



January 15, 2013

Space Planning Report

Provided to the

Minnesota State Legislature

TABLE OF CONTENTS

Executive Summary	2
Introduction	6
Restoration Overview	6
Schedule	8
Budget	9
Current Functions in the Capitol Building	9
Historical functions in the Capitol Building	11
Impacts from restoration	12
Potential Found or Repurposed Space	13
Known Functional Issues	13
Functional Goals	14
Functional Scenarios	15
Future Options	16
RECOMMENDATION	17

EXECUTIVE SUMMARY

As Identified in the Act (CHAPTER 293--H.F.No. 1752) authorizing the appropriation of \$44,000,000 for the restoration of the Minnesota State Capitol;

“Subd. 4. Duties of commissioner. (a) By January 15, 2013, the commissioner of administration shall submit a space recommendation report to the majority leader of the senate, the speaker of the house, and the chairs of the legislative committees with primary jurisdiction over the Capitol Area Architectural and Planning Board. The space recommendation report shall identify appropriate and required functions of the Capitol building and make recommendations to address space requirements for the tenants currently located in the Capitol building for the effective and efficient function of state government. In preparing the report, the commissioner shall consult with the Capitol Preservation Commission and representatives designated by the governor, the secretary of the senate, the chief clerk of the House of Representatives, the director of the Minnesota Historical Society, and the state court administrator. Before the appropriations in subdivision 2, clauses (4) and (5), may be spent, the recommendations in the report must be approved by the governor, the secretary of the senate, and the chief clerk of the House of Representatives.”

Following the passage of the legislation appropriating \$44,000,000 for the restoration of the Capitol Restoration and Preservation, the Capitol Preservation Commission, Department of Administration, Owner’s Program Manager (MOCA) and the Owner’s Representative (CPMI) began working with the design & construction teams to identify the process by which the project would address all of the deficiencies within the Capitol that will be included in the restoration of the Capitol.

Under the leadership of the Department of Administration and the Owner’s Program Manager they organized the process around a set of Design Guidelines and Imperatives that identified the issues facing the restoration of the Capitol. The process included working with the members of the Capitol Preservation Commission, the Tenants of

the Capitol, and with those that manage the systems of the Capitol. These workshops focused on the deficiencies that impacted the architectural integrity, building function and Life safety/accessibility.

With the guidelines completed in November 2012 the Owner Program Manager (OPM) began a series of 11 Design Scoping Workshops using the design guidelines to help inform the process. As of the writing of this report, the OPM has completed 4 of the 11 workshops. These include:

- DSW 1 – Building Information Management Documentation (October 18, 2012)
- DSW 2 – Historic Preservation (November 13 – 18, 2012)
- DSW 3 – Mechanical, Electrical and Plumbing Systems (November 27 – 30, 2012)
- DSW 4 – Security, Life Safety, Accessibility, & Vertical Transportation (December 11 – 14, 2012)

These four workshops provide the fundamental framework by which space planning will be able to proceed. These workshops have provided excellent information on the quantity, size and location of:

- Mechanical Systems
- Electrical Systems
- Plumbing Systems
- Communication Systems
- Accessible Entry Points
- Emergency Exit Stairs
- Service Elevators
- Security Systems and Equipment
- Architectural Significant Zones and decoration.

Each of these building elements has an impact on location of where office and meeting space may be placed within the Capitol.

The next two workshops; DSW 5 – Committee and Meeting Rooms (January 14 -17, 2013) and DSW 6 – Office and Swing Space (January 29 – February 1, 2013) will investigate options for location and organization of space within the Capitol. During these design scoping workshops, the project team will continue to work closely with members of the Governor’s office, Secretary of the Senate and with

the Chief Clerk of the House as well as all other tenants of the Capitol in order to understand the needs of each and to provide space planning that accommodates and maximizes the effectiveness of each organization.

During the DSW 5 – Committee and Meeting Room – we will explore the ideal committee room and what that would include. Once that is understood, the team will work to determine locations within the footprint of the Capitol that will accommodate to this ideal. However, from past experience, in reviewing committee rooms from other state Capitols and from preliminary discussion regarding the adequacy of the existing capitol committee rooms there are a number of deficiencies that will need to be addressed. Among them, seating capacity is at the top. Cass Gilbert, while an ingenious architect, did not foresee the day when committee rooms would need to hold upwards of 200 people for a hearing on a topic. However, today these large meetings are becoming more and more common. Most states are finding that a variety of small, medium and large committee rooms outfitted with technology for presentation and communication are helpful in providing transparency and opportunities for the public to participate in the legislative process. The Capitol does not readily accommodate the need for the medium and large committee rooms within the footprint of the building. During the workshop the design and construction team along with the OPM will provide several options for the Preservation Commission, Governor Office, Secretary of the Senate and the Chief Clerk of the House and others to review and comment. One option that will be identified will be that of locating the large and possibly the medium committee room in a separate building as a future project.

The DSW 6 – Office and Swing Space will provide an overlay of building systems, vertical circulation, accessibility concerns, committee and meeting room suggested optional locations and will involve working with the Governor office, Secretary of the Senate and Chief Clerk of the House and others to review and evaluate functional space organization diagrams. The design team will develop multiple options to help and assist the tenant representatives who will review the plans. These space planning diagrams will be vetted and discussed as needed with the various individuals that are delegated responsibility to approve and finalize the space plan. As the plans start to take shape the design team will provide floor by floor layouts

to help everyone understand the relationships and how the space is being organized. Each organization will have the ability to comment on the organization of their space. Additionally, it is anticipated that some current space agreements may need to be reviewed and new agreements developed to address the new plans based upon the impact and the effect of the building systems that must be installed to keep the Capitol functional into its second century of life.

As with the Committee Rooms, it is clear from past history in the Capitol that not all the functions may be able to exist within the Capitol building proper. While the charge from the Preservation Commission is that the restoration of the Capitol is focused on the foot print of the building, there will be space and programmatic issues that will need to be addressed in other locations as swing space and permanent space located outside of the Capitol. These decisions will need to be carefully discussed with the impacted organizations in order to look at all options. Some solutions may entail the use of temporary space until a future phase to accommodate them fully can be developed. These functions may be combined with the need for larger committee rooms as identified above.

Following the conclusion of the DSW 6 and the acceptance of the space organization planning by those delegated with authority to approve the plans a final report will be provided to the preservation commission.

INTRODUCTION

In order to adequately address the space planning issues related with the Capitol, one must first understand the overall comprehensive nature of the Capitol restoration and the impact that the building systems replacement, meeting modern life safety and accessibility standards and the preservation of the historic Cass Gilbert architecture will have on the space planning and functional organization of the building. To this end, we have provided a synopsis of the restoration process to date on the following paragraphs of this introduction. Following the introduction we have identified several critical elements that will need to be included in the analysis prior to the discussion on space planning. It is important to note at this point in the report that no space planning has occurred. That the efforts of the Department of Administration, the Capitol Preservation Board and the Planning Team of MOCA has been to follow the process outlined in the Comprehensive Master Plan and to develop the needed information that is necessary to inform the decisions makers on the space planning options and availabilities. Currently the space planning is scheduled to begin in January 2013.

RESTORATION OVERVIEW

In October of 2011 Governor Mark Dayton called together the initial meeting of the Capitol Preservation Commission. He challenged the Commission members with being good stewards of the Capitol and began the discussion of restoring the 1905 Cass Gilbert Capitol. During that meeting the Capitol Preservation Commission acting upon the direction provided in statute decided to proceed forward with the development of a comprehensive Capitol Master Plan. The goal was to complete the master plan and submit it to the legislature during the opening days of the 2012 legislative session.

The Capitol Preservation Commission working closely with the Department of Administration retained MOCA to oversee the development of the comprehensive master plan. During the fourth quarter of 2011 MOCA conducted several collaborative workshops. These workshops identified the guiding principles that framed the comprehensive master plan. These three guiding principles were:

- Architectural Integrity – to retain the integrity of the original Cass Gilbert design for the Capitol while restoring the building.

- Function – to improve the overall function of the Capitol in order to meet the demands of a modern legislature and state government.
- Life Safety and Accessibility – to provide for improved life safety and accessibility for the occupants and visitors of the building.

Building upon the guiding principle the planning team of MOCA and WOLD Architects & Engineers explored the condition of the Capitol and determined that the greatest problem with the building was that the building systems had reached or surpassed their operational life. Many of the systems and their components had failed and several systems were working beyond their capacities, no longer providing effective service. Additionally, the master plan team identified the need for improved function within the committee and meeting rooms as well as office location and layout. Therefore the concept of “repair, replace and restore” was developed to describe the overall process that the project would proceed under.

The Comprehensive Master Plan recommended to the 2012 legislature that the Capitol can no longer continue to function through small, piecemeal asset preservation projects. The time has come to address the larger issues of Architectural Integrity, Building Function and Life Safety and Security. Given the current condition of the building, a complete replacement of the Mechanical and Electrical systems is required. This would also include, at the same time, the installation of new communications and technology systems. The Mechanical and Electrical systems can be replaced within the footprint of the existing Capitol without having to expand either to the south or to the north. Internally, the new systems will take full advantage of the original vertical chases that Cass Gilbert designed. While there will need to be modifications made to the existing vertical systems, the original concept developed by Cass Gilbert will be maintained. New Mechanical equipment can be placed in the attic space, thereby eliminating existing equipment currently located on the roof.

It was also recommended that the meeting space be improved to allow the public better physical and visual access. While investigating the spaces in the Capitol, it was discovered that in each of the four quadrants that there is a large column-free space which appear to

have been intended for meeting space in Cass Gilbert's design (similar to Committee Room 123). These spaces exist primarily on the ground and first floors of the Capitol and would make adequate committee rooms for the future.

During the three-month period that this analysis was performed there was not enough time to adequately allow for a collaborative discussion and reach resolution on how best to reconfigure the office spaces to accommodate the needs of the three branches of government. It was suggested that the discussion be held during the next phase of the project.

SCHEDULE

A Schedule was developed to look at four sequences of the work. This schedule was reviewed and approved by the Capitol Preservation Commission and was then included in the Master Plan. The Master Plan schedule as proposed is as follows:

- Sequence "A" – complete design and construction documents for the entire project and prepare mechanical spaces in the attic areas between July 2012 and December 2013. Begin construction phase for exterior stone repairs and window replacement in June 2013.
- Sequence "B" – closing of the east wing to install the vertical mechanical and electrical systems following the session in May of 2013 to December of 2015. This would allow the building to remain open to the legislature and Governor but would be closed to some Executive and Legislative functions and to the judicial functions.
- Sequence "C" – closing of the North and West wings in July of 2014 and would remain closed until December of 2015. This would allow the installation of the vertical mechanical and electrical systems as well as to build-out the space.
- Sequence "D" – public space would be cleaned and repainted following the installation of life safety items such as fire sprinklers and smoke detectors. This work would begin as soon as the majority of the heavy construction work and dust is complete so as not to interfere with the decorative painting and would be complete towards the end of 2016.

BUDGET

A recommended budget for the complete restoration was identified by MOCA and presented to the Capitol Preservation Commission. The cost of the restoration was developed using benchmarking of other Capitols that have gone through similar restorations, and by having a team of estimators study, in detail, the concepts and proposed solutions for the restoration. Additionally, experts for stone, bronze light fixtures, and wood windows were consulted and their findings were incorporated into the estimate. The restoration of the Minnesota State Capitol is estimated to cost approximately \$241M (in 2011 dollars). Included in this number is the swing space needed for the Capitol occupants to use during the restoration. The Swing space is estimated to be \$20M. The benchmark cost per square foot was \$600, not including swing space, furniture, fixtures, and equipment costs. At \$241M, the restoration of the Minnesota State Capitol is estimated to cost \$625 per square foot. Operating costs and past bond appropriations are not included in this amount.

Following the appropriation of \$44 Million dollars in July of 2012 the Department of Administration began the process of identifying and selecting the team of professional managers, planners, architects and contractors that will be needed to perform the restoration work. The team, once assembled, began building upon the recommendation of the Comprehensive Master Plan. To date the team has developed a set of design guidelines, a historic structures report and has furthered developed the preliminary pre-design approved by the Commission. Additionally the team has held 4 workshops that have identified and clarified several critical elements.

The following sections of this space planning report will focus upon the critical information that will inform those in leadership who will be responsible for reviewing and approving the functional organization of space with in the Capitol.

CURRENT FUNCTIONS IN THE CAPITOL BUILDING

With regards to the current functions in the Capitol there are three planning issues that need to be considered.

First, the existing agreements (space treaties) existing between the tenants of the building which govern who can use which space. In other Capitols, like the Utah State Capitol, these agreements were

suspended during the planning of the Capitol. Once the plan was finalized and following occupancy, the legislature put in place new space agreements. It is recommended that similar action be taken during the restoration of the Minnesota State Capitol. This suspension of the space use agreements would allow planners the flexibility to organize the Capitol layout to meet the highest and best functional needs of the Capitol tenants while providing for the impacts due to new mechanical, electrical and life-safety systems that will run vertically through the building.

Second, the existing Capitol tenants will need consideration as the space planning moves forward. With the impact of new systems and code requirements there will be some loss of office space that will be changed to building systems or public spaces (restroom, exit ways). The following is a current list of the tenants in the Capitol:

Location	Space	Sq. footage
Basement		
	Cafeteria	5,707 sf
	Capitol Security	7,156 sf
	Governor’s Office	177 sf
	Historical Society	2,056 sf
	House of Representatives	7,077 sf
	Media	3,751 sf
	Plant Management	1,177 sf
	PMD/Mat Transfer	539 sf
	Supreme Court	171 sf
	Senate	14,424 sf
	Services for the Blind	204 sf
	Century Link	151 sf
	Vacant	256 sf
Ground Floor		
	Ceremonial	1,780 sf
	Governor’s Office	3,770 sf
	Senate	25,010 sf
First Floor		
	Attorney General	5,404
	Ceremonial	10,471 sf
	Governor’s Office	5,108 sf
	House of Representatives	1,413 sf
	Senate	13,619 sf

Second Floor		
	Ceremonial	7,515 sf
	House of Representatives	12,646 sf
	Supreme Court	3,631 sf
	Senate	16,989 sf
2nd Mezzanine		
	Senate	373 sf
Third Floor		
	House of Representatives	9,308 sf
	Senate	15,537 sf
3rd Mezzanine		
	Senate	420 sf
Fourth Floor		
	House of Representatives	989 sf

Third, some existing functions may need to be permanently relocated to other space on the Capitol grounds. While this is currently not known with the impact from the building systems, the life safety and the code related needs there is certainly going to be hard decisions that will need to be made. These decisions will largely depend on the organization of the main tenants including the Governor, Attorney General, Senate, House and Supreme Court. All functions will need to be evaluated by the planning team and leadership to determine the options.

HISTORICAL FUNCTIONS IN THE CAPITOL BUILDING

Historically the Capitol has been the home to almost all of state government offices at one time or the other. However, some functions are historically more appropriate than others since Cass Gilbert had initially designed specific uses and functions for the building based on the Capitol serving as the seat of state government. These specified uses include the following:

- Governor
- Lt. Governor
- Supreme Court
- House of Representative
- Senate
- State Historical Society

In some cases the original designs of Cass Gilbert have remained intact. This would include the Governor office, Attorney General Office, House Chambers and surrounding area, the Senate Chambers and surrounding area and the Supreme Court Chamber, deliberation room and some other smaller areas.

There have also been significant changes in space use in the Capitol over time. Three new buildings, State Office Building and Minnesota Judicial Center, and the Minnesota History Center, facilitated the relocation of functions for the House, Supreme Court and Minnesota Historical Society from the Capitol. With each of these relocations, Senate and other functions expanded into vacated space. While this has not impacted the House or the Supreme Court chambers, it has had impacts on the visitor and tour program run by the Minnesota Historical Society since they no longer control the space on the ground floor that was historical used for visitors and tours to the building.

During the space planning process, thought should be given to the restoration of both historic spaces and historic functions that have been a important element within the Capitol culture.

IMPACTS FROM RESTORATION

The restoration of the Capitol involves many elements that must be repaired, replaced, upgraded or restored. These actions will have impacts on space and the availability of spaces as well as the use of the space. During the past several months MOCA has conducted four Design Scoping Workshops (DSW) which have included analysis of:

- DSW #2 – Historic Preservation and the impacts which that may have on the functional elements of the Capitol
- DSW #3 – Mechanical, Electrical, Plumbing and Communications Systems of the Capitol and how replacement will impact the space and availability of the space
- DSW #4 – Life Safety, Accessibility and Vertical Transportation, which will impact the space within the capitol to make the whole facility safer and more accessible to all of the public but in the process, will impose space impacts while providing this benefit.

From these DSW we have identified impacts to the current space use of the building. The architects are currently developing different options for how these spaces may be adjusted. The information will be available prior to the space planning workshop on the January 29, 2012.

POTENTIAL FOUND OR REPURPOSED SPACE

In addition to the impacted spaces within the Capitol, there has also been the opportunity to find potential new space or to repurpose old existing space that is currently under another use of function. These spaces have mainly been identified in the basement and within the attic space. Much of the opportunity is for the use of Mechanical or Electrical space. However, within the basement there are some spaces to the south of the building that are currently being used for storage of materials that could be repurposed to high quality office space. These spaces have higher than normal ceilings and the possibility for natural daylight. The materials being stored for record retention purposes that are not needed for day-to-day operations can and should be relocated to spaces outside of the Capitol.

Discussions to date have revealed a positive discussion with the impacted departments or organizations. While it is not anticipated that all of the potential space uses will be realized it is important to provide the opportunity to investigate the possible opportunity in order to make a more functional Capitol for both the occupants and visitors.

KNOWN FUNCTIONAL ISSUES

There are several functional issues that must be understood prior to the start of the space planning process. These include:

- Committee Rooms – it will be important to understand the way they are currently used and the way that they want to be used in the future. Over the past 15 years great advancements have been made in the delivery of information to legislators and to the public through electronic media. DSW #5 will focus on the Committee rooms and the needs. It will be very important to understand the:
 - Size requirements including:
 - Number of legislators at the table
 - Number of public

- Technology
 - Video Delivery
 - Audio Delivery
 - Presentations and data

The solutions that have been developed over the last several years in other Restored State Capitols resulted in different size committee rooms, ranging from large which may hold up to 200 members of the public, medium that may hold around 100 to 125 members of the public and small which may be around 50 to 75 members of the public. Delivery of information is different in each one. Currently, the Minnesota State Capitol has limited space for the committee rooms and therefore a strategy will need to be developed and adopted by leadership as to how to provide more than small committee rooms.

- Meeting and Caucus Rooms will also be an issue that needs to be discussed. The size, location and number will have an impact on how space is planned.
- The functional issues around how the House and the Senate interact will have an impact on space planning. How bills are distributed, how communications are sent and received will all be impactful to the smooth function of the legislature.
- Staff are critical to the legislative process, however some functions are more critical than others with regard to proximity to the Chamber floors. These needs will need to be determined by leadership such that the design team can provide a solution that supports the overall function and efficiency of the Legislature.

These known and unknown functional elements will be identified as part of the space planning process.

FUNCTIONAL GOALS

As space planning commences in late January with DSW #6 the following functional goals will be presented to the design team as goal to achieve through the space planning options:

- Maintain Capitol as the seat of state government
- Effective Government Function – legislative processes
- Efficiency in doing the peoples work

- Enhanced interaction with the public
- Enhanced interaction/collaboration within the legislative body
- Integrated communications and technology systems
- Effective Committee Room location and layout for ease of use and delivery of information to the public and legislators

FUNCTIONAL SCENARIOS

There are several space planning scenarios that will be explored during the DSW #5 that is focused on space planning. These scenarios will be developed around the above functional goals. The evaluation will be provided by the Department of Administration and MOCA, followed by a review and selection by the Capitol Preservation Commission and Legislative leadership. The following scenarios are the ones that will be first studied. There may be other space planning options or scenarios that will be explored during the DSW #5.

- **Scenario 1** – Senate Majority in the Capitol, Senate Minority out of the Capitol. This is the current space organizational structure that exists in the Capitol today. This organization scheme of individual offices scattered throughout the capitol requires an inordinate amount of moving of furniture and offices with every election cycle that occurs where the majority changes. While it has not occurred often over the past 108 years, when it does it is time consuming, expensive and damaging to the building. The current scheme is also non collaborative for the Senate. This scenario does allow for more support staff and other departments or organizations to be in the Capitol.
- **Scenario 2** – All Senators in the Capitol. This would require that 67 Senate offices be located on the exterior of the building allowing each one to have access to a window. An initial analysis demonstrates that this concept is achievable but would require major changes in the amount of staff located throughout the building. In order to accommodate certain functions under this scenario, the use of the basement as office space becomes critical. Working with the functional elements such as committee rooms and caucus room a suite

system could be developed for the offices that would improve collaboration among colleagues in the majority and minority.

- **Scenario 3** – Majority and Minority Leadership and Committee Chairs in the Capitol. This concept has been used successfully in other state Capitols. The concept would be that the Senate and House Majority leadership, Senate and House Minority leadership and the Chair of all the committee would be located in the Capitol. This would require the following office to be located in the Capitol:
 - 4 – Senate Majority Leadership offices
 - 4 – Senate Minority Leadership offices
 - 4 – House Majority Leadership offices
 - 4 – House Minority Leadership offices
 - 20 – Senate Committee Chairs
 - 25 – House Committee Chairs
 - Total of 61 offices would be required in the Capitol.

All other members of both the House and the Senate would be housed in the State Office Building that currently is the home of the House of Representative. The building would need to be reapportioned to service both bodies of the legislature. The benefits of this scenario is that it completely eliminates the movement of furniture when positions change thus it is much easier on the building and the management of the systems with in the building. It would also allow for a sense of collaboration for the members of both bodies. It would also eliminate the confusion of the general public when trying to locate or find a Representative or Senator.

FUTURE OPTIONS

In the development of space plans for the Capitol there will be some unmet functional requirements. These will range from the need for large committee rooms that will accommodate upwards of 200 members of the general public. It is also clear that some of the existing functions will not be able to remain in the Capitol based upon which Scenario is ultimately developed and approved. These functions are going to need a new permanent home. This was

recognized in the Master Plan and \$20 million dollars was set aside to provide for both swing space (temporary space) and for some limited amount of permanent space outside of the Capitol. It will be important to understand the requirements of these functions in order to determine the best solution to housing them going forward. The options that have previously been discussed are:

- The Restoration of the Ford Building – this building is located to the northwest corner of the Capitol directly across the street from Leif Erickson Park. It is connected to the tunnel system and would require extensive renovation.
- Repurpose parts of the State Office Building. The State Office building currently has some space available in the lower level that at one point was used as a cafeteria and is currently underutilized. A space utilization study would need to be complete to determine the amount of space that may or may not be available to repurpose. Costs would depend on the amount of space that would be required and remodeled.
- Construction of a New Building either north of the State Office Building or north of the Capitol and west of the admin building in parking lot B would provide the needed space for all the functions. The space could be configured to accommodate the additional needs in the most efficient manner.

Again, the space use scenario that is selected for the Capitol will determine the functional requirements that are to be accommodated in one of the above options. More information and discussion will be needed prior to making a final recommendation to the Capitol Preservation Commission and the legislature.

RECOMMENDATION

Space planning and the determination of how the Capitol is organized is a critically important aspect of the overall restoration of the Minnesota State Capitol. This cannot happen as a singular event. It is dependent upon many different elements of the restoration including the repair and replacement of the building systems, understanding the historic integrity of the Cass Gilbert design and functional requirements of the secondary and tertiary space such as

the committee, caucus and meeting rooms as well as the restrooms and other support spaces. Once these elements are known and understood the functional aspects of the primary functional space can be determined. Of course, the primary space will control and will move or relocate where possible some of the secondary or tertiary spaces however the primary spaces will need to accommodate the building systems and will be need to be flexible to work around these building components in order to efficiently space plan the Capitol.

The management team comprised of the Department of Administration, the owners program manager (MOCA) and the owner representative (CPMI) will review the recommendations that come from the design and construction team. The management team will work closely with Executive and Legislative leadership in reviewing and determining the final disposition of the plan. Once the Executive and Legislative leadership have given their approval to the plan, the architect will be given direction to proceed with the planning and the documenting project.