be a park with trails and neighborhood connections on the transmission lines ROW/easement. Such an addition would provide a much needed amenity to the area and increase pedestrian and bicycle connectivity. Streetscape improvements along the Boulevard would also make the area more inviting. The School District management is unsure at this time if the district property immediately adjacent to Capitol Boulevard might be sold and made available for redevelopment. Another option is that the site might provide a location for a community facility.

The envisioned development character for this neighborhood center is relatively modest: a few corner local shops with multi-family residences. But these additions could anchor the surrounding residential neighborhood and, along with park and street improvements, create an attractive and active focus that raises the desirability and investment potential for the south end of the project area.

The recommended means of revising Capitol Boulevard's commercial zoning is to rezone the area from "General Commercial" (GC) and Mixed Use (MU) to a new Capitol Boulevard Community (CBC) zone with some special provisions for specific areas within the new zone. The proposed CBC zone would require that development meet minimum FAR or density standards or feature a mix of commercial and residential uses within the neighborhood centers.

Under-utilized properties south of Dennis Street and west of Capitol Boulevard, noted in Figure 4-30, may also be upzoned to accommodate multifamily development. The additional residences would provide more support for local retail and increase outdoor activity in the neighborhood center.

The new CBC zone and multifamily area should be accompanied by detailed design guidelines to increase compatibility between uses and developments, upgrade the area's design quality, enhance circulation (especially pedestrian comfort and safety), and encourage efficient, environmentally responsible site planning and design.

One design issue that deserves special mention is the need for a guideline that requires, where feasible, connected vehicular connectivity between properties. Generally, this may be in the form of alleys, connected parking lots, shared drives, and other vehicle circulation configurations that allow vehicles to access parking and service areas of one property from another. The intent of this provision is to provide greater access to businesses (and potentially residents in mixed use buildings) and

reduce turning movements and resulting congestion on Capitol Boulevard. When completed such a rear yard circulation system will result in an informal "backage access way" stretching whole blocks from one east-west street to the next.

## PROTECTING SINGLE FAMILY NEIGHBORHOODS

Maintaining strong and vibrant single and multiple family neighborhoods near the commercial corridor is essential. The most direct way to upgrade the residential neighborhood setting will be the gateway, traffic calming and park improvements covered in Neighborhood Livability section. Stronger landscaping standards for screens between commercial and residential properties will also help.

An option is to allow professional offices in single family houses that are 1) within 75 feet of a commercial or mixed use zone, and 2) situated 150 feet or less from street access to Capitol Boulevard (for example, Janet Drive SE and Cherry Lane SE could not have businesses until more direct access to Capitol Boulevard is available), provided that all parking and other impacts be addressed. This would allow the most impacted residences to be sold to book-keepers, attorneys, dentists, etc. for small scale businesses. Such small businesses in renovated houses are often better kept up than they were as single family homes because they are economically viable and, in effect, screen residences from the more active auto- and entertainment-oriented businesses on the Boulevard.

## ENHANCING THE BUSINESS ENVIRONMENT

As noted above, changing the GC commercial zoning to a proposed Capitol Boulevard Community (CBC) zone with design guidelines will allow current owners greater flexibility when they wish to redevelop. The

one issue with this solution is that the CBC zone discourages low intensity single purpose commercial uses so that there should be a provision that allows the continuation of current uses as long as they wish to remain. The intent of the proposed zone is to develop the new mixed-use neighborhood centers described above and to, over time, transition the whole commercial district from an auto dominated strip to a multi-modal corridor with a greater range of regional and local businesses in an attractive, pedestrian friendly setting. However, the intent is not to push existing businesses off the Boulevard. The CBC zone should include or reference a provision that states that previously existing businesses and structures are considered “conforming” and be allowed to remain and expand provided that any changes do not increase the divergence from the provisions of the CBC zone and accompanying guidelines.

## RECOMMENDATIONS:

**LU-1.** (Short term) Rezone GC and MU properties north of Dennis Street SE/SW to a new Capitol Boulevard Community (CBC) Zone that:

- Raises the allowable development and intensity,
- Includes a non-conforming use provision so that existing businesses are not disadvantaged,
- Requires a mix of uses or at least a minimum level of residential and/or commercial development,
- Includes special provisions for key sites such as the WSDOT site (alternatively, these could be included in the design guidelines), and
- Prohibits new drive throughs in neighborhood centers (but allows existing drive-throughs to continue).

In addition to all GC and MU zoned properties, the lots between E Lee Street and the WSDOT site should be rezoned to CBC, or a comprehensive plan policy adopted stating that these properties should be rezoned to CBC at the individual property owner’s request.

**LU-2.** (Short term) Establish design guidelines for the proposed CBC zone that address:

- Mitigation of impacts to existing residences,
- The appearance of new development along Capitol Boulevard,
- Streetscape and street frontage enhancements,
- Pedestrian circulation and amenities
- Inter-site connectivity,
- Parking area location and site design,
- Building scale, design elements and materials,
- Safety and security concerns,
- Address special conditions at the WSDOT site and other properties at the north and south neighborhood centers, and
- Other issues as they arise.

**LU-3.** (Short term) Allow professional offices in existing houses within 75’ of the CBC zone and 150’ street access to the Boulevard, provided parking and all other impacts are mitigated to the City’s approval.

**LU-4.** (Short term) Rezone the under-utilized single-family lots (adjacent to the State offices, condos, and apartments west of Capitol Boulevard and south of Dennis Street) to multifamily.

# Transportation

Elements: T



**Figure 7-8.** Capitol Boulevard between Lee Street and Trosper Road  
(Photo credit: Steve Bloom)

## STUDY OBJECTIVES, PROJECT DIRECTIVES, AND TRANSPORTATION PLANNING PRINCIPLES

To transform Capitol Boulevard from a primarily auto-oriented commercial strip to a multi-modal, multi-use corridor supporting a vibrant mix of residential, office will require balanced set of integrated transportation and urban design solutions that will more effectively move people and cars within the corridor. At the same time these transportation improvements must mesh with urban design and land use measures towards the common objectives. To accomplish this, the Capitol Boulevard planning team defined the following directives that framed transportation planning efforts:

- Reduce congestion growth,
- Provide for pedestrian and bicycle connectivity,
- Improve neighborhoods,
- Beautify corridor, and
- Mitigate new development impacts.

These general directives along with a thorough analysis of existing conditions led the team to

identify and apply the more specific principles, which include:

- Added travel lanes to quell congestion is neither feasible or desired,
- A parallel street system should be pursued,
- Ensure traffic operations help prioritize premium transit,
- Enhance streetscape at major intersections and crossings,
- Integrate and enhance bus stop facilities,
- Establish parallel and intersecting bike network, and
- Establish parallel and intersecting walk routes.

This section presents the primary transportation recommendations arising from the application of planning principles and directives. Additionally, several urban design recommendations such as streetscape improvements are included that are intimately related to transportation projects. The narrative is divided into 6 parts: the Trosper Road Area, Boulevard Improvements, Street Connectivity, Pedestrian and Bicycle Connectivity, Transit Performance and Policy and Plan Coordination.

## TROSPER ROAD AREA

The I-5 / Trospers Road interchange area (Figure 7-9), specifically the intersection of Capitol Boulevard and Trospers Road, has garnered much attention in recent years and it was a focus of public participants' comments during the work sessions. The driving public is keenly aware of long wait times and queues at the intersection. Pedestrians and cyclists are finding it more difficult to travel along or cross Capitol Boulevard at this heavily congested junction, and are expressing concern about the lack of adequate walk and bike facilities to accommodate their needs.

The technical planning team (City of Tumwater and TRPC) agreed that defining a final design solution for Capitol Boulevard/Trospers Road was beyond the purview and scope of this study and would be best conducted through a more-detailed engineering examination known as a Value-Engineering (VE) study, to be completed as soon as practical, likely in 2013. Nonetheless, and regardless of the VE outcome for a long-term Capitol Boulevard/Trospers Road design solution, the study identifies several multi-modal planning enhancements that will significantly improve travel conditions along Capitol Boulevard, between Trospers Road and Lee Street.

## LEFT TURN MOVEMENTS SOUTH OF TROSPER ROAD

During peak commute hours (morning and evening), motorists traveling southbound on Capitol Boulevard seeking access to businesses and local streets (Ruby and Linda) find it difficult to turn left across northbound traffic. Often, the northbound traffic queues (waiting to turn left onto Trospers Road) block the eastern streets and driveways (Figure 7-10). These streets and access driveways are too close to Trospers Road for Capitol Boulevard to function properly, and may grow into a significant safety problem.

Tumwater's 2035 Transportation Plan (and Comprehensive Plan) recommends placement of a median curb to prohibit left-turns along Capitol Boulevard in this section. This study examined this option and came to the same general conclusion. This study also identified the further need for parallel, local street routes to provide immediate land use access alternatives and simultaneously support and protect nearby neighborhoods from potential cut-through traffic that might result from the closure of the median.



Figure 7-9. Aerial view of Trospers Road vicinity



Figure 7-10. Northbound queue south of Trospers Road



Figure 7-11. Traffic congestion makes left turns difficult south of Trospers Road

**Recommendations:**

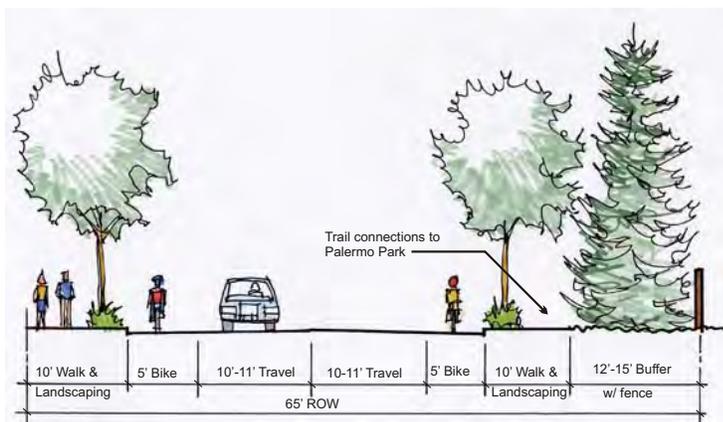
- T-1.** (Short term) Conduct a value engineering (VE) study to identify the most effective design for reducing congestion and facilitating transit, pedestrian and bicycle mobility in the Trospers Road vicinity
- T-2.** (Short term) Install driveway modifications at Starbucks drive to prevent left turns. This will resolve current operational issues and safety concerns
- T-3.** (Long term) – Consider findings of Capitol Boulevard/Trospers Road VE study and complete center median curbing along Capitol Boulevard from Trospers Road to Lee Street, in coordination with:
  - New North-South Street (see below) and
  - Westside Internal Connectors (see below).

**NEW NORTH-SOUTH STREET**

In an effort to help resolve current access operations and safety issues and future capacity on Capitol Boulevard (between Trospers Road and Lee Street), the study examined a new, low-speed local access street connection linking Ruby, Linda and Lee Street with Trospers Road at the Capitol Boulevard intersection. Figure 7-12 illustrates the multi-modal features and profile of this new north-south street. The new street will require purchasing some new rights-of-way and existing residential homes, but offers many benefits. The street:

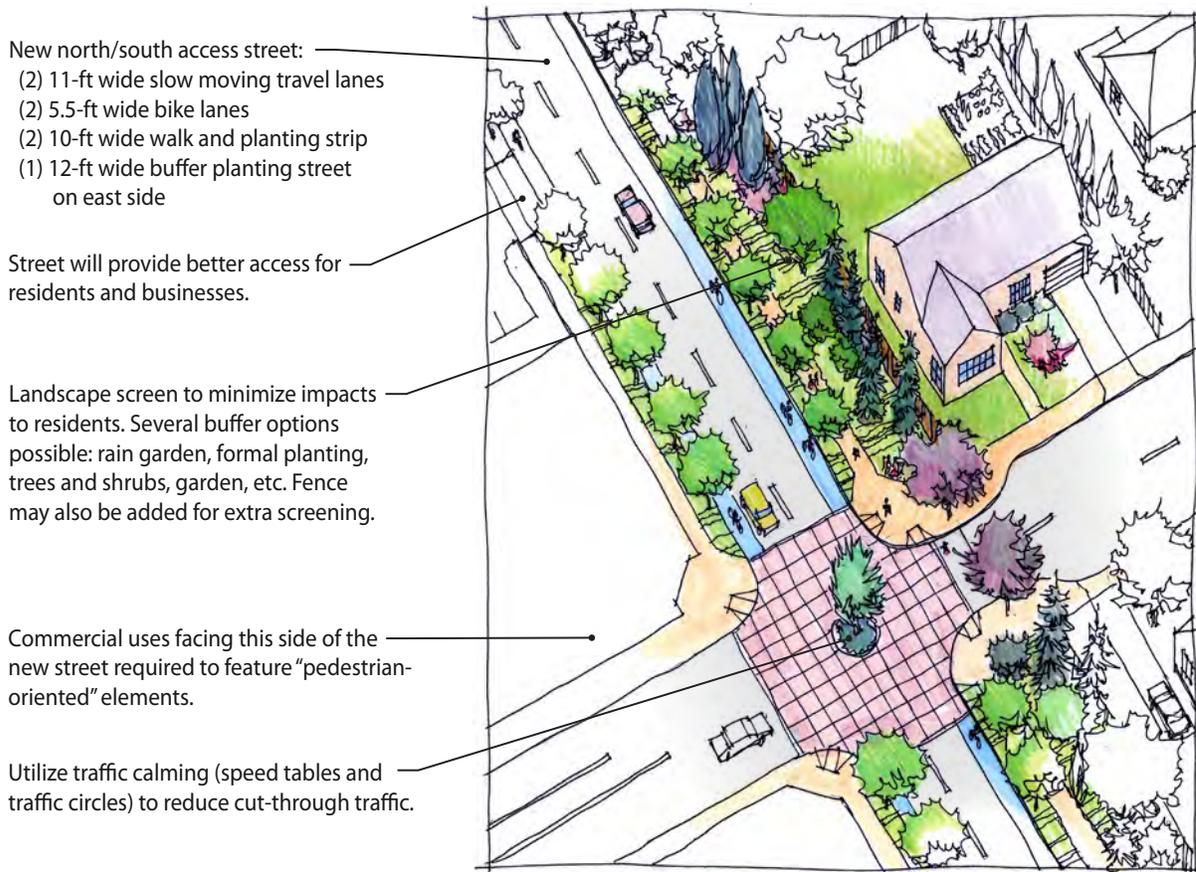
Elements: T

- Provides alternative, low-speed street route for local vehicle, bicycle and pedestrian travel (trips that begin and end in the immediate study area),
- Offers a pedestrian-friendly walk connection between area residents and businesses, with wider sidewalks and design features,
- Provides better continuity for area-wide bicycle travel with a dedicated bicycle lane, linking Elm Street SE with Capitol Boulevard (north) and the planned bicycle network (see below),



*Figure 7-12. The proposed new North-South Access Street conceptual plan and section*





**Figure 7-13.** Aerial view of the proposed north-south access street design

- Improves neighborhood access for residents along Linda and Ruby streets,
- Buffers and protects residential neighborhoods from Capitol Boulevard traffic by means of streetscape design and traffic calming treatments such as curb extensions, raised intersection, traffic circle, and crosswalk pavement markings and special materials, and
- Offers opportunity to revise and improve commercial parking capacity and circulation along east side of Capitol Boulevard and greatly improve access to local businesses.

The planning team invited all affected residents, property owners and business owners to an open house held specifically to address local concerns regarding the construction of this street. During that

session, several concerns were raised. Residents were particularly afraid that the new connection would encourage people to drive up Elm Street SE and then access Trosper via the new street. They noted that people were already using this route during rush hour even without the added convenience of accessing Trosper from the east. Therefore, traffic calming should be a part of the design of the proposed street. Others were concerned about the noise and other impacts of the new road, so mitigation of these impacts should be considered. Figure 7-13 illustrates urban design measures to be featured in the new street’s design.

Many of the benefits listed above, particularly those related to business access, can be realized by constructing the link between the Trosper/Capitol Boulevard intersection and Linda Street.

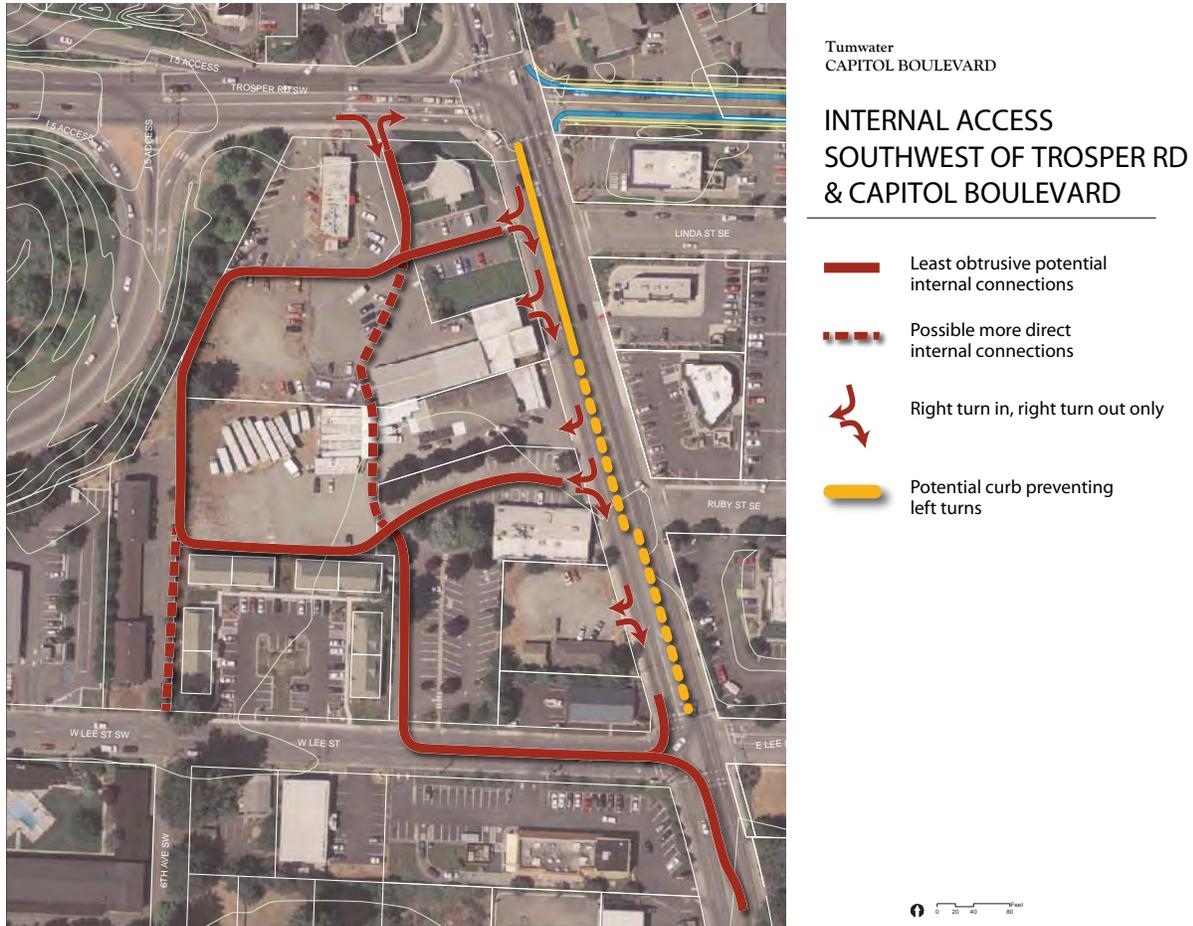


Figure 7-14. Proposed westside internal connectors

And, it appears that this section can be built with minimal net land acquisition and no demolition of residences. Given this, it may be advantageous to start with this section as phase 1 of constructing the entire street. The first step would be to work with affected business and property owners to realign the currently inefficient access and parking scheme into one based on the new street. Given that the Linda Street SE right-of-way can be converted to efficient and convenient perpendicular parking, there should be an incentive for business interests to pursue this option.

### Recommendations:

**T-4.** (Short term) Pursue the construction of the north-south street (Figure 7-12 and 7-13). First, work with property owners to establish a connection from Trospers Road SW to Linda

Street SE. Then purchase rights-of-way and residential homes and construct multi-modal, low-speed, north-south street connector with bicycle lanes, sidewalks, streetscape improvements, landscaping, walls to mitigate impacts to adjacent residents, and traffic calming to discourage through traffic.

### WESTSIDE INTERNAL CONNECTOR NEEDS

There are no public street access options to businesses west of Capitol Boulevard between Trospers Road and Lee Street, as shown in Figure 7-14. Similar to the east side of the corridor, a series of additional street connectors are needed to provide alternative access to and from businesses, as the

Capitol Boulevard median will eventually be closed to left-turn movements.

### Recommendations:

**T-5.** (Short/long term) Coordinate with local property owners to plan local street connectors providing local access alternatives to and from Capitol Boulevard via Lee Street – See Figure 7-14. Identify funding sources.

**T-6.** (Short/long term) Construct local connectors facilitating circulation and access to businesses between Trosper Road and W Lee Street west of Capitol Boulevard.

A series of criteria were applied in the evaluation, including:

- Vehicle performance,
- Impact on excessive vehicle speeds,
- Ability to provide continuous bicycle access and circulation along Capitol Boulevard,
- Providing regular-spaced pedestrian access and circulation,
- Planning level cost estimates,
- Impacts to adjacent business,
- Implementation method and time frame, and
- Business/property development implementation.

## BOULEVARD IMPROVEMENTS

Even though community participants generally acknowledged that upgrading Capitol Boulevard would be difficult because of limited ROW, most still wanted to see improvements to the Boulevard, including added bicycle lanes, improved sidewalks and streetscapes, moderated traffic speed, and safer pedestrian crossings. Given that input, the planning team developed and evaluated the following three alternatives:

- 1) Retain the current street travel lane and intersection configuration. Designate the outside lane as shared between bicycles and motor vehicles. Improve and expand the pedestrian/sidewalk zone.
- 2) Widen the corridor to add bike lanes, and widen the pedestrian/sidewalk zone. Widening requires additional rights-of-way.
- 3) Retain the existing street width (curb-to-curb), replace the center turn-lane with a median, shift the travel lanes, and add new bike lanes. Additionally, install roundabouts to allow vehicles to access businesses on both sides of the street. Widen the pedestrian/sidewalk zone as opportunities arise.

Base year 2012 and future 2035, average weekday PM peak hour traffic volumes were used to gauge vehicle performance at major intersections along Capitol Boulevard in the study area (see Appendix C.3, Section C.3.3). Future traffic volumes were estimated based on TRPC's Regional Travel Demand Model. The City's adopted level of service (LOS) standard (Appendix C, Section C.3.1) was applied. See Appendix C.5 for a full summary of the alternatives evaluation.

The major conclusions in the alternatives analysis relating to vehicle performance indicate:

- 1) There is some decline in vehicle performance by 2035, and with the exception of Trosper Road and Israel Road, most study area intersections perform within the City's LOS standard, regardless of the three study alternatives.
- 2) There is little difference in vehicle performance when comparing intersection traffic control options at intersections: traffic signals and roundabout.

These results, along with a comparison of the alternatives were presented to the public at Open House #3 in August. The public participants favored alternative 3 with the bicycle lanes, narrow median and roundabouts. This result was presented to the

City Council along with a presentation discussing the implications and necessary implementation actions to construct the project. Based on all of this input, as well as the technical and project cost evaluation, this plan recommends reconfiguring Capitol Boulevard within its current right-of-way and curb-to-curb dimension in the following ways:

- Replace continuous, center left-turn lane with a 6-foot raised median,
- Shift vehicle travel lanes inward to new raised median,
- Re-stripe street edge with five-foot bicycle lanes,
- Remove bus pull-out bays and replace with street trees, landscaping, seating, and widened sidewalks where possible,
- Widen sidewalks and landscaping strips. Because these streetscape improvements will extend beyond the current ROW, some of them will either be constructed on private property or additional ROW will be purchased, and
- Install 2-lane round-abouts at T, X and Dennis Streets SE/SW. While not specifically cross sectional improvements, they will be needed to improve access.

Figures 7-17 and 7-18 illustrate the proposed right of way configuration. Given the absence of immediate parallel public streets, the mainline section improvements will restrict mid-block, left-turn vehicle movements to and from corridor businesses but the round-abouts will enable more efficient and safer u-turns without disrupting bicycle and transit movements. Roundabouts can also be equipped with hybrid pedestrian beacons and audible signals to help enhance pedestrian mobility and safety at the roundabout street crossings (Figure 7-16). Although the exact extent of land acquisition needed to construct the roundabouts cannot be determined until a more detailed design study is completed, it appears that only minor purchases will be necessary and that significant impacts to most businesses can be avoided.

Besides adding bicycle lanes, the proposed improvements (pictured in Figures 7-17 and 7-18) will help moderate traffic and give the corridor a new visual identity, especially when combined with the streetscape improvements. Of the three alternatives, the median/round-about option also will do the most to encourage property redevelopment because it will be the biggest change in the corridor's character. Figure 7-18 illustrates how the street improvements, along with zoning and design guideline changes

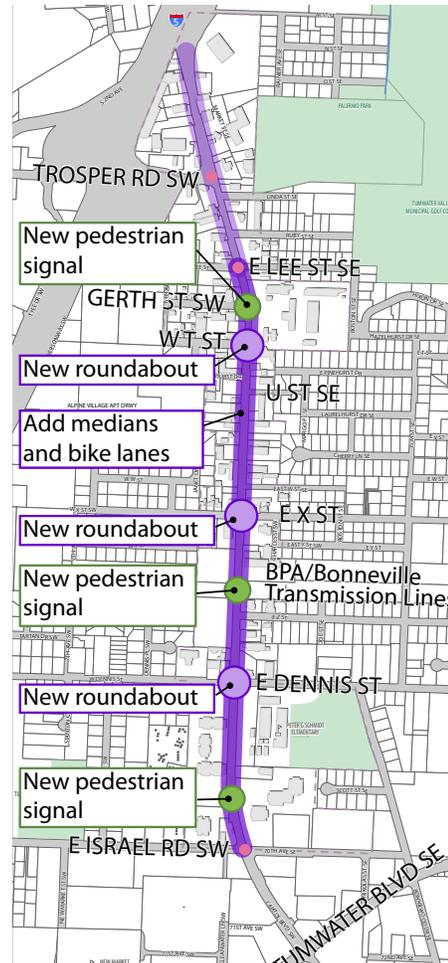


Figure 7-15. The roundabouts and medians within existing right-of-way reconfiguration was chosen for Capitol Boulevard



Figure 7-16. Example of HAWK (High-intensity Activated crossWalk) audible signal at roundabout

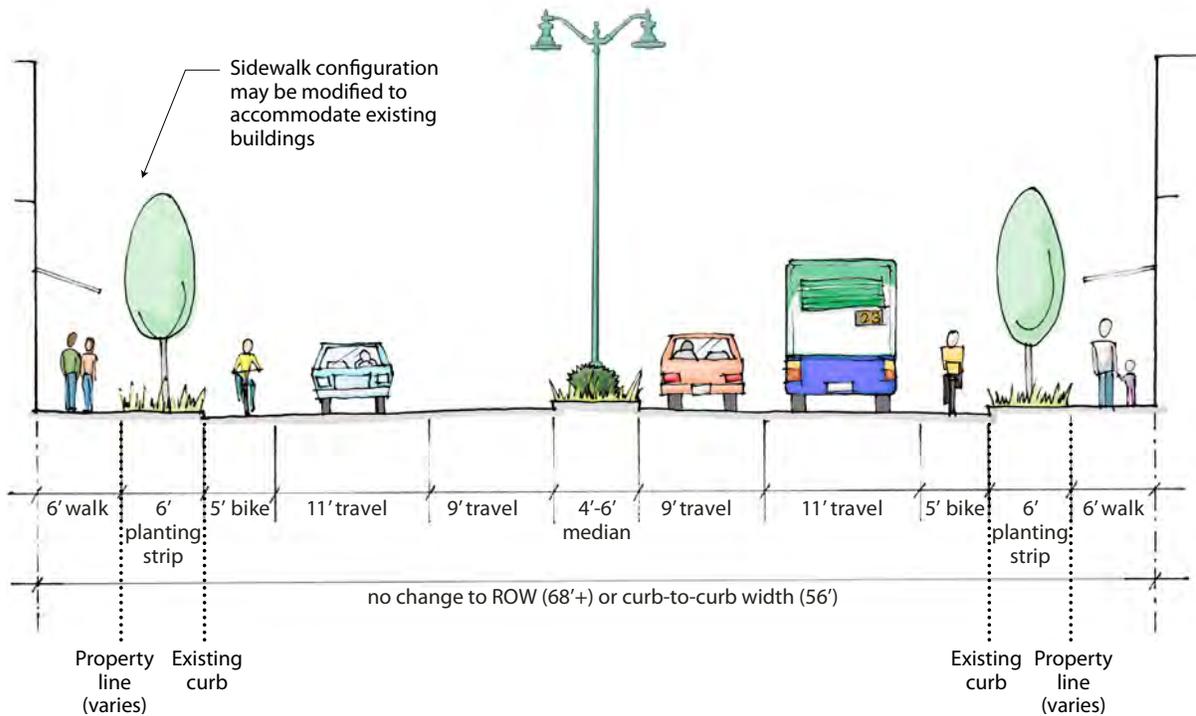


Figure 7-17. Proposed cross section for Capitol Boulevard

are intended to upgrade the Boulevard. Note that the guidelines will help implement the access connectivity running generally parallel to Capitol Boulevard. (See also the Land Use Element for a discussion of guidelines to increase inter-property vehicle circulation.)

Many participants in the public process were concerned about excessive traffic speed on Capitol Boulevard. While the roundabouts will help to moderate speed, installing vertical elements such as median-mounted street lights and street trees near the curb line have proven the most effective at reducing excessive speeds.

### Recommendations:

**T-7.** (Short term) Initiate Capitol Boulevard Improvements, including:

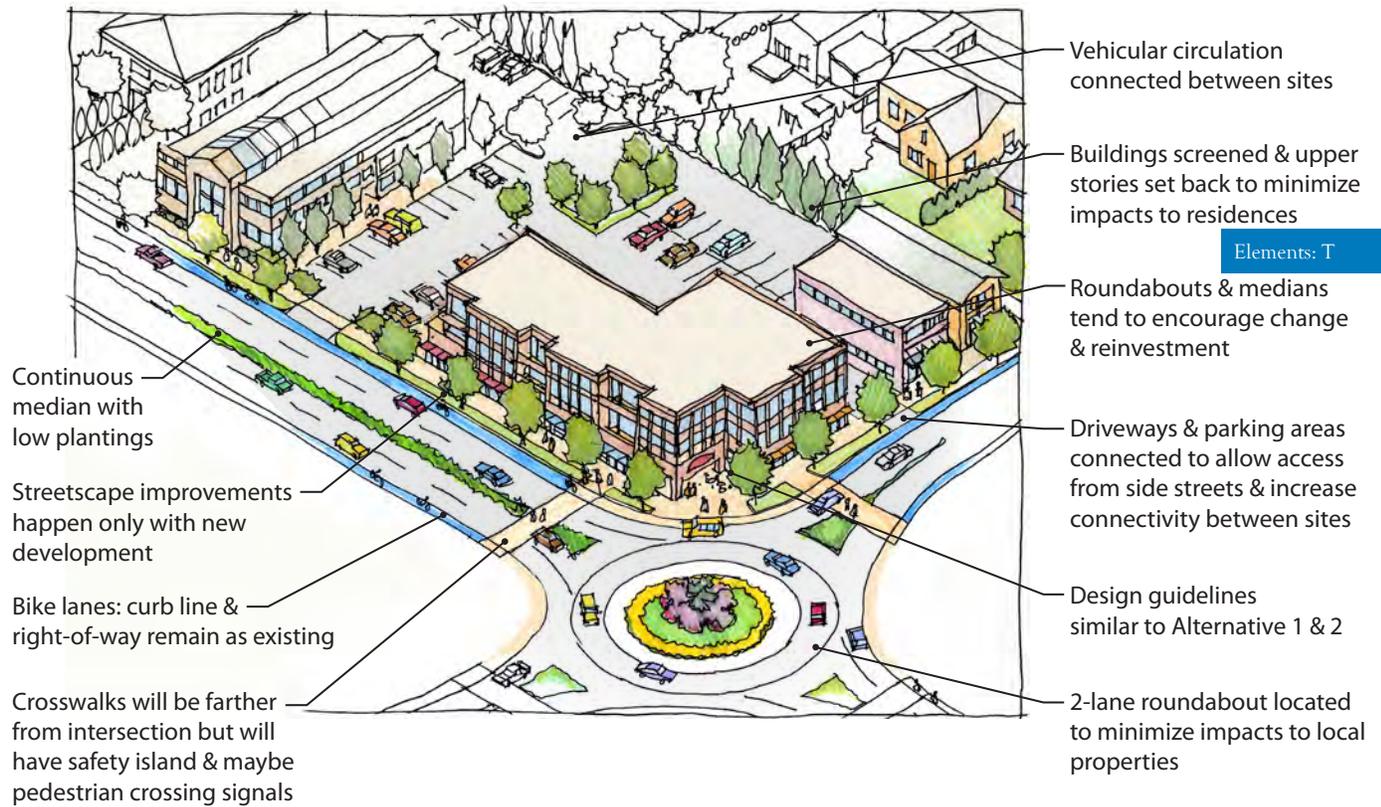
- Rechanelize the street to remove the continuous center, left-turn lane and replace with a 4 to 6-foot raised median (to be determined in the design phase), re-designate travel lanes, and designate new bicycle lanes between "T" Street and Dennis Street,

- Remove "U" Street pedestrian crossing (because of its proximity to the new "T" Street crossing), and
- Construct new roundabouts at "T", "X" and Dennis Streets. New roundabouts will require minor rights-of-way purchase and some purchase or relocation of existing buildings (e.g., the bakery outlet site, which is currently for sale).

**T-8.** (Short term) Examine the design needs for vision- and mobility-impaired pedestrians, including the need for accessible and audible pedestrian signals, and install new pedestrian crosswalks and hybrid pedestrian beacons at or near:

- New roundabouts,
- Gerth Street,
- BPA transmission line corridor, and
- Existing pedestrian crossing between Dennis and Israel.

Also, consider hand-held safety flag stations at these locations.



**Figure 7-18.** Aerial view of proposed Capitol Boulevard improvements and envisioned development

- T-9.** (After the Value Engineering study of the Trospen intersection (See Recommendation T-1)) The VE findings will help determine whether similar median treatment, bike lane and roundabout installations are also suitable on Capitol Boulevard north through Lee Street and south to Israel Road; or whether existing signalized intersections (Lee and Israel) may require minor widening to accommodate greater u-turn traffic demand.
- T-10.** (Mid term) Coordinate with property owners and purchase additional rights-of-way to construct a wider sidewalk corridor zone (possible public-private partnership) as

feasible (where improvements do not impact existing buildings).

- T-11.** (Long term) As properties redevelop, require (a) additional rights-of-way and construct a wider sidewalk corridor zone (possible public-private funding partnership), and (b) parallel (to Capitol Boulevard), external site vehicular connectivity.
- T-12.** (Short/long term) Take steps to reduce excessive traffic speed (add vertical elements, etc.).

## STREET CONNECTIVITY

A principal circulation challenge within the Capitol Boulevard community is the lack of circulation connectivity due to the lack of a coherent street grid system. Therefore this plan recommends the following projects to connect, where possible, missing links within the street network. These connections will improve emergency vehicle access, reduce traffic congestion, improve local access to arterials, and increase walkability. Figure 7-19 presents the possible street, bike route, and pedestrian connections. In addition to the new north-south access street connecting Trooper Road with E Lee Street (Recommendation T-4) and the west side internal connectors (Recommendation T-5), the following new street connections are recommended. Although significant and intrusive traffic increases are not expected along these routes, traffic calming measures, as discussed in the Neighborhood Livability section, should be applied where necessary to reduce any adverse impacts to local residents.

### Recommendations

- T-13.** (Mid term) Construct a narrow two lane access street between W Lee Street and W "T" Street along the 6<sup>th</sup> Ave SW right-of-way. This small roadway would allow residents on Gerth Street SW to access Capitol Boulevard at a signal or round-about and would greatly facilitate local circulation.
- T-14.** (Mid term) Extend "X" Street SW westward to Linderson Way SW. A connection here would provide a much needed east-west route for emergency vehicles and local traffic. Implementation and alignment of this street connection will depend on development of property near Linderson. As noted above, traffic calming will ensure that X Street provides local access but does not become a shortcut.

- T-15.** Construct internal streets within any WSDOT site redevelopment. These streets will be needed for access but will also reduce congestion in this vicinity and enhance the site's role as a community focus.

- T-16.** (Mid/long term) Extend 7<sup>th</sup> Avenue SW to connect W "Y" Street with 65<sup>th</sup> Way SW.

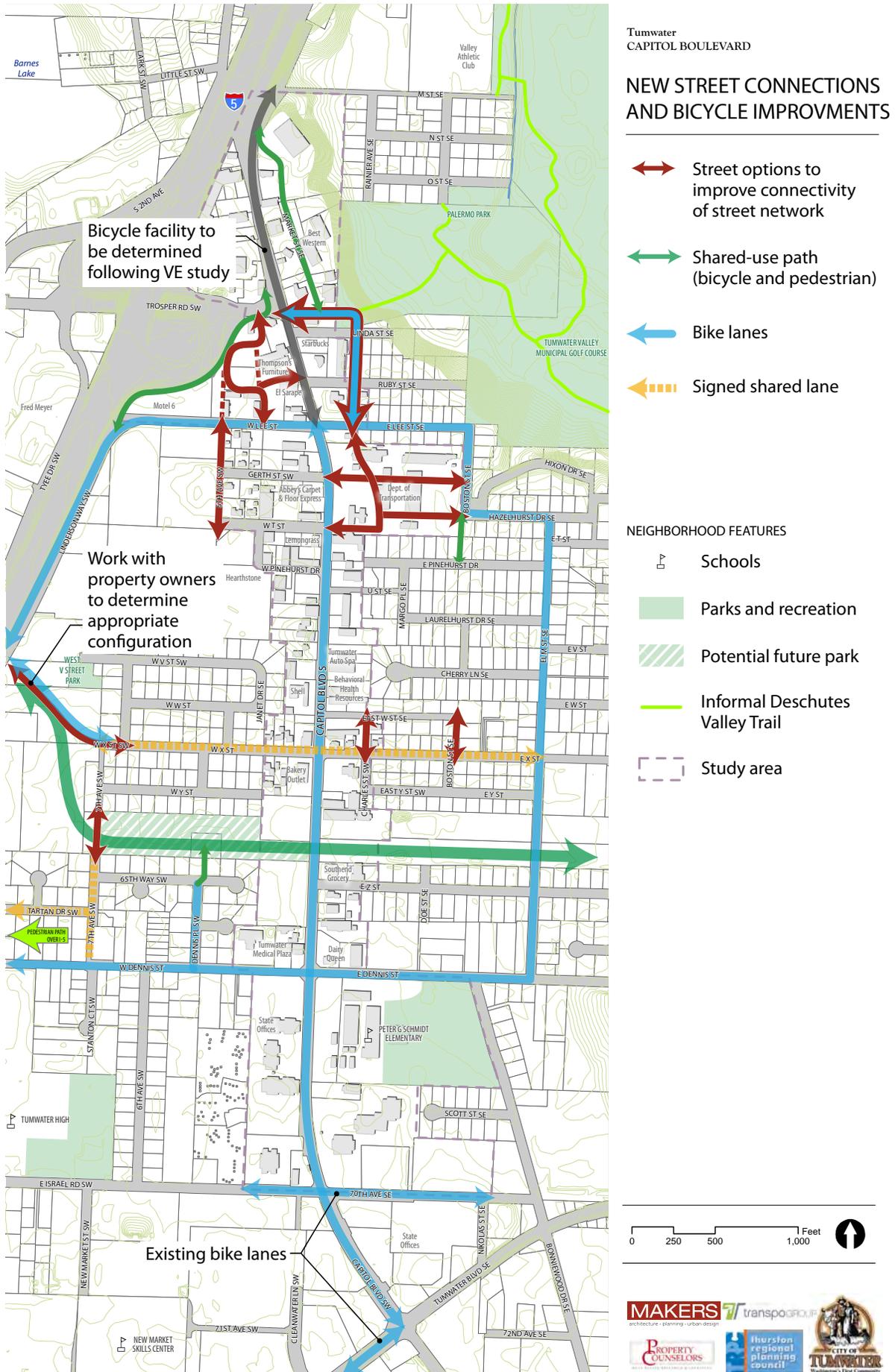
- T-17.** (Mid/long term) Extend Charles Street SE and Boston Street SE to connect E "W" Street and E "X" Street. The E Boston Street connections will be a narrow alley and the E Charles Street extension will require ROW acquisition so these improvements are lower priority.

## BICYCLE AND PEDESTRIAN CONNECTIVITY

In addition to the recommended bicycle and pedestrian facility recommendations on Capitol Boulevard and along select local streets north of Lee Street, there are a number of opportunities to extend the non-motorized system within the study area. These system extensions can be coupled with planned, local street extensions (Figure 7-19), or in the form of separate, shared-use pathways. One opportunity that particularly stands out is a potential loop of bicycle lanes along Linderson Way, W/E Lee Street, Boston Street SE, Hazelhurst Drive SE, Elm Street SE, and E/W Dennis Street. On many stretches of this "coat hanger" shaped loop there is ample room for striped bicycle lanes. This loop itself can be greatly enhanced with bike routes in the proposed park under the power lines (see the Neighborhood Livability Section), along future connections between that park and Linderson Way SE, and along 7<sup>th</sup> Avenue SW and Dennis Place SW.

### Recommendations

- T-18.** (Short term) Establish a loop of bicycle lanes along Linderson Way, W/E Lee Street, Boston Street SE, Hazelhurst Drive SE, Elm Street



Elements: T

SE, and E/W Dennis Street. Coordinate with Recommendation NL-2 to prioritize bicycle-friendly traffic calming devices at the E Lee Street/Boston Street SE and Hazelhurst Drive SE/Elm Street SE intersections.

- T-19.** (Short term) Designate “X” Street, Dennis Place and 7<sup>th</sup> Avenue (see Figure 7-19) as shared-lane bicycle routes, with signs and pavement markings for “sharrows.”
- T-20.** (Short/long term) Coordinate with local property owners and/or developers to construct sidewalks and bicycle facilities as part of new street construction, especially those new street connections identified in Recommendations T-13 to T-17.
- T-21.** (Short/mid term) Secure rights-of-way and construct a new shared-use pathway (a)



**Figure 7-20.** Pedestrian HAWK signal (above) and accessible pedestrian signal (APS) (below). Requires a traffic engineering study for warrant and design.

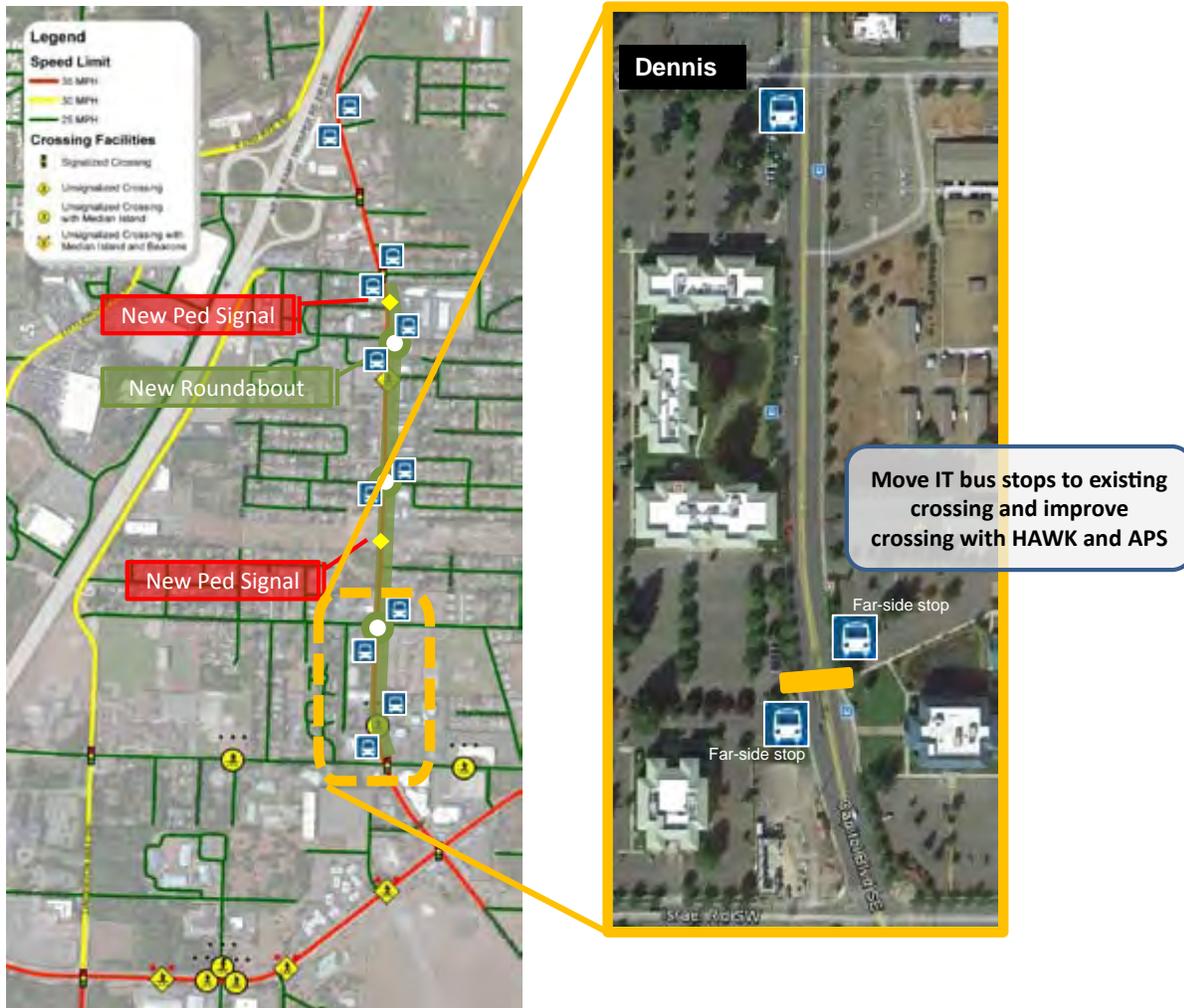
along the BPA/Bonneville transmission lines between Elm Street and 6<sup>th</sup> Avenue, (b) from the transmission lines to the “X” Street extension, (c) from Lee Street to Trosper (potentially hugging the I-5 right-of-way), (d) from the new North-South Street to Capitol Boulevard along Market Street (north of Trosper Road), (e) along the 7<sup>th</sup> Street extension, (f) on the Boston Street easement (between Pinehurst and Hazelhurst), and (g) two connections to the Deschutes Valley Trail.

- T-22.** (Long term) As redevelopment occurs, require internal pedestrian connectivity linking neighborhoods behind the commercial strip to Capitol Boulevard.

## TRANSIT PERFORMANCE

Transit performance depends on several land use and transportation factors: land density, size, regional location; and community design and street design.

- **Community design** encompasses a range of measures to increase both the livability within communities and to coincidentally increase potential transit ridership. Community design generally employs strategies such as encouraging pedestrian oriented mixed-use development, increasing residential densities, and design guidelines to increase attractiveness and livability of new development within walking distance of the transit corridor. The Land Use and Neighborhood Livability sections focus on these types of measures.
- **Street design** – Transit ridership is greatly enhanced in neighborhoods where all streets include sidewalks and allow transit customers to conveniently and comfortably reach bus stops without walking out of direction. Such neighborhoods can support high-frequency transit service, especially if community design measures are employed to increase the number



Elements: T

Figure 7-21. Bus stop plan for Capitol Boulevard

of potential riders within walking distance. Less than optimum transit ridership is likely if linking street and sidewalk networks are difficult or dangerous to access. The sections on street, bicycle and pedestrian connectivity address this issue, as well as other specific recommendations such as the north-south access street, safer crosswalks and more attractive sidewalks and streetscapes on Capitol Boulevard.

The combination of recommended multi-modal street design, and pedestrian and bicycle facilities and network improvements in the Capitol Boulevard Study area will help foster greater connection to Intercity Transit routes and stops.

In addition, safe and easily accessible bus stops are essential. Planning participants at the public workshops noted that the bus stops on Capitol Boulevard are not always placed near safe cross walks, making access more difficult. Additionally, some of the cross walks are located in front of the bus stops so that riders crossing the boulevard after leaving the bus are screened from the view of oncoming motorists. Revising this orientation should improve safety.

### Recommendations

**T-23.** (Short term) As part of the Capitol Boulevard street improvements the City should coordinate with Intercity Transit to revise

the current bus stop location and design, confirming with the following:

- Far-side bus stop location guideline,
- Removal of bus pull-out bays, and
- Placement of stops and added arterial crossings as noted in Figure 7-21.

## POLICY AND PLAN COORDINATION

Tumwater may require additional plan, policy and regulatory measures to effectively implement the Capitol Boulevard Study, multi-modal transportation recommendations. While this study did not review the complete range of policy and capital improvement measures currently shaping local transportation activities, the City should consider policy updates where appropriate.

### Recommendations

**T-24.** Review and consider adopting or updating the following:

- New Comprehensive Plan/Transportation Plan Bicycle Facilities Guideline (see Appendix C.4),
- Complete Streets Policy (Appendix C.4.1),
- Local Street Connectivity Policy (Appendix C.4.2),
- Smart Corridor Policy – Revised Level of Service Standard (see Appendix C.4.3),
- Street Typology and Sidewalk Corridor Guidelines (see Appendix C.4.4),
- Mapping of Required Local Street Connections (see Appendix C.4.5),
- Cross-Over Easements (see Appendix C.4.6), and
- Design speed revisions for Capitol Boulevard (See Appendix C.4.6).

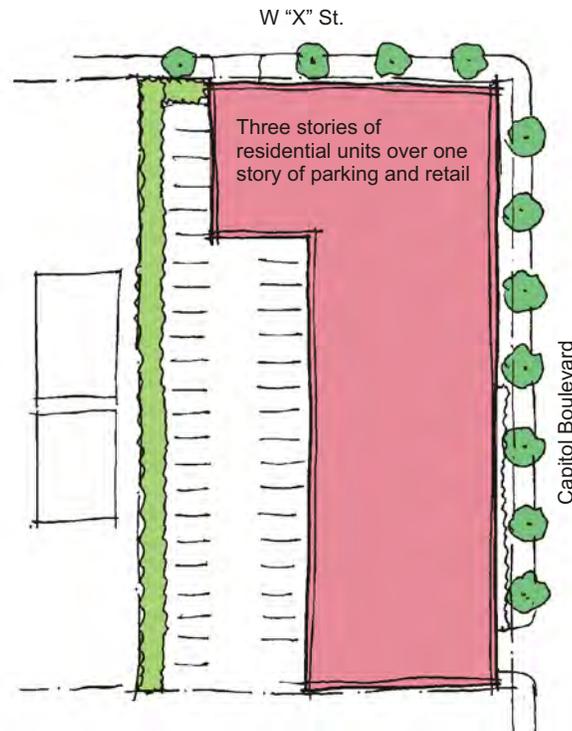
# Economic Development

Elements: ED

Successful redevelopment of the Capitol Boulevard corridor will require significant investment by private property owners and developers. Such investment can only be attracted if there is adequate entrepreneurial return on that investment. Several opportunity sites have been identified in the project area as candidate sites to serve as a catalyst for new development. This section examines the feasibility of development examples on two of these sites in order to determine 1) the likelihood of development under current conditions and 2) the types of actions and incentives that can increase the feasibility of redevelopment. This section summarizes the results of the feasibility analysis for representative sites and recommends actions to encourage desired redevelopment.

The two opportunity sites are considered in this analysis are the WSDOT site discussed in the Land Use section and illustrated in Figure 7-3 and the Hostess Bakery site located on the west side of Capitol Boulevard south of W "X" street illustrated in Figure 7-22.

The **DOT** site includes the DOT ownership as well as properties to the north that might be interested in redevelopment because of the opportunity created by the adjacent development. An illustrative plan for the site identifies six structures. The two buildings that front on Capitol are one story retail buildings with surface parking. The two buildings farther to the east are mixed use buildings with residential over a base with retail and one level of structured parking. A surface parking lot provides the balance of the parking required for the uses. The amount of surface parking available for this portion of the site is adequate to serve either three floors or four floors of residential development. The eastern-most buildings



**Figure 7-22.** Illustration of the Bakery site development concept

are single purpose residential buildings. Structured parking at the ground floor level would be adequate to serve three floors of apartments.

The **Bakery** site is the vacated Hostess outlet. The analysis looks at both reuse of the existing building and development of a mixed use building with four floors of apartments over one floor of retail and parking.

Table 7.1 presents the development characteristics of each site. Two options are considered for each. The analysis for the WSDOT site considered an option that featured buildings comprised of 3 stories of residential units over a story of retail and parking and another option that examined 4 stories of residential units over a similar same parking/retail on the ground floor. The Bakery site alternatives were: 1) reuse the existing building, 2) rebuild the existing structure to the same footprint, and 3) construct a new 4 story building comprised of 3 residential floors over retail and parking on the ground floor.

## FEASIBILITY ANALYSIS

The feasibility analysis provides a proforma projection of development performance to determine whether a project provides an adequate return to justify the capital investment. The proforma feasibility analysis compares the cost of development to completed value to determine the entrepreneurial profit. Entrepreneurial profit is considered the compensation to a developer for incurring the risk of undertaking and completing a project. Entrepreneurial profit for any development plan is compared to a target rate to identify whether that option is feasible. 10% is considered a hurdle rate for this analysis.

The feasibility analysis is intended to evaluate the feasibility of a base case, and if the project isn't currently feasible, what are the necessary conditions for it to be feasible. While the necessary conditions can reflect a combination of higher rents, lower construction costs, and lower land costs, for this analysis we estimated the necessary rental rate for

10% entrepreneurial return, assuming all other conditions remain unchanged.

	DOT Site		Bakery Site	
	3 over 1 Residential	4 over 1 Residential	Reuse	New Mixed Use
Site Area (SF)	508,400	508,400	34,850	34,850
<b>Gross Building Area (SF)</b>				
Residential	327,600	378,000	-	36,000
Commercial	55,000	55,000	7,150	9,000
Subtotal				
<b>Residential Units</b>	312	360	-	36
<b>Parking Spaces</b>				
Surface	371	371	35	54
Structure	212	212	-	18
Subtotal	583	583	35	72

Elements: ED

**Table 7-1.** Characteristics of development concepts

## Reduced Impact Fees

To assess the potential benefits of possible development incentives, the study considered reducing impact fees and establishing a multifamily tax exemption described below. Current impact fees are:

	Multifamily (/unit)	Single Family (/unit)	Retail (/sq. ft.)
Traffic Impact Fee	\$1,836	\$2,828	\$5.00
School Impact Fee	635	3,496	
Park Impact Fee	2,413	3,727	

**Table 7-2.** Reduced impact fees

Alternative impact fee rates at 80% of current rates are suggested. The feasibility analysis considered a 50% fee reduction for selected sites, but fees at 80% of current rates will yield similar results in terms of feasibility.

### Multifamily Tax Exemption

Tumwater meets the minimum population eligibility threshold of 15,000 for a multifamily tax exemption (MFTE) program. The City could establish such a program for the entire city or designated districts. If 20% or more of the units are affordable, the value of improvements can be exempt from property taxes for 12 years. For market rent projects, improvements can be exempt for 8 years. The estimated present value of this exemption is equivalent to reduced operating costs of \$.90 per square foot per year for the 8 year case and \$1.05 per year for the 12 year case. Affordable rents are defined by state statute as affordable to households making 80% or less of the median household income for the area. The median income for Thurston County is identified by the federal department of Housing and Urban Development (HUD). This average affordable rent for

one and two bedroom units is approximately \$1.29 per square foot per month, only slightly below the assumed market rents of \$1.40 used in the analysis.

The analysis shows the impact on feasibility of the application of several tools available to the City. The results of the analysis are summarized for each site in the following figures.

### RESULTS FOR THE DOT SITE

As Figure 7-23 indicates, the base case provides a negative rate of return as the project value falls short of the development cost. With application of the multifamily tax exemption program and lower impact fees, the return becomes positive but still falls short of the threshold rate for feasibility. However, an annual rental rate in the stabilized year<sup>1</sup> of \$18.35 (equivalent to \$1.40 per square foot in today's dollars) would result in a feasible project.

Thus the feasibility will depend upon both use of public tools and also rental rates that are at or above the top of the market in Thurston County (but below rates in other areas of the region). In order to achieve this rent level, the project will have to capitalize upon and market aggressively the following features:

- Location within identifiable neighborhood. The WSDOT site's size and location has the capability to create an identifiable neighborhood center on the Boulevard,
- Location in area with attractive streetscape and public amenities, and
- Location within walking distance of commercial and public services. While there are some local

Entrepreneurial Return by Case  
DOT Site

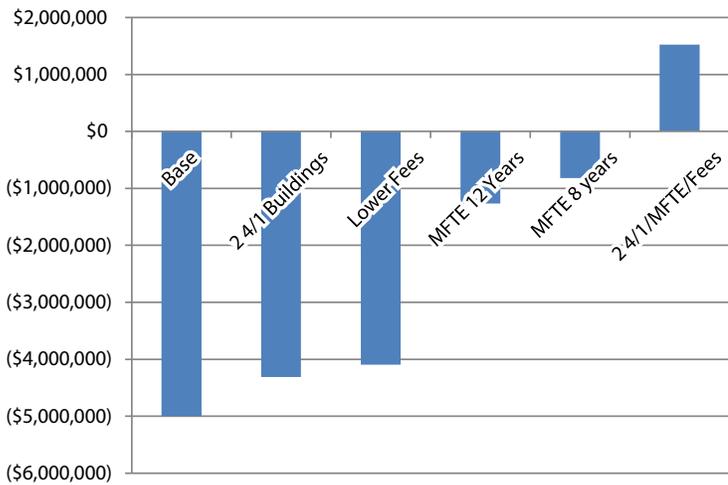


Figure 7-23. Entrepreneurial return on the WSDOT site with different assumptions

Necessary Condition for 10% Return	Base	2 4/1 Buildings	Lower Fees	MFTE 12 Years	MFTE 8 years	2 4/1/MFTE/Fees
Necessary Apartment Rent (/SF/Yr)	\$19.83	\$19.49	\$19.64	\$18.73	\$18.89	\$18.35
Assumed Apartment Rent (/SF/Yr)	\$16.80	\$16.80	\$16.80	\$16.80	\$16.80	\$16.80

Table 7-3. Entrepreneurial return on the WSDOT site with different assumptions

<sup>1</sup> The rent in a stabilized year is the rent after construction and lease-up, typically three to five years from initiation of a project. With likely inflation over this period, stabilized year rents will be approximately 10% higher than current rents.

services within walking distance, development of the site should include some retail services to support new residences.

### RESULTS FOR THE BAKERY SITE

Figure 7-24 indicates that releasing of the existing building as-is is not feasible at the current asking price for building sale. Renovation of the existing building with leasing at higher market rates could generate the highest yield on cost, but still would not provide a positive return. The base mixed use provides a negative rate of return as the project value falls short of the development cost. With application of the multifamily tax exemption program and lower impact fees, the return is still negative. However, an annual rental rate in the stabilized year of \$18.18 (equivalent to \$1.40 per square foot in today's dollars) would result in a feasible project.

As in the case of the WSDOT redevelopment scenario, the feasibility will depend upon both use of public tools and also rental rates that are at or above the top of the market in Thurston County (but below rates in other areas of the region). In order to achieve this rent level, the project will have to capitalize upon and market aggressively the following features:

- Location within identifiable neighborhood of City. Other development at the southern neighborhood center would help establish a more identifiable neighborhood center,
- Location in area with attractive streetscape and public amenities. Developing a park on the power lines ROW will help accomplish this, and
- Location within walking distance of commercial and public services. The site is within easy walking distance to buildings housing State offices.

### SUMMARY OF CONCLUSIONS

- 1) Feasibility of higher density development along the Corridor will require a combination of public regulatory actions, investment in infrastructure and public amenities, and creative design to maximize the attractiveness of projects given the site opportunities and constraints.
- 2) The City can enhance the feasibility of investment by reducing impact fees, and designating the area as eligible for the Multifamily Tax Exemption Program. These actions are justifiable because of availability of public facilities and services and the desirability of accommodating growth along the Corridor.
- 3) There are a variety of public improvements that have been identified and which will enhance the desirability of the area and the feasibility of development:

Elements: ED

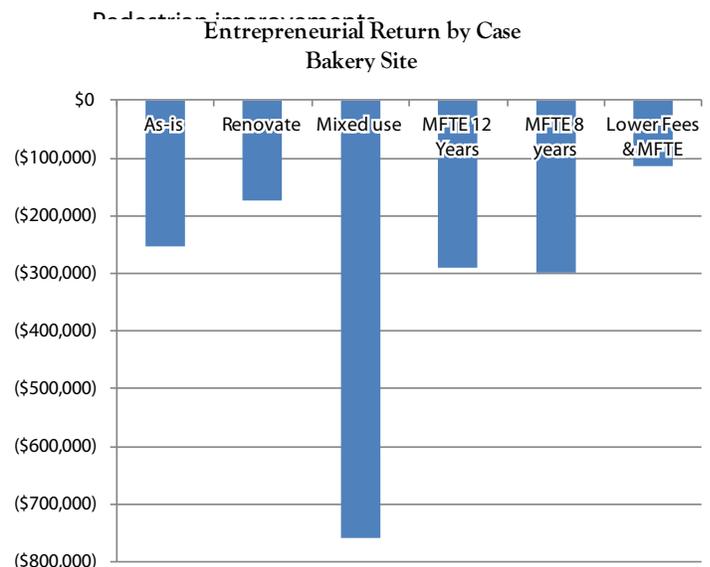


Figure 7-24. Entrepreneurial Return on the Bakery site with different development scenarios and assumptions

Necessary Condition for 10% Return	As-is	Renovate	Mixed use	MFTE 12 Years	MFTE 8 years	Lower Fees & MFTE
Primary Use	Retail	Retail	Apartment	Apartment	Apartment	Apartment
Necessary Rent (/SF/Yr)	\$11.78	\$15.19	\$19.48	\$18.38	\$18.53	\$18.18
Assumed Rent (/SF/Yr)	\$8.00	\$12.00	\$16.20	\$16.20	\$16.20	\$16.20

Table 7-4. Entrepreneurial return on the bakery site with different development scenarios and assumptions

- Expanded bike lanes and trails,
- Streetscape improvements at select locations, and
- Community open space and park improvements.

4) Developed sites offer challenges for redevelopment because the existing improvements have significant potential value in a renovation concept. Higher on-site density through mixed use development offers the potential to offset this challenge.

## RECOMMENDATIONS

Many of the recommendations in other sections are necessary to allow the type of development assumed in the WSDOT and Bakery sites analysis and to raise rental rates by making the area more desirable. Additionally, the following actions are recommended:

**ED-1.** (Short term) Reduce impact fees for mixed use development in the project area.

**ED-2.** (Short term) Establish a multi-family tax exemption program as allowed by State statute.

**ED-3.** (Short term) Consider other zoning provisions that make development more feasible. Examples include reducing parking requirements, removing Transfer of Development Rights requirements, and adjusting rear yard setback requirements per Recommendation LU-1.

**ED-4.** (Short/long term) Monitor real estate market conditions in the project area and adjust regulatory and incentive measures to respond to market changes.



**Figure 7-25.** Recent redevelopment on the Hearthstone properties. It should be noted that the examples in this section's analysis are hypothetical with rather conservative assumptions. Individual property owners and developers may identify more efficient development concepts or special site advantages that produce financially feasible projects in the near term.

# Neighborhood Livability

Elements: NL

This plan calls for some significant changes to Capitol Boulevard and its environs. The improvements outlined in the Transportation and Land Use Elements sections are intended to benefit the nearby residents and Boulevard users, but this section calls out some specific ways to enhance neighborhood livability and mitigate any impacts caused by those changes. For neighborhoods to be “livable,” they need to have:

- A safe environment for outdoor life,
- Destinations within walking and biking distance (addressed in Land Use Elements),
- A variety of housing options (addressed in Land Use Elements)
- An aesthetically pleasing identity,
- Ways to recreate, and
- Places that encourage community gathering.

When the physical amenities are in place for those to be possible, the activities of neighbors can build a sense of community. In this way, residential activities can lead to livable neighborhoods which combine to form strong communities.

The following physical features can help to support the social setting needed for livable neighborhoods and cohesive communities.



**Figure 7-26.** Examples of landscaped neighborhood gateways: chicane, bulb-outs, and small roundabout

## RESIDENTIAL GATEWAYS

As activity heightens on the Boulevard, traffic continues to increase, and new street connections are made, it will become more important to distinguish residential neighborhoods from commercial areas. When motorists turn off of the Boulevard and enter a residential area, it should be clear that they have entered a different type of place and need to slow down. Residential gateways do exactly that—they announce entry and form a slight “filter” that slows automobiles while allowing them to pass. Slowing traffic makes the streets safer for children playing, pedestrians, and cyclists. Their design, by carefully choosing native and hardy plant species, fosters neighborhood identity while performing ecological functions (e.g., natural rainwater drainage and filtration, insect and bird corridor support, heat island mitigation, and carbon sequestration).

### Recommendations

**NL-1.** (Short term) Construct neighborhood gateways (pictured in Figure 7-26), such as bulb-outs, small roundabouts, and chicanes, where commercial land uses transition to residential areas (see Figure 7-27 for locations). Choose appropriate native species and engineer soil for natural drainage of street water runoff. Work with neighbors to choose plants and a specific design that reflect their neighborhood’s identity. Prioritize X Street because of potential additional traffic when X Street is connected to Linderson Way (see Recommendation T-4).

## TRAFFIC CALMING AND PARKING

Similar to residential gateways, traffic-calming devices on residential streets are needed to moderate traffic speed in residential areas. Their primary purpose is to increase safety rather than separate residential and commercial areas, but they also add to neighborhood character and improve ecological performance.

### Recommendations

**NL-2.** (Short term) Construct traffic calming devices—such as bulb-outs, traffic circles and chicanes—along X Street (at 7<sup>th</sup> Ave SW and at the commercial/residential zone boundary), Elm Street (at Dennis Street, BPA/Bonneville corridor, and X Street), and along the bike route loop (Lee Street, Boston Street, Hazelhurst Drive, Dennis Street, and Linderson Way) as appropriate to moderate traffic speed. Prioritize the X Street/Elm Street, Lee Street/Boston Street, and Hazelhurst Drive/Elm Street intersections.

Undertake measures necessary to prevent parking impacts on safety and residential quality. One measure is striping parking spaces on residential streets (especially Dennis St.) to prevent crowding and maintain visibility.

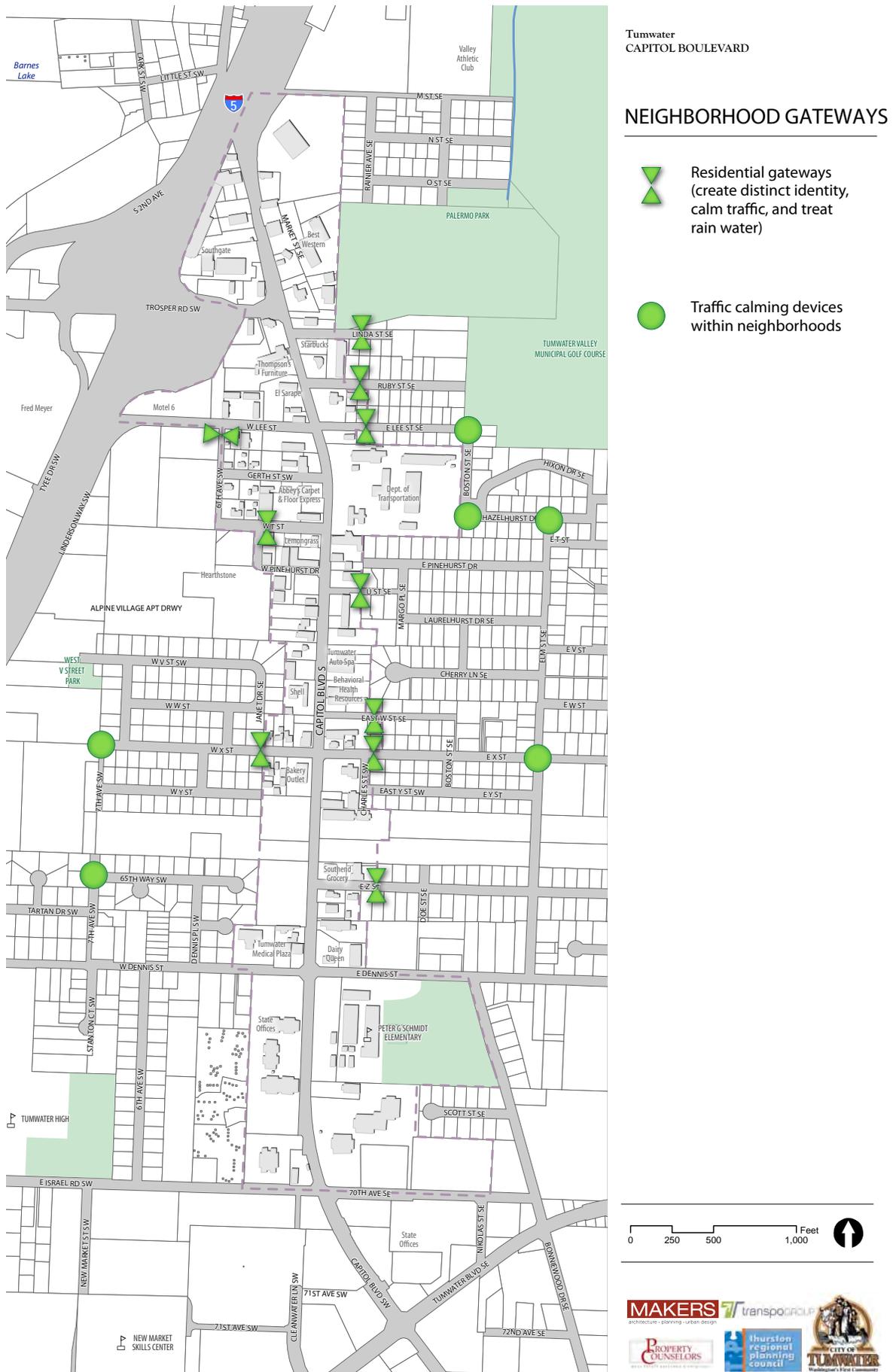


Figure 7-27. Residential gateways locations



Figure 7-29. Informal trails under BPA/Bonneville transmission lines

**NL-3.** (Mid term) Ensure that the new access streets near Trospen Road (also see Recommendations T-4) include traffic calming devices.

## PARKS AND AMENITIES

Although the study area is underserved with public parks and recreational amenities, it has some important opportunities in terms of redevelopment and existing open green spaces. As the Parks Department proceeds with its planning, the following topics and recommendations should be considered.

### BPA/BONNEVILLE TRANSMISSION LINES

The BPA/Bonneville transmission lines corridor is a huge open space asset for the area, and community members have consistently demonstrated very strong support for creating a park and path under the lines (see Appendix A for participants' ideas for the corridor). As discussed in the Transportation Element, a shared use path is planned for the corridor and will be addressed through a Parks planning process. Similarly, the Parks Department, under a separate process, will be planning a public park on the City-owned property under the transmission lines. This path and park are integral to catalyzing the formation of the southern neighborhood center.

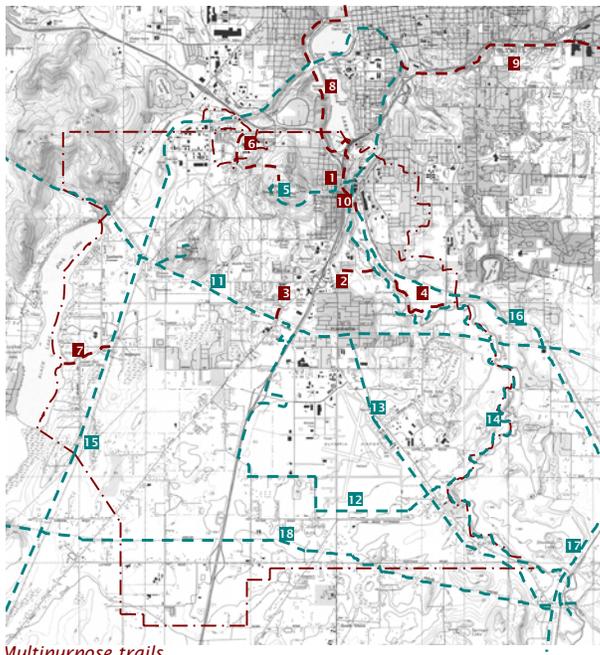
### Recommendations

**NL-4.** (Short term) Continue the Parks planning and design process to determine community needs and interests for a park under the transmission lines. Ensure that park design is integrated with the shared-use path and potential redevelopment of mixed-use sites adjacent to the corridor. Consider regional ecological corridors when determining the park's function, designing the park and path, and choosing plant species. Designing and constructing the park (Recommendation NL-6) should be a high priority because of its multiple benefits.

**NL-5.** (Short term) Work with property owners on the east side of Capitol Boulevard to acquire or make agreements for easements to accommodate the shared-use path.



Figure 7-28. Example of trail and community garden under transmissions lines in south Seattle



- Multipurpose trails**
- |                               |                                |                     |
|-------------------------------|--------------------------------|---------------------|
| <b>Existing trails</b>        | <b>Proposed trails</b>         | --- existing trails |
| 1 Historical Park/Falls Trail | 5 Tumwater Hill Trail          | --- proposed trails |
| 2 Palermo Watershed Trail     | 11 BPA Powerline Trail         |                     |
| 3 Tyes Drive Trail            | 12 Airport Loop Trail          |                     |
| 4 Pioneer Park Trails         | 13 Capitol Way Trail           |                     |
| 5 Tumwater Hill Trail         | 14 Deschutes River Trail       |                     |
| 6 Somerset Hill & SPCCC       | 15 BNSF Rail Trail             |                     |
| 7 Kenneydell Park Trail       | 16 UP Rail Trail               |                     |
| 8 Heritage Park Trail         | 17 Gate to Belmore Trail       |                     |
| 9 Lacey RR Trail              | 18 Williams Gas Pipeline Trail |                     |
| 0 Tumwater Falls Trail        |                                |                     |

Figure 7-30. Existing and proposed multipurpose trails from Tumwater Parks Plan. Number 11 shows the proposed BPA/Bonneville transmission lines trail, number 14 the proposed Deschutes Valley Trail.

**NL-6.** (Mid term) Construct a park and shared-use path under the power lines (also see Recommendation T-21).

**NL-7.** (Short term) Ensure police access to the transmissions line corridor and encourage frequent patrols.

## GATHERING SPACES CONSTRUCTED AS PART OF REDEVELOPMENT

Public gathering spaces and neighborhood parks are a necessary element of thriving, healthy neighborhoods. Throughout the process, the community expressed interest in having places for informal gathering, public events, children's play, outdoor dining, and so on. Central plazas and small neighborhood parks with play equipment would fulfill some of these needs. As discussed above, the southern neighborhood center will have a park and connection to regional trails through the BPA/Bonneville transmissions lines property. Thus, the southern neighborhood center will be in less dire need of public amenities than the northern neighborhood center. The northern neighborhood center, however, has a chance to achieve public or semi-public spaces with redevelopment. By increasing development capacity of the DOT site and properties on the west side of Capitol Boulevard (see Recommendation LU-1), the City can require developers to provide community-oriented spaces where people can gather together. Likewise, any new housing developments have the opportunity to provide usable outdoor space for their residents that can foster the sense of community.

### Recommendations

**NL-8.** (Short term) Require the development of a public plaza on the DOT site.

**NL-9.** (Short term) Apply design standards to community gathering spaces to achieve active edges, appropriate seating, sunlight

orientation, weather protection, bicycle racks, natural drainage, placement on side streets rather than Capitol Boulevard, human-scaled night lighting, and so on.

**NL-10.** (Short term) Apply open space standards to the new mixed-use zone to ensure high quality, usable outdoor space in new, high density housing developments.

**NL-11.** (Short term) Related to Recommendation NL-18, work with the school district to encourage a community-oriented use on the school's lot fronting the Boulevard.

**NL-12.** (With redevelopment) Develop a small park for local use near the intersection of 6<sup>th</sup> Ave SW and Gerth Street SW.

## WEST V STREET PARK

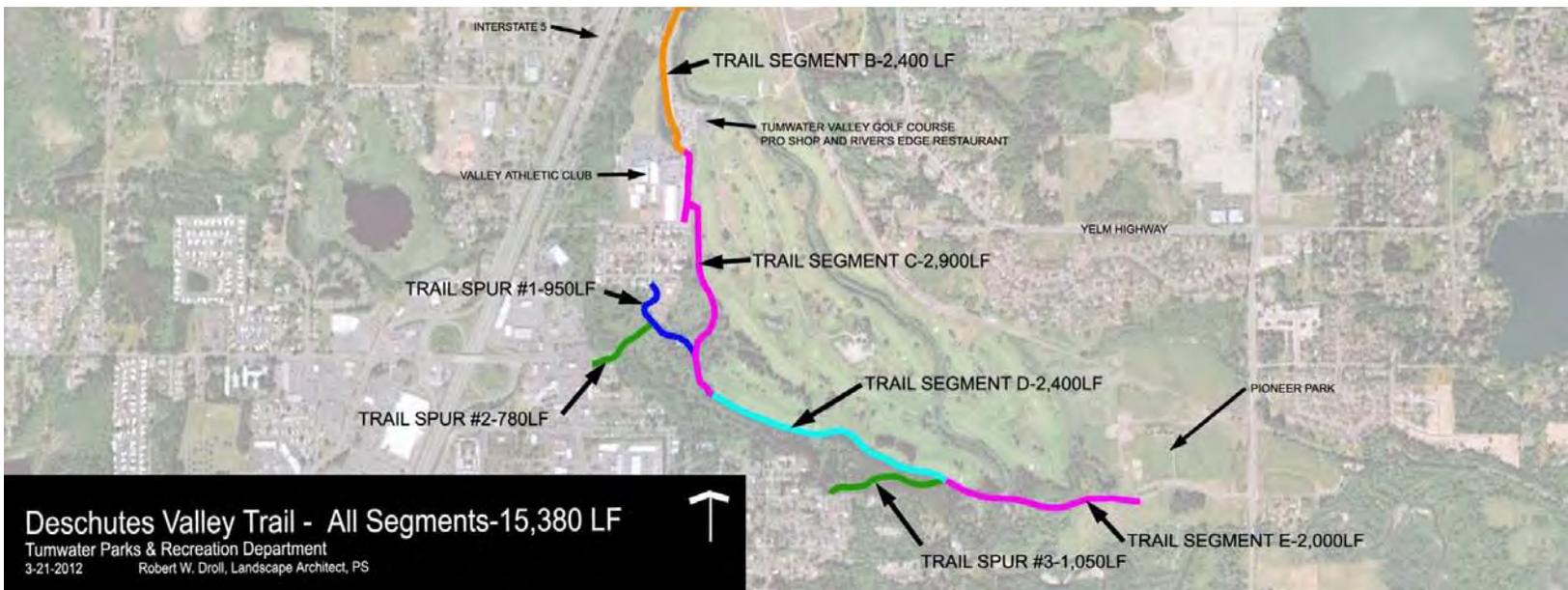
The only public park in the study area is West V Street Park. Located at the dead-end of West V Street, it does not appear to receive much foot traffic. Tall and dense evergreens shade much of the property. However, with a new X Street connection to Linderson Way and the possibility of adjacent properties redeveloping, there is potential for this park to become more intensely used.

### Recommendations

**NL-13.** (Short term) Evaluate the function and use of West V Street Park through the Parks planning process. Consider redesigning or upgrading the park as needed.

**NL-14.** (Long term) Improve the route between the BPA/Bonneville shared use path and West V Street Park with appropriate pedestrian amenities, such as enhanced sidewalks (perhaps with a landscaped buffer between the street and pedestrians) and low-level lighting.

Elements: NL



**Figure 7-31.** Proposed Deschutes Valley Trail and trail spurs (Tumwater Parks and Recreation Department, March 2012)

## TRAIL CONNECTIONS

The planned Deschutes Valley Trail will be a major recreational asset. With trail spurs slated for construction near Trosper Road and East T Street, the connections to the trail from the Boulevard become important. Even today, the Palermo Park and Tumwater Municipal Golf Course at the Deschutes River is a green space asset that, with better connections, could be utilized more by residents and visitors. Likewise, the BPA/Bonneville transmissions line corridor may eventually link with the regional Chehalis Western Trail east of the study area. Advertising the trail heads and making the connections to them safe and comfortable will be important.

### Recommendations

- NL-15.** (Short term) Construct the Deschutes Valley Trail and associated trail spurs (#2 and 3 in the Figure 7-31 map) according to the Parks plan.
- NL-16.** (Mid term) To help people find their way to the Deschutes Valley Trail spurs, sign the eastward turns at the Elm Street SE and East T Street intersection and at the proposed eastern Trosper Road extension and north-south street intersection.

## RELATIONSHIP TO SCHOOLS

As discussed above, the study area does not have many community amenities. However, the Peter G. Schmidt Elementary School and Tumwater High School have recreational fields and indoor gymnasiums. They already allow their spaces to be used for some community events (for example, the open houses for this project were held in the elementary school's gymnasium), but there may be additional opportunities for mutual use. In addition, the elementary school's vacant parcel facing the Boulevard presents an opportunity for building on the existing civic uses.

### Recommendations

- NL-17.** (Short term) Work with the School District to explore further opportunities for community events and activities to be hosted on school premises.
- NL-18.** (Short term) Work with the School District to plan an appropriate use for the property facing Capitol Boulevard in front of Peter G Schmidt Elementary School.

# Implementation: 8 Making it Happen

This chapter describes the actions and activities needed to achieve the City's and community's objectives. The Economic Development Strategy summarizes the economic analysis findings and describes what will be needed to stimulate economic and real estate development within the project area. These findings lead directly to a strategy comprised of priority, near term actions to initiate longer-term civic efforts. The chapter concludes with a tabular summary of recommendations presented in the Elements Chapter.

## ECONOMIC DEVELOPMENT STRATEGY

Achieving the Capitol Boulevard Community's vision will require significant investment by private property owners and developers. Such investment can only be attracted if there is a realistic market opportunity and adequate entrepreneurial return on private investment. The market analysis summarized below describes the market opportunity and the feasibility analysis findings and discusses the feasibility of different types of development. (See the Economics section in the Existing Conditions Chapter and the Economic Development Element for a more detailed discussion of these analyses.) The market and feasibility analysis results are the basis for the overall economic development strategy presented at the end of this section.

## MARKET OPPORTUNITY

The market analysis identified a range of potential demand for residential, retail, office, and lodging uses. The growth figures presented for each use category represent the upper end of the range of new development over the 2010 to 2030 period. This upper end estimate of projected development reflects a realistic increase in capture rates, assuming the establishment of a new identity and an attractive physical environment for residents, employers, visitors and employees. (For a more detailed breakdown of development projections see the Economics section in the Existing Conditions Chapter.) The key segments that are logical targets for growth and development are described below.

**Residential:** A mix of single family, townhouse, low and mid-rise apartment or condominium buildings will provide for a range of age and family types within walking distance of employers, commercial and public services. In the near term, the development will likely be rental housing, but ultimately there will be some ownership housing as well.

*Upper end projected growth from 2010 to 2030:  
1,457 dwelling units.*

**Retail:** The projected retail development will include a mix of local serving and regional serving businesses. While the businesses on Littlerock Road will continue to meet the needs for supermarket and large chain retail businesses, the appropriate retail businesses for Capitol Boulevard will include local businesses, smaller chain stores, visitor-oriented businesses, convenience retail, and neighborhood serving

businesses. There is potential demand for specialty food stores, restaurants and delis, entertainment, and miscellaneous shops.

*Upper end projected growth from 2010 to 2030:  
185,500 SF*

**Office:** The Corridor will continue to serve as a major concentration of State government offices. While departments are consolidating, Tumwater should maintain its position and experience growth at some time in the future. Capitol Boulevard can also capture a share of regional-serving private office users as well as office uses that serve the local area.

*Upper end projected growth from 2010 to 2030:  
246,500 SF*

**Lodging:** The north end of the Corridor is a logical center for lodging, meeting, and entertainment uses, given the existing such uses, the access and visibility from the freeway, and the historical concentration in this area. Development of a full service hotel with food service and major meeting facilities will diversify the local lodging base and increase the benefits for other businesses in the area.

*Upper end projected growth from 2010 to 2030:  
317 rooms*

## FEASIBILITY OF POTENTIAL DEVELOPMENT SITES

The Corridor is largely developed with few vacant sites. However there are various sites that are underutilized or offer functionally obsolete buildings. New development in the Corridor will be attracted to such sites until such time as the market will support rents and prices high enough to justify redevelopment of currently improved sites. Development or redevelopment of these “opportunity sites,” because of their ability to change in the near term, will improve development conditions by demonstrating the market for emerging uses, providing an upgrade

in the overall appearance of the area, and generally attracting attention for the area.

- The strongest opportunity site in the area is the ten acre DOT site at the north end of the Corridor. DOT plans to relocate from the site at some time in the future. While no formal schedule has been announced, it is likely to occur within the next 10 years. This site could accommodate a mix of uses in buildings as high as six stories.
- There are vacant sites in the Corridor including a one acre site next to the power lines at the south end of the Corridor. This site could accommodate a single purpose residential or mixed use residential retail building with improvements to the prevailing residential rents, and use of public incentives.
- There are sites like the Hostess Bakery building that are currently vacant. Such buildings could be renovated in the near term as the highest and best use. However, with overall increases in prevailing rents, and use of potential incentive programs, sites such as this could support new mixed use development.
- There are other sites that will offer longer-term opportunities. The existing Southgate Shopping Center is a key site given its size, freeway access, and visibility. Current owners are interested in continuing to lease existing buildings. At some time in the future, the land will be more valuable as a development site than the existing buildings. The site is particularly well-suited for lodging, food service, entertainment and visitor services activities.
- The older apartment buildings to the west of Capitol Boulevard will be logical candidates for major reinvestment or redevelopment in the longer term. These buildings form a major residential concentration and are conveniently located near commercial services.

Early development of catalyst projects will hasten the opportunity for other sites. The analysis presented in

the Economic Development Element indicates that the feasibility of “pioneering” projects depends upon both use of public tools and also rental rates that are at or above the top of the market in Thurston County (but below rates in other areas of the region).

## A REDEVELOPMENT STRATEGY TO ENCOURAGE PRIVATE INVESTMENT

### ECONOMIC INCENTIVES

The most powerful tool available to the City is the Multifamily Tax Exemption. This tool is available to cities with a population greater than 15,000, and can be used in designated areas of the City. The value of residential improvements is exempt from property taxes for 12 years if 20% of the units are affordable to households with incomes at or below 80% of the county-wide median income, or exempt for eight years for projects with all market rate units. Reductions in development impact fees can also offer a significant added incentive. (See the Economic Development Element for a more substantial discussion of these incentives.)

### PUBLIC INVESTMENTS AND EFFORTS

In order to achieve necessary rent levels, new projects will have to capitalize upon and market aggressively the following features:

- Location within identifiable neighborhood of City,
- Location in an area with attractive streetscape and public amenities, and
- Location within walking distance of commercial and public services.

These factors are addressed through a combination of public and private investment and marketing. The transportation and streetscape improvements

described elsewhere in the plan report will be the most visible element in the transformation of the Boulevard. This investment must be carefully targeted to maximize the potential for catalyst projects in the near-term and future emerging development opportunities. The Priority Action discussion below describes the most beneficial projects in terms of economic development. Additionally, the investment must be timed to minimize construction impacts on business, but also to provide certainty as to when elements will be complete, and private investment can be committed. Private investment will be attracted by the public investment in infrastructure, but also the public incentives in the form of tax exemptions or fee adjustments.

### MARKETING

Enhancing the community’s identity through a coordinated marketing effort in conjunction with the transportation, streetscape, and park improvements will provide an enhanced visual identity that can be marketed. At the same time there must be new activities, businesses, and programs to deliver on the physical promise. The marketing effort must be a collaborative one involving current businesses, the Chamber of Commerce, the Economic Development Council, and the real estate brokerage community.

### PRIORITY ACTIONS

Although this is a long-term plan identifying efforts to be taken during the next 20 years, achieving the community’s and City’s goals over that time frame depend on accomplishing several actions over the next one to two years. As the Economic Development Strategy above suggests, the private investment needed to make the plan a reality will depend on both economic incentives, and public improvements. Regulations should be adopted to direct new development, and concurrently, tax and other incentives established to attract developer interest. Long-term projects such as improvements

to the Boulevard itself, must be initiated to build momentum and reassure the business and residential communities of the City's commitment. And, there are a number of low cost neighborhood improvements that will substantially improve both the livability of residential areas and the investment setting. The most important of these near-term civic actions are the following:

- 1) **Adopt a new Capitol Boulevard Community (CBC) zone for properties in the project area currently zoned GC and MU.** Also adopt new design guidelines applicable to this new zone. *(Recommendations LU-1 and LU-2)*
- 2) **Establish a multi-family tax exemption program as allowed by State statute and reduce impact fees for mixed use development in the project area.** *(Recommendations ED-1 and ED-2)*
- 3) **Improve multi-modal circulation near the Trosper Road intersection.** Conduct a value engineering study to identify the most advantageous way to reduce congestion. *(Recommendation T-1)* Adjust Starbuck's driveway to prevent left turns. *(Recommendation T-2)* Work with property owners to extend Trosper Road eastward to connect to Linda Street. If possible, complete plans and initiate efforts to construct the North-South Access Road. *(Recommendation T-4)* When property owners indicate an interest, plan for the construction of local street connectors providing local access alternatives to and from Capitol Boulevard via Lee Street. *(Recommendation T-5)*
- 4) **Initiate the Capitol Boulevard improvements consisting of bike lanes, median, roundabouts, pedestrian crossings, and streetscape improvements.** *(Recommendation T-7)* In today's fiscal conditions, funding and constructing the Capitol Boulevard could take eight to ten years. However, it is necessary to initiate the project within the next year or two to demonstrate the City's commitment to

property owners. Otherwise, the uncertainty of the Boulevard's ultimate configuration will dampen private investment by both property and business owners. Also, outside funding will require substantial planning and environmental analysis, so the sooner that is complete, the sooner the difficult task of funding can begin.

- 5) **Plan park improvements and initiate early projects on the City owned land under the Bonneville Power lines.** *(Recommendation NL-5 and NL-6)* Park improvements will significantly help to spur redevelopment in the southern neighborhood and the land is a valuable City resource that should be leveraged.
- 6) **Establish a Small Neighborhood Improvements Program to construct small scale, low cost improvements to enhance the City's neighborhoods.** Not only will this program gradually upgrade neighborhoods, it demonstrates the City's commitment to its residents. *(Recommendation NL-1 and NL-2)* Painting bicycle lanes on the Elm Street SE - E/W Dennis - Street - Linderson Way SW - etc. bicycle loop would be an excellent first project that also addresses bicycle transportation and safety objectives. *(Recommendation T-18)*
- 7) **Continue to engage the residential and business communities in ongoing cooperative efforts.** Successful implementation of plans such as this depend on all parties working together, and the way to accomplish this is to involve all interested parties in community improvement efforts. Interactive public participation in the projects named above will be essential. Additionally, the City should look for ways to support community initiated efforts such as business district marketing and business recruitment. Finally, projects and community amenities that keep local citizens engaged and instill a sense of stewardship, such as community gardens and neighborhood crime prevention programs help build the "social capital" needed for strong communities.

## SUMMARY OF RECOMMENDATIONS

Recommendation	Timeframe S = Start C = Complete	Cost (\$1000s)	Quick win or high priority	Comments
<b>LU-1.</b> Rezone GC and MU properties to CBC	2013	n/a	★	
<b>LU-2.</b> Establish design guidelines for CBC zone	2013	n/a	★	
<b>LU-3.</b> Allow professional offices in houses near the Boulevard	2013	n/a	★	
<b>LU-4.</b> Rezone single-family properties adjacent to State offices, apartments, and condos to multifamily	2013	n/a	★	
<b>T-1.</b> Conduct a value engineering (VE) study	S - 2013 C - 2014	\$50-100	★	
<b>T-2.</b> Install driveway modifications at Starbucks to prevent left turns	2013	\$3-6	★	
<b>T-3.</b> Complete center median curb along Capitol Boulevard (C.B.) from Trosper Road to Lee Street	S - 2015 C - 2030	\$5-10		
<b>T-4.</b> Construct north-south street east of C.B.	S - 2014 C - 2024	\$1,500-1,700	★	Can be completed in phases: 1) Trosper eastward extension, and 2) north-south street. Appraised property value: \$762,800
<b>T-5.</b> Plan local street connectors west of C.B.	2013	\$5-10	★	
<b>T-6.</b> Construct local connectors west of C.B.	S - 2014 C - 2020	shared cost	★	
<b>T-7.</b> Construct bike lanes, medians and roundabouts on C.B.	S - 2014 C - 2025	\$7,000-9,000	★	
<b>T-8.</b> Examine the design needs for vision- and mobility-impaired pedestrians	2014	n/a	★	Part of T-7

Implementation

Recommendation	Timeframe S = Start C = Complete	Cost (\$1000s)	Quick win or high priority	Comments
<b>T-9.</b> Continue Capitol Blvd. improvements north of Lee and south of Dennis	ongoing	depends on VE study		Follows VE study (see Rec. T-1)
<b>T-10.</b> Upgrade Capitol Blvd. streetscapes	S - 2014 C - 2015	included in other projects		Part of T-7
<b>T-11.</b> As properties redevelop, inter-site vehicular connectivity	S - 2013 ongoing	private costs	★	Part of guidelines
<b>T-12.</b> Reduce excessive traffic speed	S - 2014 C - 2025	included in other projects		Part of the Capitol Blvd. improvements, T-7
<b>T-13.</b> Construct 6th Ave street	C - 2017	\$200-250	★	
<b>T-14.</b> Extend "X" Street SW west to Linderson Way SW	C - 2020	\$700-750		Scheduled with property development. Include traffic calming
<b>T-15.</b> Construct internal streets within WSDOT site redevelopment	during development	private costs	★	Design Guidelines implement
<b>T-16.</b> Extend 7 <sup>th</sup> Avenue SW to connect W "Y" Street with 65 <sup>th</sup> Way SW	C - 2020	\$100-120		
<b>T-17.</b> Extend Charles Street SE and Boston Street SE to connect E "W" Street and E "X" Street	C - 2022	\$230-240		Lower priority
<b>T-18.</b> Establish a bicycle lane loop along Linderson Way, W/E Lee Street, Boston Street SE, Hazelhurst Drive SE, Elm Street SE, and E/W Dennis Street	S - 2013 C - 2014	\$80-100	★	Paint stripe and signs
<b>T-19.</b> Designate "X" Street, Dennis Place and 7 <sup>th</sup> Avenue as shared-lane bicycle routes	S - 2013 C - 2014	\$15-20	★	Paint stripe and signs
<b>T-20.</b> Construct sidewalks and bicycle facilities as part of new street construction	ongoing	included in other projects		Especially regarding T-13 to T-17

Recommendation	Timeframe S = Start C = Complete	Cost (\$1000s)	Quick win or high priority	Comments
<b>T-21.</b> Construct shared-use pathways at BPA/Bonneville corridor, etc.	S - 2014 C - 2015	\$190-210	★	Cost assumes no ROW acquisition
<b>T-22.</b> As redevelopment occurs, require internal pedestrian connectivity	long term	private		See Rec. T-11 and LU-2
<b>T-23.</b> Revise bus stop location and design	2013	Intercity Transit	★	Work with Intercity Transit
<b>T-24.</b> Adopt/update transportation policies	2013	n/a	★	
<b>ED-1.</b> Reduce impact fees for mixed use development in the project area	2013	n/a	★	
<b>ED-2.</b> Establish a multi-family tax exemption program	2013	n/a	★	
<b>ED-3.</b> Consider other zoning provisions that make development more feasible	2013	n/a	★	Part of LU-1. E.g., remove Transfer of Development requirement for density above 24 du/acre.
<b>ED-4.</b> Monitor market conditions and adjust regulatory and incentive measures	ongoing	n/a		
<b>NL-1.</b> Construct neighborhood gateways	ongoing	\$15-40 per gateway	★	Perhaps allocate \$50,000/year for program
<b>NL-2.</b> Construct green traffic calming devices	ongoing	\$15-30 per device		Perhaps include in NL-1 program
<b>NL-3.</b> Include pedestrian improvements in new streets	—	included in other projects		part of street construction
<b>NL-4.</b> Plan and design park under transmission lines	S - 2014 C - 2020	\$50 (plan) \$60 (design)	★	

Implementation

Recommendation	Timeframe S = Start C = Complete	Cost (\$1000s)	Quick win or high priority	Comments
<b>NL-5.</b> Work with property owners on the east side of Capitol Boulevard to acquire or make agreements for easements to accommodate shared-use path	S - 2014	Depends on use and property owner		
<b>NL-6.</b> Construct a park under the power lines (also see Recommendation T-21)		Depends on type of facilities	★	Coordinate with T-21
<b>NL-7.</b> Ensure police access to the transmissions line corridor and encourage frequent patrols	S - 2014 C - 2015	n/a		
<b>NL-8.</b> Require development of public plaza on the DOT site	2013	n/a	★	Part of LU-2
<b>NL-9.</b> Apply design standards to community gathering spaces	2013	n/a	★	Part of LU-2
<b>NL-10.</b> Apply open space standards to new mixed-use zones to ensure high quality, usable outdoor space in new, high density housing developments	2013	n/a		
<b>NL-11.</b> Work with the school district to encourage a community-oriented use on the school's lot fronting the Boulevard	ongoing	n/a		Relates to NL-18
<b>NL-12.</b> Develop a small park for local use near the intersection of 6th Ave SW and Gerth Street SW	S - 2016 C - 2025	\$90-150		
<b>NL-13.</b> Evaluate the function and use of West V Street Park through the Parks planning process. Consider redesigning or upgrading the park as needed	S - 2017 C - 2022	n/a		

Recommendation	Timeframe S = Start C = Complete	Cost (\$1000s)	Quick win or high priority	Comments
<b>NL-14.</b> Improve the route between the BPA/Bonneville shared use path and West V Street Park with appropriate pedestrian amenities, such as enhanced sidewalks (perhaps with a landscaped buffer between the street and pedestrians) and low-level lighting	S - 2020 C - 2025	Depends on design		Design and property agreement needed first.
<b>NL-15.</b> Construct the Deschutes Valley Trail and associated trail spurs	2015 ±	\$2,262		\$500,000 WWRP grant already obtained
<b>NL-16.</b> Sign route to the Deschutes Valley Trail spurs	2015 ±	\$5-15		
<b>NL-17.</b> Work with the School District to explore further opportunities for community events and activities to be hosted on school premises	ongoing	n/a		
<b>NL-18.</b> Work with the School District to plan an appropriate use for the property facing Capitol Boulevard in front of Peter G Schmidt Elementary School	when appropriate	n/a		

Implementation

