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***Progress Report and  
Initial Recommendations***

**New Capitol Area Master Plan**  
*Augusta, Maine*



*January 15, 1991*



***Progress Report and  
Initial Recommendations***

**New Capitol Area Master Plan**  
*Augusta, Maine*

Submitted by:

The Special Committee for the New Capitol Area Master Plan

Prepared by:

CBT/Childs Bertman Tseckares & Casendino

In Association with:

T.Y. Lin International

Whitman & Howard, Inc.





STATE OF MAINE

Hon. John McKernan  
Governor, State of Maine  
State House  
Augusta, ME 04333

Members of the Legislative  
Council  
State House Station 115  
Augusta, ME 04333

Dear Governor McKernan and Members of the Legislative Council:

For over one year, the Special Committee on the New Capitol Area Master Plan has been working with its consultants, citizens and officials of the City of Augusta, State legislators, administrators and employees toward a common goal: an attractive State Capitol Area which preserves its significant history yet symbolizes efficient and accessible government. Enclosed is the Report of the Committee with preliminary recommendations and an action plan.

Planning is best when it reflects a combination of professional competence and broad citizen participation. The process outlined in Section 4 and the participants in the process listed in the Appendix demonstrate the breadth of dialogue contributing to this first stage of the replanning of the State Capitol Area. The Special Committee is ready and able to continue its efforts toward implementing the recommendations and action plan in this report. Although we are cognizant that these are "hard times", the current fiscal crisis represents an opportunity and an ideal time to continue this process for several reasons. The State investment in housing its Legislative, Executive and Judicial employees in Augusta is enormous, and the savings realized from several of our recommendations, including the long term maintenance plan, and ownership, rather than leaseholds, of State facilities will pay for our planning process many times over. Moreover, the period of the economic downturn, with less development pressure, is the best time to effect a revision of the Capitol Plan.

The members of the Committee and consultants applaud and appreciate your support to this date, and urge you to continue this vital process. Your comments and suggestions will receive our respect and attention.

Very truly yours,

A handwritten signature in cursive script, reading 'Jon S. Oxman'.

Jon S. Oxman, Chair  
Special Committee on the New Capitol  
Area Master Plan

Submitted December 12, 1990

# NEW CAPITOL AREA MASTER PLAN

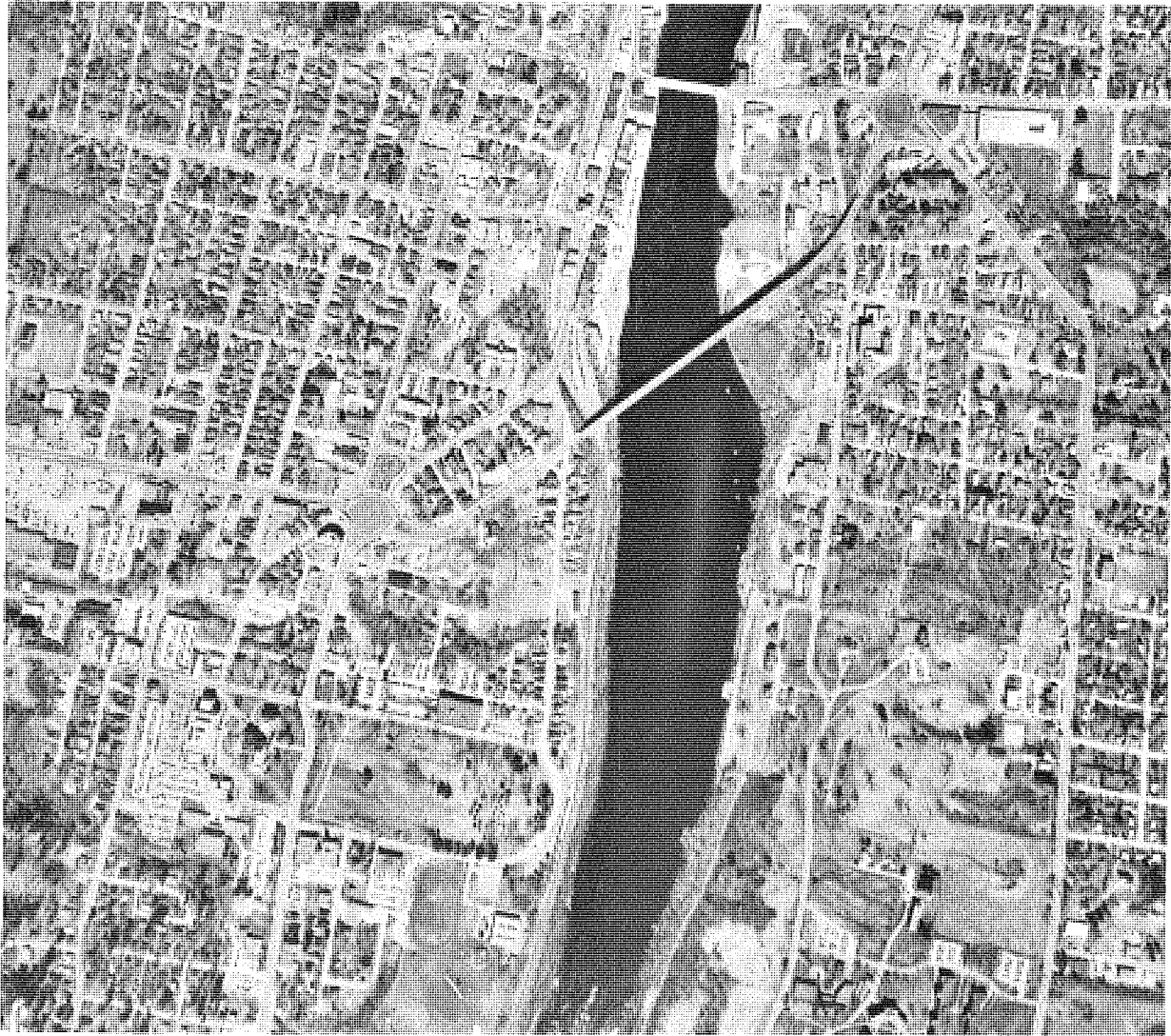
## PROGRESS REPORT AND PRELIMINARY RECOMMENDATIONS

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*Aerial View of the Capitol Area* Photo: John W. Sewall Co.

# 1. EXECUTIVE SUMMARY



## Introduction

This report summarizes the progress in the initial phase of the preparation of a new Master Plan for the Maine State Capitol Area in Augusta. The master planning effort responds to a growing number of significant problems within the Capitol Area. Serving as the central location for State government services and administration, the Capitol Area has become visually and physically disorganized. As a civic and cultural center for Maine's citizens, the Capitol Area is not meeting its potential.

The need for improvement was recognized by the Legislature which approved a law under Chapter 60 of the Resolves of 1989, requiring the preparation of a new plan. The Legislature noted in its resolution that "a new master plan is urgently needed to guide future development of the Capitol Area which is held in trust for the people of Maine ... this plan must serve as a blueprint for the future, recognizing reasonable growth with a commitment to protect and preserve our valued inheritance."

The preparation of the Master Plan is the responsibility of the Master Planner supported by a consultant team. The Master Planner was selected and is assisted by a Special Committee appointed for this purpose. The planning team consists of facility planners and urban designers, architects and landscape architects, civil engineers and transportation planners.

The master planning process has been divided into several segments or phases. This report concludes the first phase of this effort. The goal of this first phase has been to:

- Assess existing conditions and needs in the Capitol Area
- Establish general recommendations
- Provide a clear action plan for the next steps in the planning process

Tasks which must now be accomplished include:

- A Facilities Plan to provide detailed evaluation of specific facility needs and determine the most cost effective means for housing current and future state government functions.
- A Physical Plan to locate future buildings, open spaces, circulation and parking patterns, and set design guidelines.
- A Management Plan to establish a new framework for the administration of the Capitol Area. The Management Plan will include a Capital Improvement Program, to guide renovation and new construction projects in an orderly and comprehensive fashion.

## **Summary of Issues and Recommendations**

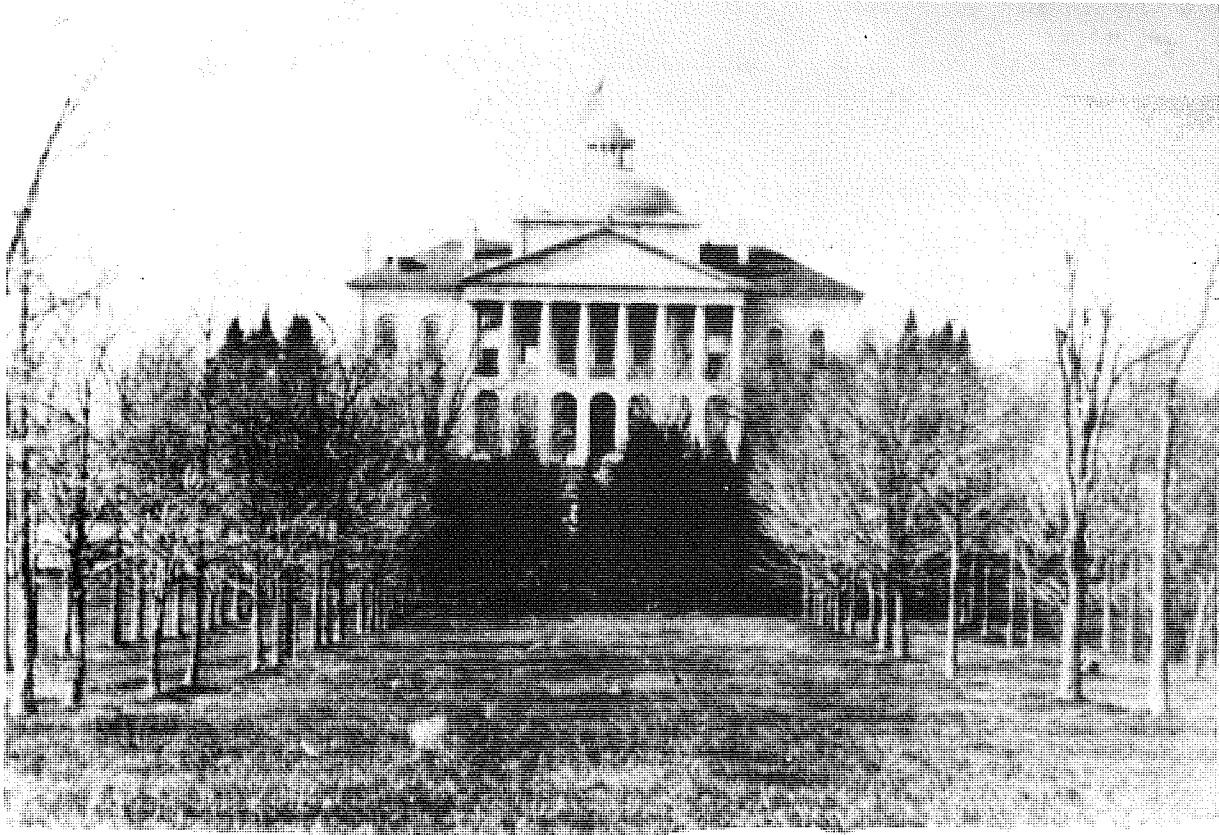
### **State Operations and Facilities Needs in the Capitol Area**

- Significant functions of State government are housed in buildings in poor condition which are not well suited to their current functions. The State will realize long-term savings and gain greater effectiveness in its operations by creating more reasonable use patterns and improving building conditions. A Capital Improvement Program should be established to guide this effort.
- Many State functions are housed in leased space. It appears to be in the long-term financial interest of the State to own facilities rather than to lease them. If this is confirmed by detailed studies, the Capital Improvement Program should provide for a shift to more cost-effective State-owned space in the future.
- If current policy trends are followed, the facility which houses the Augusta Mental Health Institute (AMHI) will no longer have as its primary function the provision of direct mental health services. Because of the size, location and historic importance of this complex, excess space in AMHI should be renovated and reconfigured to serve other State agencies. Possible relocation of direct mental health services from AMHI to other locations in the Augusta area needs to be addressed as part of this planning process.
- In general, a smaller number of flexible and efficient buildings within close proximity to one another should replace existing, widely scattered facilities.

### **Physical Planning**

- Maine's Capitol Area is an important civic and cultural center. The landscape and architectural design in the Capitol Area should be coordinated and improvements undertaken to better reflect these functions.
- The open and rural character of State lands on the east side of the Kennebec River is highly valued and irreplaceable, and therefore should be enhanced and preserved. New construction, including the new Supreme Judicial Court Building, should complement this quality. The Arsenal and the AMHI complex should be renovated and house appropriate State functions. The Piggery Road area east of Hospital Street should be preserved as a potential site for State facilities.
- The Capitol Area on the west side of the Kennebec River is disorganized. It is important to create an efficient, coherent and visually attractive campus centered on the State House and Capitol Park.
- A landscape master plan should be established. The plan should reinforce the open, rural qualities of the east Capitol Area, and enhance the park-like setting of the west Capitol Area. Plans should be coordinated with the Pine Tree State Arboretum.

- Capitol Park and the adjacent city-owned park are important open space resources. They should be protected and preserved exclusively for open space and recreational purposes.
- A pedestrian network linking State facilities and open spaces on both sides of the Kennebec River should be created and connected to the City of Augusta open space network.
- The State should ensure preservation of the wooded character of Howard Hill as a backdrop for views of the State House.
- The Department of Transportation Motor Transport System facilities on Capitol Street should be relocated outside of the Capitol Area.
- The State Education Building between the State House and the Cultural Building should be removed and its uses relocated.



*The State House and Capitol Park* Photo: State Capitol Commission

## **Transportation**

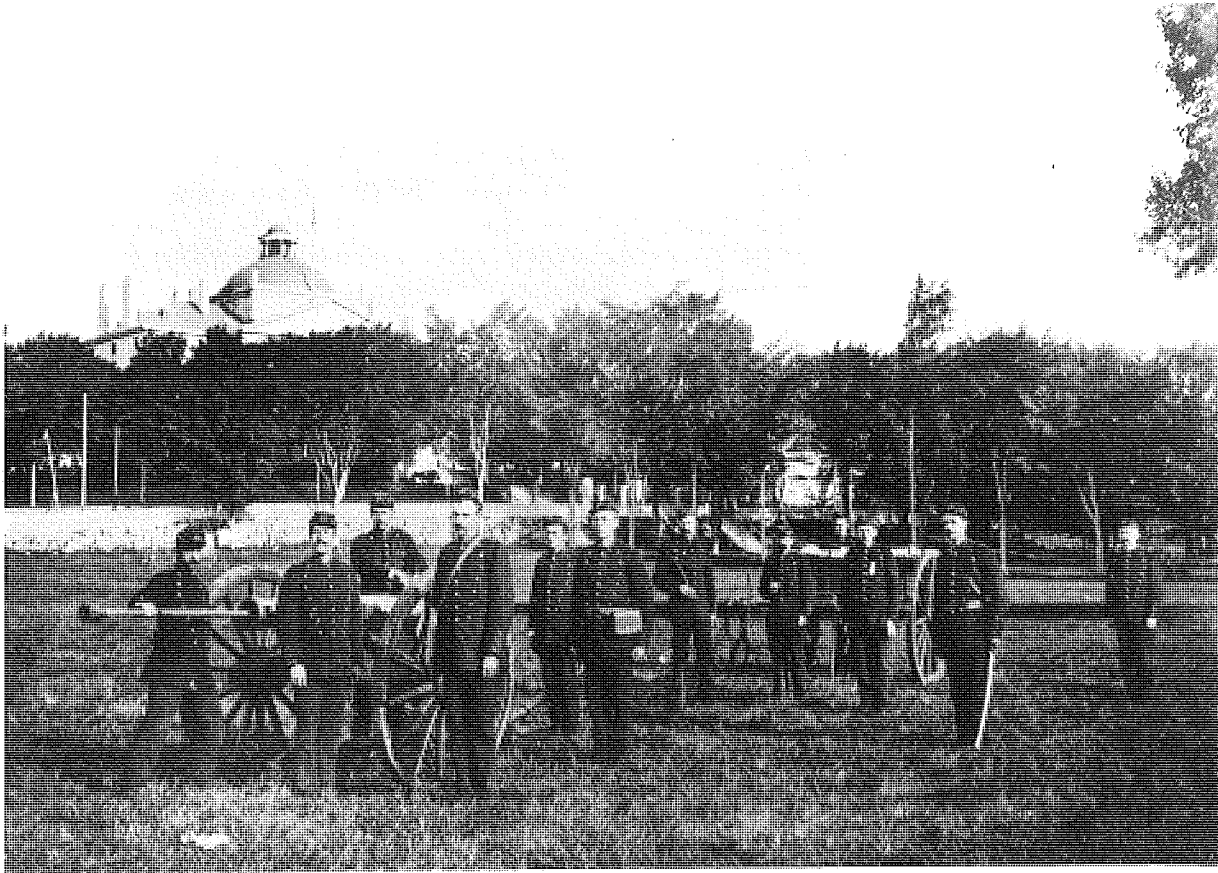
- Streets which serve as gateways to the Capitol Area should be improved.
- Capitol Area parking should be consolidated into efficient and appropriately located facilities.
- A convenient and safe pedestrian environment should be created throughout the Capitol Area.
- Potential improvements to reduce traffic flow and congestion near the State House should be studied and if practical, implemented.
- A signage program should be developed and implemented to enable citizens and tourists alike to easily find their way in the Capitol Area.
- Planners should study regional circulation improvements such as new interchanges on Interstate I-95, future bridge locations linking the east and west sides of the Capitol Area, and a river-edge railroad.

## **Infrastructure**

- Improvements to existing electrical power distribution, sewer separation projects, and extended services for new building projects will be required.

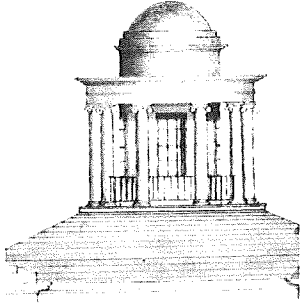
## **Administration**

- The limits of the Capitol District as determined by the legislature and as regulated by the Capitol Planning Commission should be reviewed and realigned to contain all State holdings and to contain other areas as necessary to protect the visual quality of the Capitol Area. The limits should include both east and west sides of the Kennebec River.
- The "Rules and Regulations" of the Capitol Planning Commission should be substantially revised in order to allow for more effective design and land-use controls.
- Potential advantages to combining the Capitol Planning Commission and the State House and Capitol Park Commission should be explored.
- A Management Plan should be a product of the Capitol Area planning process. It should delegate responsibilities within a comprehensive administrative structure to manage the State's Capitol Area facilities.
- An adequately staffed facility planning and management function needs to be created and funded. This might occur as an extension of the existing role of the Bureau of Public Improvements (BPI), or under the auspices of an independently administered and funded agency or authority. Responsibilities should include the implementation of a long-term Capital Improvements Program to construct and renovate the Capitol Area facilities.
- The Capital Improvement Program should include a comprehensive and adequately funded program for maintenance.
- The Management Plan should quantify and document State facility impacts on the City of Augusta, including use of services and impacts on property tax revenues.



*View of Union Soldiers in front of the State House* Photo: State Capitol Commission

## 2. A BRIEF HISTORY OF THE CAPITOL AREA

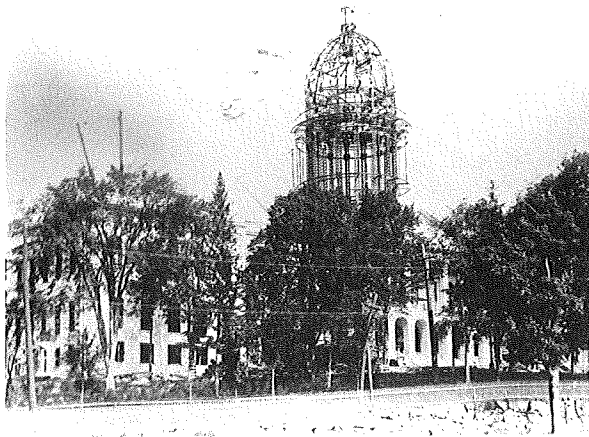


A study of the history of the Maine Capitol Area is essential as a prelude to considering its future. Starting from a clear and well-designed beginning, the Capitol Area evolved through the incremental accumulation of property and buildings as the State grew and the need for governmental facilities expanded.

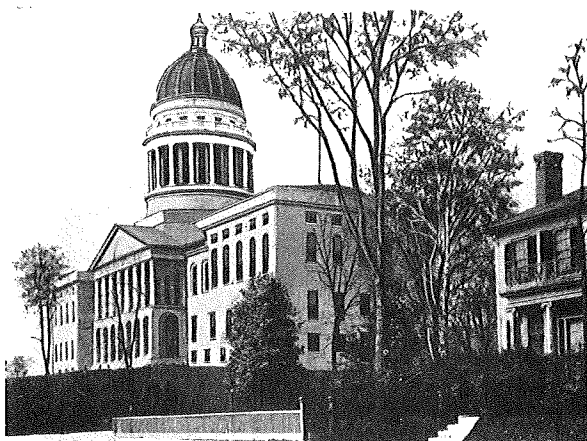
The pattern of development and open space that we see today is the result of a relatively small number of design and planning decisions that have occurred since Augusta was selected as the capital city of

Maine. In 1827, the legislature favored this site because it was both defensible and centrally located. Thirty-four acres of land high on the west bank of the Kennebec River were offered to the State of Maine by the citizens of Augusta for the construction of a State House. Upon acceptance of the offer, an architect was chosen to design the State House.

The architect was Charles Bulfinch of Boston, who was nearing the end of an illustrious career. His original concept for the State House and its grounds has been the best and most enduring idea in the development of the entire Capitol Area. The Bulfinch plan placed the State House atop a prominent granite knoll, facing a broad, tree-lined mall sweeping down to the Kennebec River. This mall reinforced the primary orientation of the State House, known as the "principal axis" to architects and planners. Early paintings and photographs show the Capitol dominating a surrounding landscape of scattered houses, farms and fields.



*State House Dome Under Construction*  
Photo: Maine Historic Preservation Commission



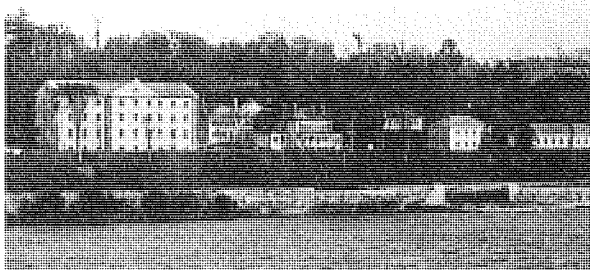
*State House Capitol*  
Photo: Maine Historic Preservation Commission

The deed of land also created State Street, which Mr. Bulfinch depicted at right angles to the principle axis that had been established, and separating the State House from its mall. State Street became a prestigious address, and major public buildings and residences lined this important connection between Hallowell and Augusta. The Blaine House on State Street adjacent to the Capitol was one of these residences, and its eventual conversion to the Governor's mansion was an unplanned but appropriate addition to the Capitol Area.

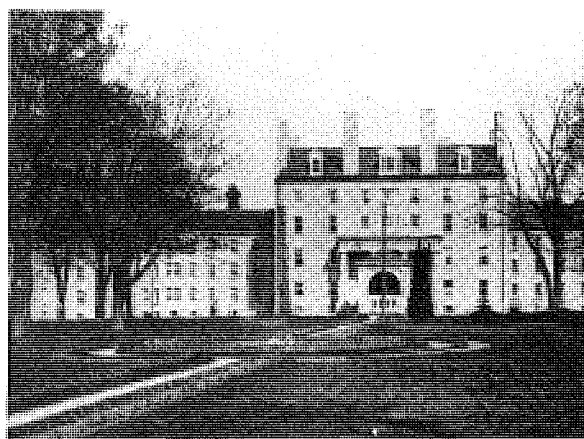
While the State House was under construction, other major public improvements which were to affect the future Capitol Area were occurring across the river on the east side of the Kennebec. This included the creation of a military arsenal by Act of Congress on March 3, 1827 for the safekeeping of U.S. arms and munitions. In 1829, forty acres of land had been set aside for an arsenal that was eventually to include fifteen buildings, ten of them stout granite structures and a granite wharf. Eventually abandoned as a military installation, the buildings and grounds of the Arsenal are now part of the State complex.

In 1834, the State recognized the need for a centralized hospital for the mentally ill. Construction started in 1836, and by 1840, the first granite structures of the hospital were completed. The hospital grew over the years into the large complex known as the Augusta Mental Health Institute (AMHI). For a time, the hospital operated a substantial farming enterprise to help support itself; today, remnants of the original fields and farm buildings remain.

A large tract of land stretching eastward was acquired with the state hospital. Now known as the Piggery Road area, this vast holding has been used largely for agricultural and recreational purposes.



*U. S. Arsenal Along the Kennebec River*  
Photo: Maine Historic Preservation Commission



*Maine Insane Hospital*  
Photo: Maine Historic Preservation Commission



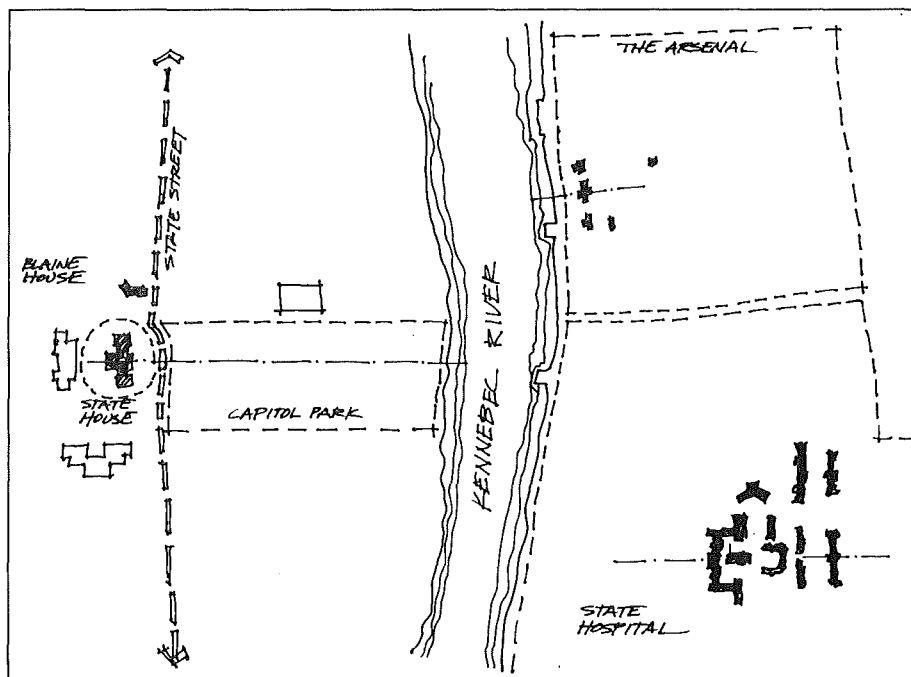
Change occurred very slowly after the construction of the State House, Arsenal and State Hospital. Because much of the land was unsuitable for construction, homes were only gradually added to new streets surrounding the State House. Most of the land to the west of the State House was owned by a prominent publisher, William Howard Gannett. Mr. Gannett preserved this large holding for many years; however, housing and businesses eventually filled most of this area as well. Named for its original owner, the slopes of Howard Hill behind the State House are today the only undeveloped remnant of Gannett's original property.

While the State House was slowly surrounded by development, the state campus was also evolving. A series of renovations and additions substantially expanded the State House, and obscured much of the original Bulfinch design. In 1920, a new plan was commissioned and prepared for Capitol Park by the Olmsted Brothers, prominent Boston landscape architects. Although never entirely completed, this plan transformed the simple mall in front of the State House into a picturesque park with adjacent recreational uses.

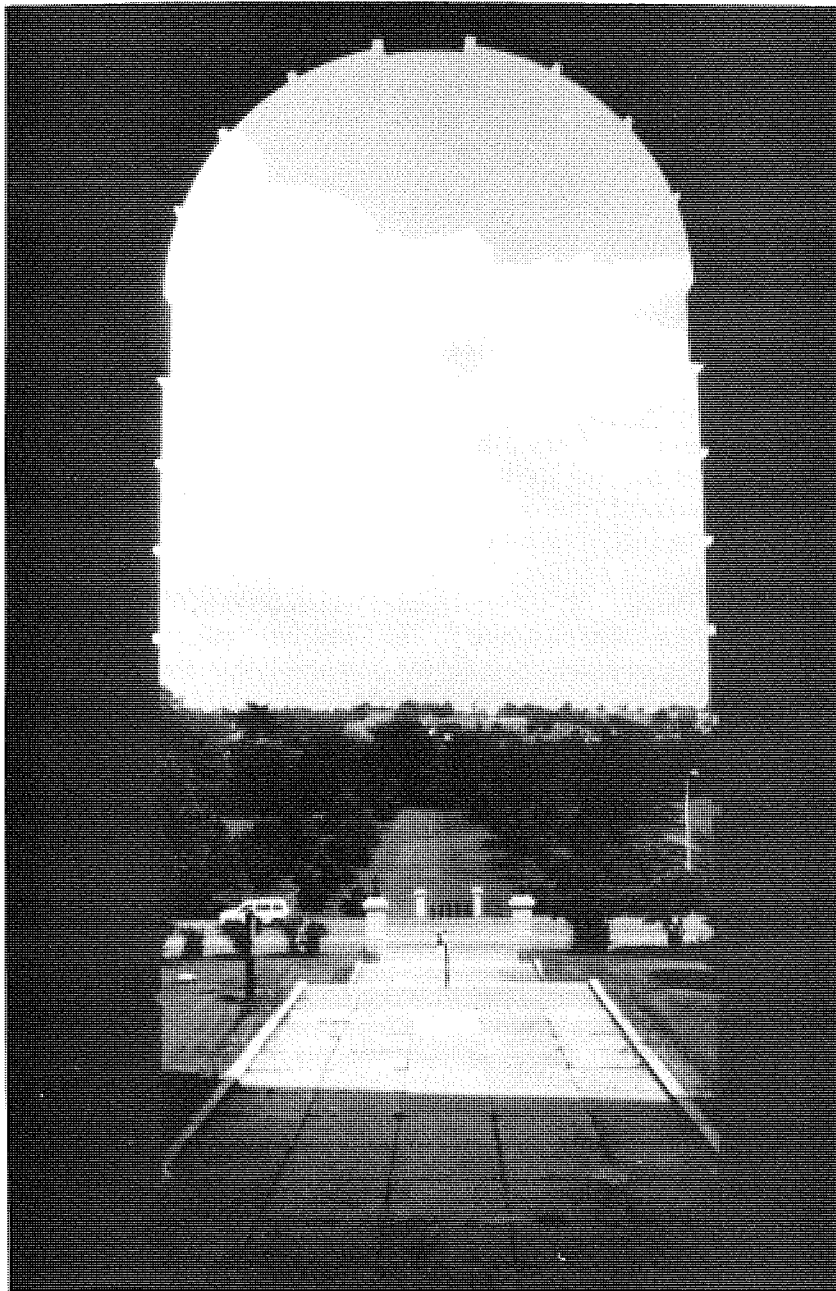
In the 1950's, 60's and 70's, the State undertook major building programs. Among the improvements were three structures near the State House. The largest structure was the State Office Building, completed in 1956. Unfortunately, its scale, architectural character and proximity detracted substantially from the prominence of the State House.

Less obtrusively, the State Cultural Building and the Transportation Building were located on sites flanking the principal axis of the original Bulfinch Plan. The Cultural Building lies just south of the State House; the Transportation Building lines the north edge of Capitol Park.

Through the 1980's, State facilities have been increasingly located in renovated structures, rehabilitated houses, and in leased spaces scattered throughout Augusta, Hallowell and Gardiner. This trend has in part created awareness of the need to consider a more planned approach to the housing of Maine's government.



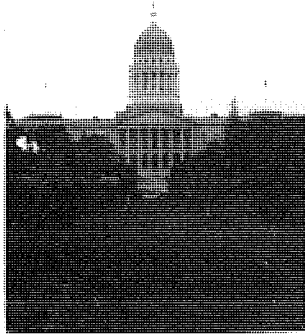
Primary Organizing Elements in the Capitol District



*View of Capitol Park from the State House* Photo: CBT



### 3. THE CAPITOL AREA TODAY



Rather than a well-defined campus for State functions, the Capitol Area has become a disorganized collection of uses, fitted into a dispersed collection of buildings often ill-suited to their functions. In fact, the physical limits of the Capitol Area are difficult to discern. For the purposes of this report, it is interpreted as those areas of Augusta and Hallowell that have a concentration of state land holdings. For convenience, this report distinguishes between the Capitol Area west of the Kennebec ("west side") and the land holdings to the east ("east side"). Some of the important existing elements of the Capitol Area are shown in the map which follows.

#### West Side

The core of the Capitol Area remains on the west side of the Kennebec River. The State House continues to dominate Capitol Park, stretching east towards the Kennebec. Behind the State House is the State Office Building, which houses a variety of agencies. Nearby is the former Nash School, now restored and occupied by the Secretary of State. South of the State House is the Cultural Building complex housing the archives, library, and state museum. Between these three buildings lies the outdated Education Building. The core complex of buildings is now set in expanses of surface parking lots.

Other nearby buildings include the Blaine House, which serves as the Governor's mansion. Its exterior and grounds, which were designed by the Olmsted Brothers in concert with Capitol Park, are in good condition. A large parking garage for state employees and visitors has been constructed at the northeast corner of Capitol and Sewall Streets.

Several important structures are found along the edges of Capitol Park. These include the Employment Security Building and the Human Services Building on Union Street, which forms the south edge of Capitol Park. On the north side of the park are grouped the large Transportation Building, and two historic houses which contain State agencies.

Adjacent to Capitol Park is a city-owned park which contains a stadium (Merrill Field), which is used for high school football games and other special events. This park also contains the United States Naval Reserve Building, on land leased from the City by the Federal government.

Other State facilities along Capitol Street include the Department of Transportation Motor Transport System facilities, and the offices of the Maine State Retirement System.

The State also now occupies the former Stevens School in Hallowell, now known as the Hallowell Annex. Perched on the south side of Howard Hill, this is an historic school complex housing a variety of agencies and uses.

## East Side

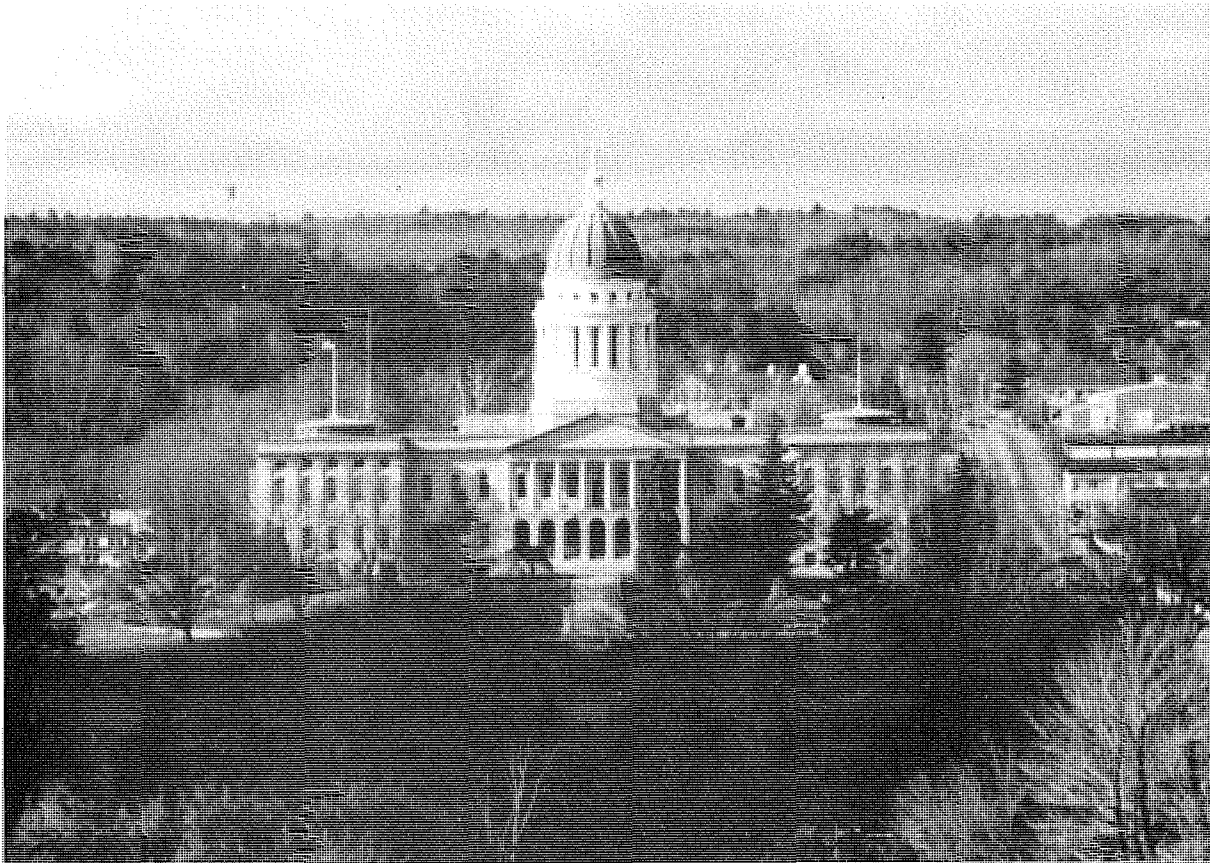
The State presence on the east side of the Kennebec River include the Augusta Mental Health Institute complex, uses housed in the historic Arsenal complex, several State offices along Hospital Street, and the Piggery Road area.

The AMHI complex continues to house many State-provided mental health services. In addition, this complex contains portions of the Department of Labor, the Department of Conservation, and the Department of Environmental Protection. Much of the old farm building complex has been converted to a warehouse and maintenance area.

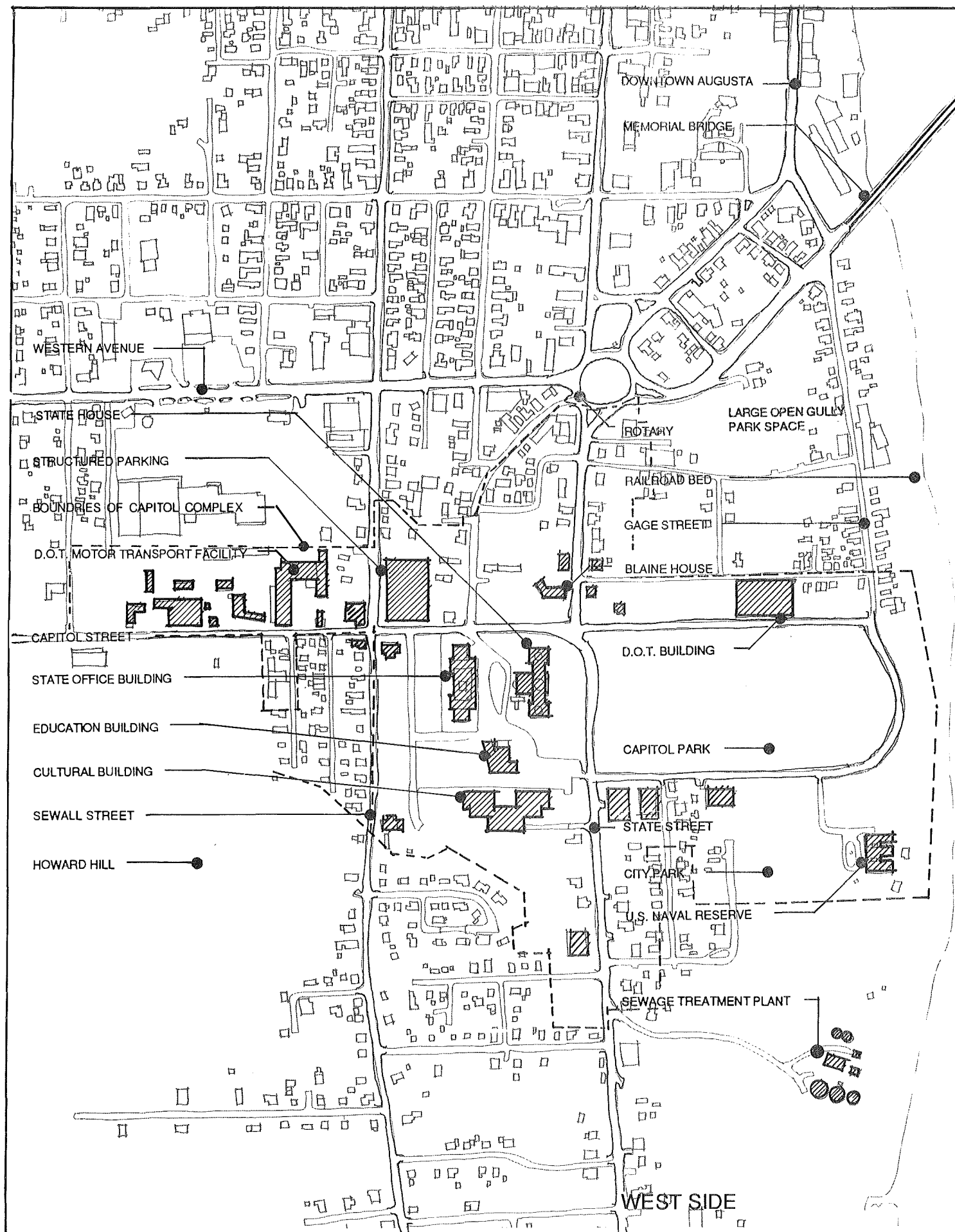
The old Arsenal complex has been converted to a range of uses, including halfway houses associated with the State mental health services.

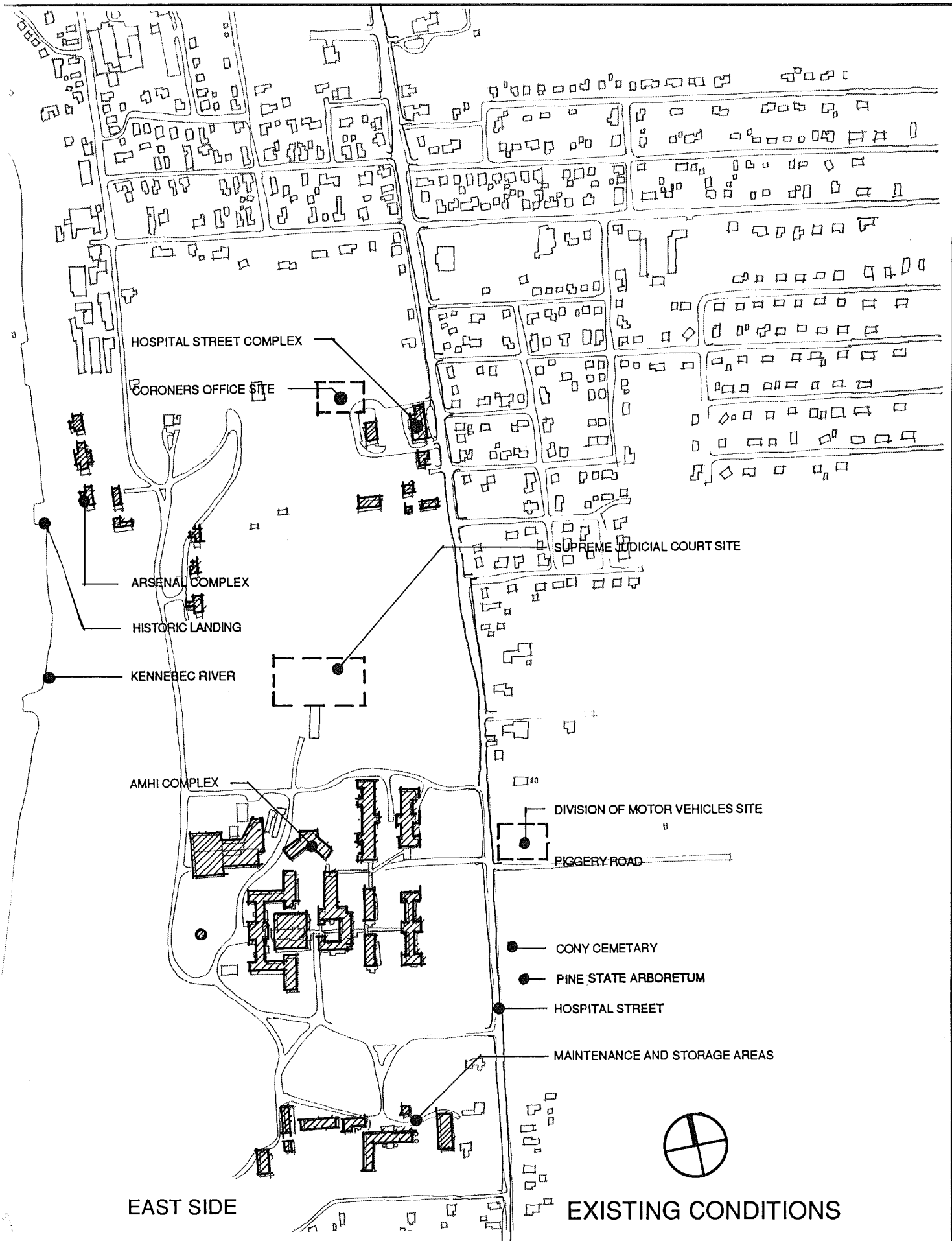
A complex of buildings has been constructed over time along Hospital Street, including the State Police Crime Lab, the Public Safety Building and the Entomology Buildings. The new State Coroner's Office will be located in this complex, as well.

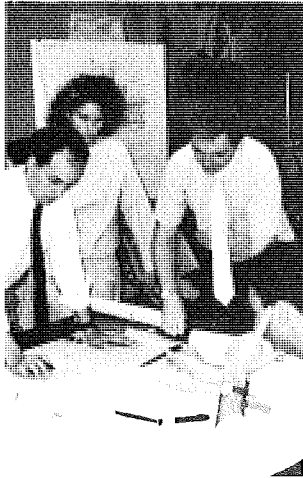
The Piggery Road area was so named because it was the original site of the slaughter house for the AMHI farm facilities. It is now the site of the Pine Tree State Arboretum and baseball fields that serve the Augusta region; these uses lease their land from the State. A new Bureau of Motor Vehicles Building will soon be built near Hospital Street at the northwest corner of the Piggery Road holdings.



*View of the State House* Photo: David Silsby







## 4. THE NEW CAPITOL AREA PLANNING PROCESS

### Overview

The challenge to create a new Capitol Area Master Plan begins with the need to establish a reasonable and thorough planning process. The response to this challenge has been to initiate the process by:

- Assembling existing information
- Emphasizing broad participation
- Establishing consensus about the problems to be solved
- Creating clear recommendations on how to proceed

The following chart describes the process that has been created.

The first step in the process was to assemble a Special Committee with representation from citizens, elected officials, state agencies and commissions, and the City of Augusta. A twenty-five person committee was established; they have met formally during ten extended sessions over the past twelve months.

A planning and design professional, Robert Sturgis FAIA, was hired by the Special Committee to provide advice concerning technical assistance and a selection process for the Master Planner. As specified in the originating legislation for the master plan, a nationally recognized master planner was required. After a series of submittals, interviews and proposals, the Boston firm of CBT/Childs Bertman Tseckares & Casendino Inc. was selected to serve as the Master Planner.

The CBT team includes Whitman & Howard Inc. of South Portland, Maine for landscape and civil engineering expertise, and T.Y. Lin International of Falmouth, Maine for transportation planning.

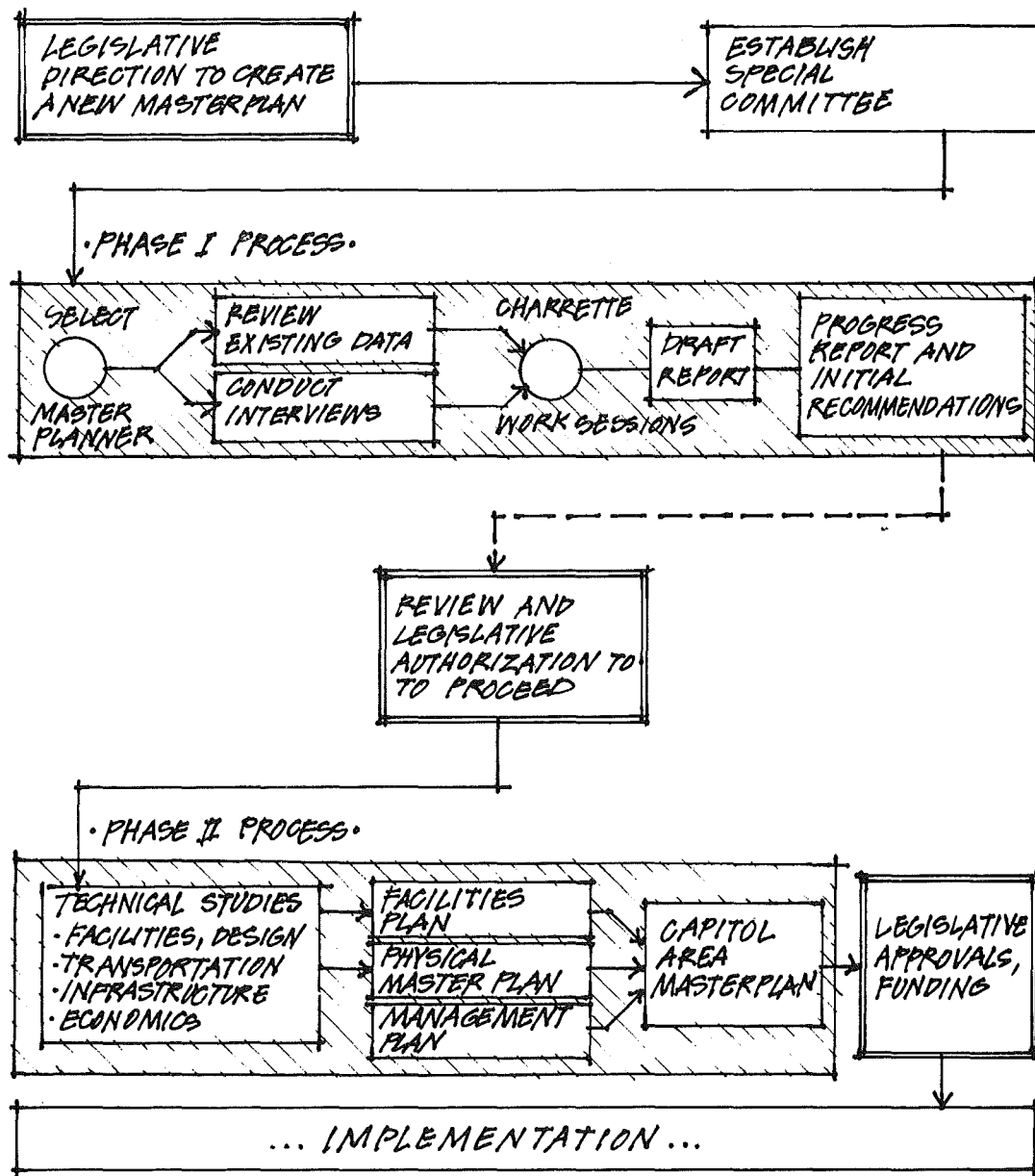
Once the Master Planner was selected a work program was assembled to guide the planning tasks. It became clear that there is a dearth of information about existing conditions in the Capitol Area, little consensus about future needs, and complex issues needing resolution. Accordingly, a two-phased process was created.

The first phase, which is now complete, has served to create consensus about the issues to be solved, gather available information and create a report that establishes initial recommendations. Phase Two anticipates the detailed technical work necessary to create a comprehensive Master Plan and the administrative changes needed to implement it.

## Phase One Process

The first steps in Phase One included the assembly of existing information about the facilities, physical conditions, transportation and infrastructure in the Capitol Area. Relevant reports, regulations and previous planning ideas were gathered, reviewed, and summarized. Over seventy individuals who have insights and interests affecting the Master Plan were interviewed. This information was reviewed by the Special Committee.

In July, workshops were held to establish overall goals, examine key issues, and explore fundamental planning options. Eleven workshops were held, with over one hundred participants. The results of the workshops were used to help structure a series of focussed investigations on important topics, and formed the basis for this report.





## **Phase Two Process**

After the general recommendations of this report have been reviewed by the Legislature, the Governor and affected agencies and commissions, a series of detailed studies will be required to establish the basis for specific future decisions concerning:

- Facilities Planning - a clear program of future facility needs for all State agencies and functions must be established, and a data base of existing facility conditions developed to assist future planning and design efforts.
- Design Quality - a definitive physical plan for all buildings and open spaces must be established.
- Transportation - a detailed investigation of traffic, parking, and circulation issues must be undertaken, and a clear plan of improvements established.
- Infrastructure - required infrastructure improvements including sewer, storm water, electrical, water supply, and steam must be examined.
- Economics - the most cost effective means for fulfilling facility needs must be detailed.

Once these studies are completed, their conclusions can be collected into a comprehensive Capitol Area Master Plan. A key component will be a Management Plan, which will create the administrative framework for the future Capitol Area.

The steps required in Phase Two are detailed in the Action Plan at the end of this report.

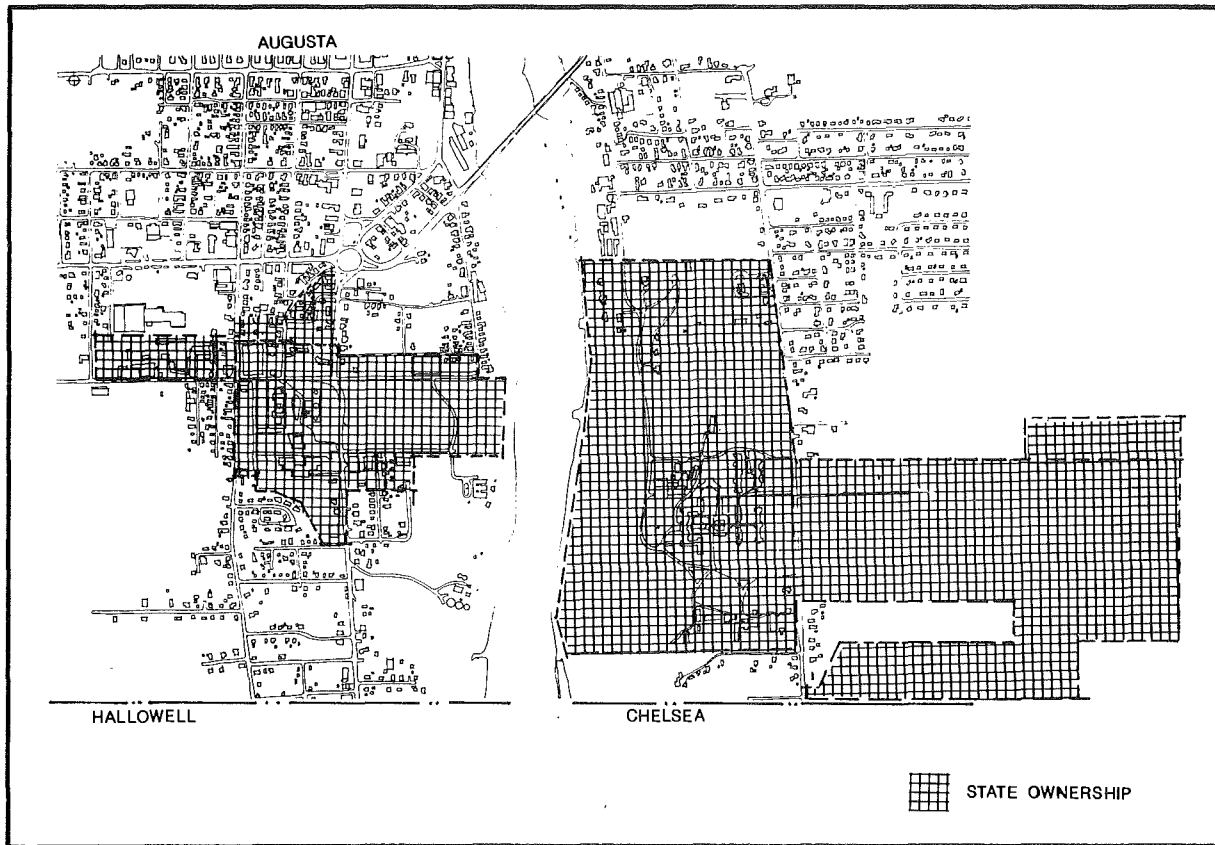
## **Planning and the City of Augusta**

As a parallel and cooperative effort, the City of Augusta has funded a series of studies investigating the relationships between the State Capitol Area and City of Augusta land use and open space planning. These studies are also being conducted by CBT. They will provide further information to improve coordination between the planning processes of the City and the State.

## **Capitol Area Moratorium**

The legislature recognized the importance of the master planning process and established a moratorium on all land use decisions by state agencies within the Capitol Area until the Master Plan is completed.

Exemptions to this moratorium are permitted upon the recommendations of the Master Planner, and approval by a two-thirds majority of the Special Committee. To date, two exemptions have been approved. The first permits the Maine State Retirement Systems to lease a portion of its space. The second exemption permits construction of a new State Coroner's Office, with review of the design by the Special Committee. An additional project, the construction of new office space for the Department of Motor Vehicles, was exempted from the moratorium in the originating legislation.



State Ownership



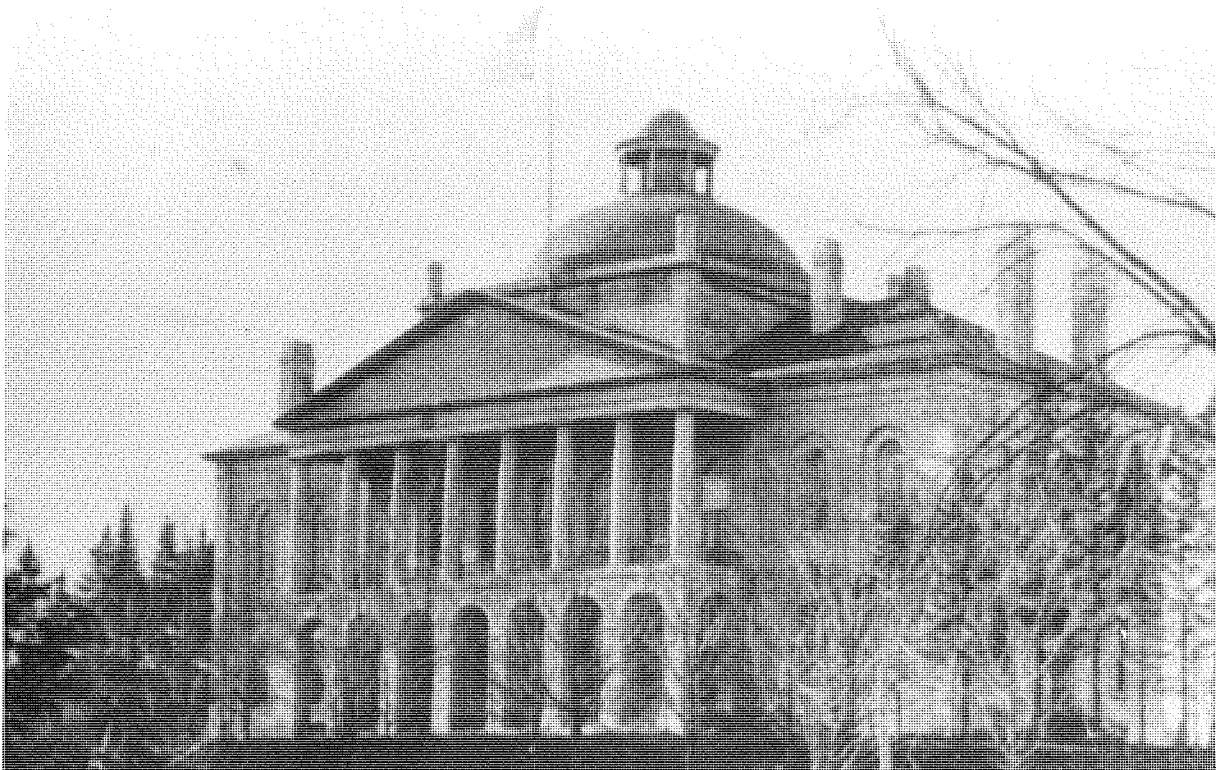
## 5. PROVIDING FOR FACILITY NEEDS

### Introduction

The Capitol Area and surrounding communities contain facilities for more than 7,000 employees and elected officials in over 120 buildings. Because no State procedure has been established, these facilities have not been comprehensively managed and no central or comprehensive source of information exists about the buildings and grounds. As a result, a primary objective of the first phase of the master plan has been to understand the existing conditions of the facilities, and to begin assembling a projection of future facilities needs.

Existing information about state facilities has proven to be scarce and incomplete. For example, although the number of employees for each division and subdivision of the government is available, there is no record of where they are all actually located. Few floor plans exist showing actual location of uses. However, by assembling the data that is available and reviewing perceived space needs, a fairly clear picture of State facilities is emerging.

In addition to space use information assembled by the Bureau of Public Improvements, numerous interviews were conducted with Commissioners or their representatives in order to identify unique facilities needs for each department, along with those concerns shared by many departments. The Commissioners also completed questionnaires and participated in workshop sessions which addressed organizational issues relating to location, interaction, and activities within State offices and facilities.



*The State House Building circa 1908* Photo: State Capitol Commission

## **Existing Conditions**

### **Fragmentation of Departmental Offices**

Maine State government operations in the Augusta area are conducted in 52 State-owned buildings and 71 leased spaces totaling nearly 2,000,000 square feet of space. Specifically, the State occupies about 1,528,000 square feet of space which it owns, and 404,000 square feet which it leases. Much of this space is in small, physically separated offices spread throughout the Augusta area.

It was clearly stated during interviews and responses to questionnaires that the scattered location of office space has led to losses of efficiency and communication within departments, as well as between departments with interrelated activities. As departmental needs have expanded beyond the capacity of State-owned buildings, individual departments have been responsible for locating available space which can be leased. While some consideration may be given to the proximity of space to other important facilities, the location of leased property more typically responds to availability and cost.

### **Proximity Issues**

One of the important considerations in the future planning for the Capitol Area is proximity among the various functions of the Government. This was a major subject of discussion with Commissioners and other senior staff members during the interview process.

The functional relationship of each department to the rest of State government varies considerably. However, many commissioners and senior staff members noted the importance of the proximity to the Legislature when it is in session. Convenient interchange among the senior officials and representatives of the Government seems to be an important part of the political process in Maine.

A number of departments have a great deal of interaction internally, as well as interactions with other departments within the state government. Other divisions within the government include quite disparate services that can tolerate physical separation with no loss of efficiency.

A number of the existing facilities need not in fact be located in the Capitol Area at all, if more functional and cost-effective alternatives become available. The two most important facilities in this category are the Department of Transportation Motor Transport System facility on Capitol Street, and the Mental Health Services located within AMHI. The potential relocation of the mental health services is a major consideration of this report, and is discussed in more detail below.

Finally, numerous departments would benefit from close proximity. The administrative services of the Departments of Education, Human Services, Corrections, and Mental Health and Mental Retardation are closely linked. Similarly, the Departments of Environmental Protection, Inland Fisheries and Wildlife, Agriculture, and Conservation work closely together. The existing separation of these offices is not conducive to efficient completion of many daily activities.

## **Working Conditions**

Another significant problem is the quality of work space throughout the Capitol Area. Worker productivity is enhanced by facilities which provide adequate work space in good condition for each employee. Very few of the existing state facilities meet current standards in this regard.

Some of the problems with existing space include poor ventilation and inadequate electrical and telecommunications systems. Poor heating and air conditioning systems in some facilities detract from the quality of the working environment. Handicapped access is inadequate in many of the buildings owned or leased by the State.

A large percentage of space is located in buildings that were not designed for their existing uses. State offices can be found in converted commercial buildings, houses, bowling alleys and manufacturing facilities. Because some departments are spread among many different buildings, they are not effectively accommodated. Significant overcrowding exists in many locations.

A preliminary estimate of space deficiencies was created by reviewing existing space utilization for all state buildings, both owned and leased. The result of this evaluation suggests that approximately 80,000 square feet of additional space would be required to efficiently house the existing State functions in the Capitol Area and relieve overcrowding. This would represent an increase of approximately 4 per cent of the space in current use.

Increased efficiencies in the use of existing space can often be achieved through the use of modular office furniture. Modular systems have a further advantage for state operations due to the flexibility and ease in satisfying changing office requirements. Few departments have employed modular systems to date.

Another consideration is records storage. For many state offices, records are not conveniently located, and adequate space for active files does not exist. Increased computerization and more appropriate space allocation needs to be studied, and remedies implemented.

## **Technological Changes**

Computers and telecommunications systems are revolutionizing office operations. In some cases, uses that have traditionally required close proximity to one another can now be separated because telephone lines and computer terminals provide adequate links. In other cases, offices clustered near centralized computer facilities can create cost savings. As part of the plan to manage future changes in the Capitol Area, a technology assessment should be conducted to ensure that adequate flexibility is accommodated.

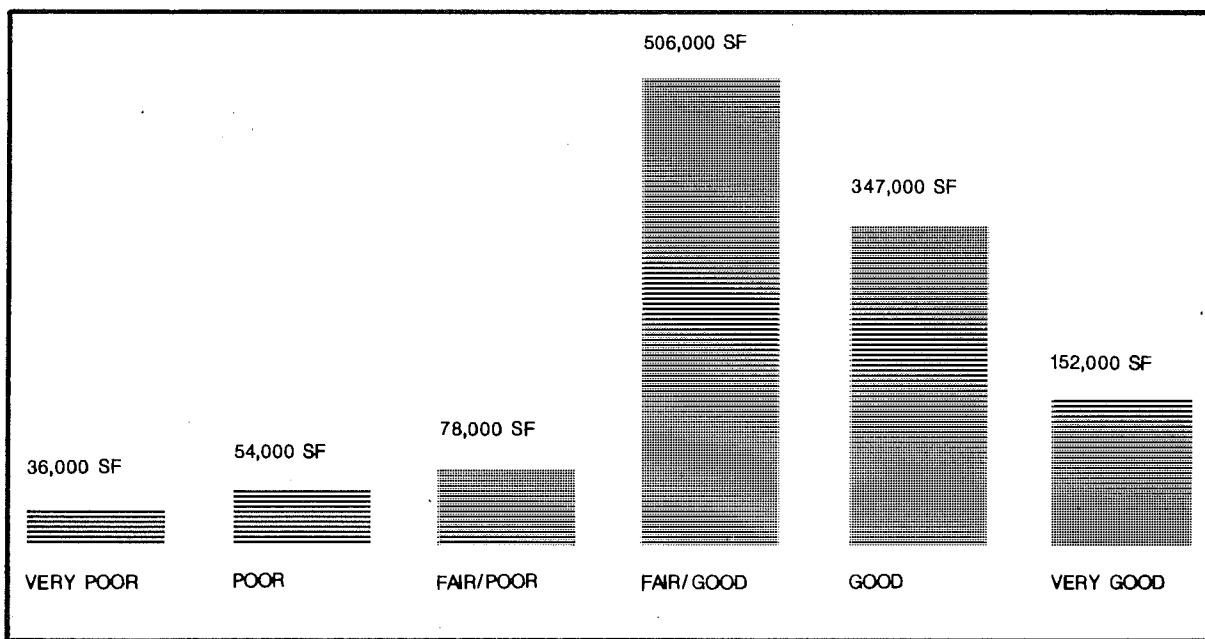
## **Building Condition Analysis**

A major concern for the future of the Capitol Area is the physical condition of existing State buildings. While some are new or renovated at a high standard, a significant proportion have substantial problems which must be corrected.

A preliminary assessment of the building conditions for each State-owned structure. This exercise revealed several pervasive problems that must be corrected over time. These included problems with asbestos and substantial code deficiencies in most of the older structures.

Buildings were rated in terms of their condition, according to six categories of quality. Excluding atypical structures such as storage warehouses or parking garages, the following assessments were made:

- Only 152,000 square feet of space is in very good condition. The Cultural Building comprises most of this category.
- Approximately 347,000 square feet of space is in good condition. These buildings may require some code improvements and handicapped accessibility improvements, as well as some asbestos mitigation. Typical buildings rated in this category include the State House, the Transportation Building, and smaller structures such as the Labor Department Building and the Blaine House.
- Approximately 506,000 square feet is in fair to good in condition. These buildings typically require more extensive repair and reorganization. An example of this category is the Human Services Building, which has a number of building code violations, inadequate handicapped access, and specific air quality problems. Many of the buildings in this category also have substantial asbestos problems.
- Approximately 78,000 square feet is in fair to poor condition. An example in this category is the Public Utility Commission Building, which has substantial air quality problems and substantial deferred maintenance typical of older structures. Although worth renovating, the costs may be substantial.
- Approximately 54,000 square feet is in poor condition. An example of this is the Education Building, where the configuration of the building and the costs of renovation probably exceed the value of retaining it.
- Approximately 36,000 square feet of space is vacant and in very poor condition; restoration of these buildings is unlikely.



Existing Building Conditions

## **Maintenance**

The subject of maintenance is often neglected in the consideration of building and grounds management. Adequate, well-organized maintenance extends the effective life of capital improvements and preserves a good working environment. Excellent maintenance enhances the Capitol Area as a civic and cultural symbol; poor maintenance is a public sign of neglect and inattention. The facility management programs that emerge from this planning process must provide a commitment budgeting and management of maintenance.

## **Future Building and Space Needs**

The State Capitol Area must be planned not only for better organization of existing facilities and adequate space for its current functions, but also for emerging needs. As in the case of existing facilities, future needs require careful analysis and policy decisions. Nevertheless, some general conclusions can be drawn from the information available today.

### **Current Unmet Needs**

Interviews and working sessions held as part of the planning process revealed several unmet needs which should be addressed in the Capitol Area. These include large and convenient meeting spaces, a visitor information center, and additional storage space.

There is a substantial lack of meeting space for a variety of purposes. Pleasant and convenient space for public hearings is unavailable. There are no spaces for large conferences; the state must rent spaces for special events, frequently using the Augusta Civic Center. Meeting space both within departments and for interdepartmental functions is sometimes nonexistent, in other cases insufficient, and is generally not adequate.

Office space for the State's legislature is scarce. The need for work space and predictable locations for hearings, meetings with constituents and other legislators suggests that this issue should be studied. Proximity to the State House should be a requirement of new legislative office space.

Numerous comments have pointed to the inability of citizens and visitors to the State Capitol to find their destinations. A clearly marked and convenient information center could be provided to solve this problem.

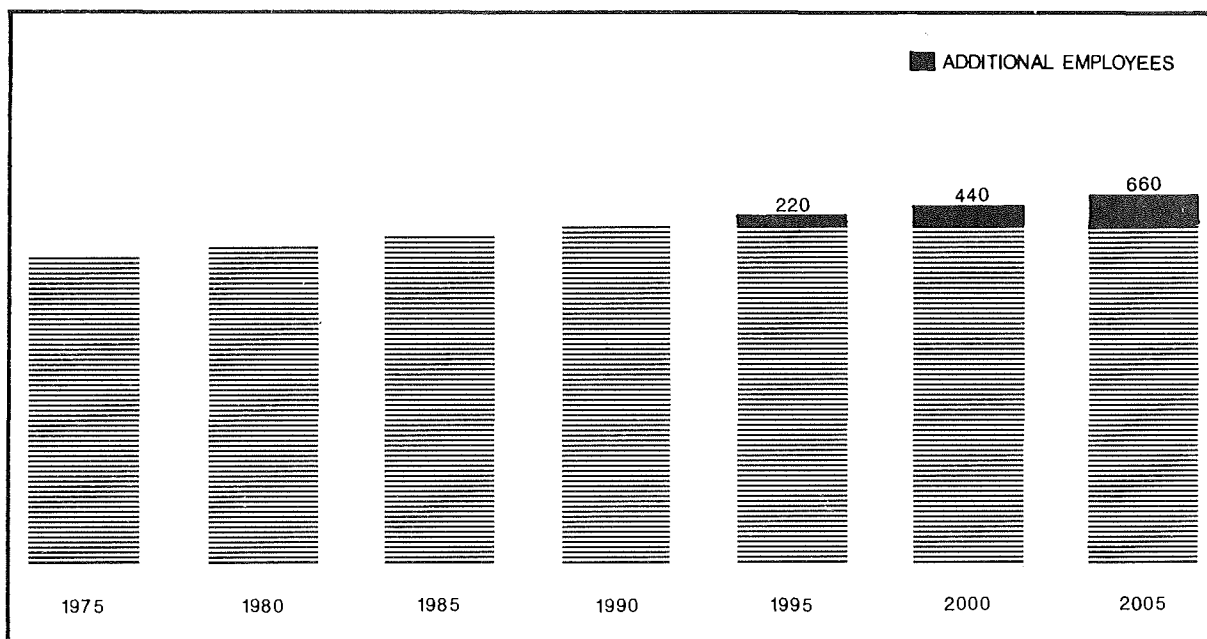
Storage needs are substantial, but the actual quantity of space required is unknown. As State departments have grown and filled existing spaces, files and storage bins have been pushed into basements, closets, and even hallways.

## Future Growth and State Facility Needs

As the economy and population of the State of Maine continue to grow, state government can be expected to grow accordingly, generating new space needs. Of course, the size and function of state government fluctuate according to changes in administration, the nature of services provided, and changing relationships between the federal, state and local share of services. So changes in space needs are difficult to predict.

For the purposes of this progress report, a simple method was used to help understand potential future facility needs. The rate of growth of State employment over the last fifteen years was reviewed. The projections of growth of State and local government prepared by the Office of State Planning were reviewed.

If recent trends continue and projected growth rates prove accurate, State employment in the Capitol Area may expand by slightly more than one half of one percent per year. This would mean that by the year 2000, an additional 440 employees would need to be accommodated. By the year 2005, perhaps 660 employees would be added. This would generate a need for an additional 60,000 square feet of space by the year 2000, and 86,000 by the year 2005. In other terms, future growth in government can probably be accommodated by a 4 percent expansion of existing facilities over the next fifteen years. Although small, it is important to take this potential increment of growth into account.



*Projections of Future State Employment*



## AMHI and the Systems Assessment Commission

A major policy issue facing the State is the future of treatment programs for persons with severe long-term mental illness. The Augusta Mental Health Institute (AMHI) is one of two long-term facilities in the State today. The legislature has created a special Systems Assessment Commission to determine the future facility needs for long-term treatment. Its preliminary report of September 10, 1990 suggests the strong likelihood that centralized provision of mental health services will be phased out, and services will increasingly be provided in communities closer to affected families and individuals. Another factor in the future of AMHI is a recent court order requiring the State to substantially reduce the number of residential beds provided there.

If these trends continue, the following outcomes seem likely:

- Direct mental health services may find that continued use of the AMHI facility is no longer practical. The remaining mental health services may be relocated either to other locations within the Capitol Area, or to more practical sites in the region. If the mental health services were relocated, AMHI could be made available for other uses.
- AMHI is not likely to be reusable except for state purposes.
- It is likely that an evaluation of the costs and benefits of the potential reuse will confirm that AMHI should be largely reorganized, and reused to accommodate other State facility needs.

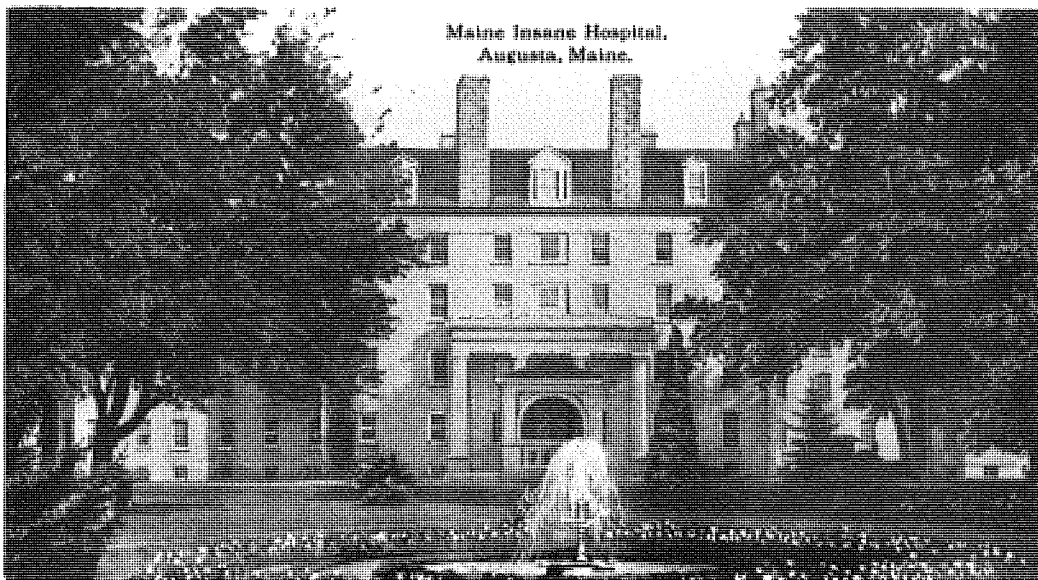


Photo: Maine Historic Preservation Commission

## Lease Versus Ownership of State Facilities

A key consideration in the assembly of a capital improvement program is the decision whether to lease or own future facilities. In general, over the long term it will be in the interest of the State to own its facilities. A preliminary analysis has confirmed this conclusion. However, numerous factors make the calculation of cost and benefits very difficult. Only by undertaking a detailed financial analysis can appropriate conclusions be reached concerning the best option for securing needed space. Factors which must be taken into account in the next phase of planning include:

- Costs to the State of developer/owner profits, taxes and higher financing costs for leasing private property.
- Political and fiscal issues regarding tax revenues for Augusta and surrounding communities which leased space creates.
- Relative costs and benefits for maintenance.
- Efficiency and location of space.
- Advantages of flexibility in leased space.
- Costs of refitting leased space to meet State needs and standards.
- Advantages for programs receiving federal reimbursements for costs of leased space.
- Costs of managing owned space.
- Cost of land.
- Trends in inflation and rental rates.
- Lease periods and construction timetables.
- The ability and cost of financing State construction of space.

Any definite conclusions must be deferred until a complete analysis is available. However, it is reasonable to assume an increased ownership program is the likely recommendation of the Master Plan, if financing can be provided. All existing current leases will expire over the next ten years. A phased program of capital improvements coinciding with lease expiration over the next ten to fifteen years where ownership proves cost effective can be anticipated.

## Space Needs Projections and Potential Capital Improvements

The following table summarizes some of the key characteristics of the State's facilities needs for the next fifteen years as they are now understood.

The amount of existing space has been established through tabulation of both leased and owned space; the current space deficit has been calculated based on an estimate of overcrowding on a building-by-building basis. Projected space needs have been based on State Planning Office projections for state and local employment. The Supreme Judicial Court project and the probable need for new, relocated mental health facilities and Motor Vehicle Transport facilities have been excluded from this calculation.

The conclusions which can be drawn from these calculations are clear:

- If a long-term strategy to replace leased space with state-owned space is followed, a substantial building program will be required over the next fifteen years.
- If the AMHI complex can be feasibly reused for state facilities, much of the future space can be located there; only 2 to 3 other new office buildings would also need to be added to the Capitol Area to accommodate consolidation and growth.
- If AMHI is not available or its reuse is not feasible, then a building program of from 4 to 8 office buildings may be required over the next fifteen years.
- Finally, if it proves desirable to continue existing leases, a building or leasing program to acquire about 200,000 square feet of additional space will be required.

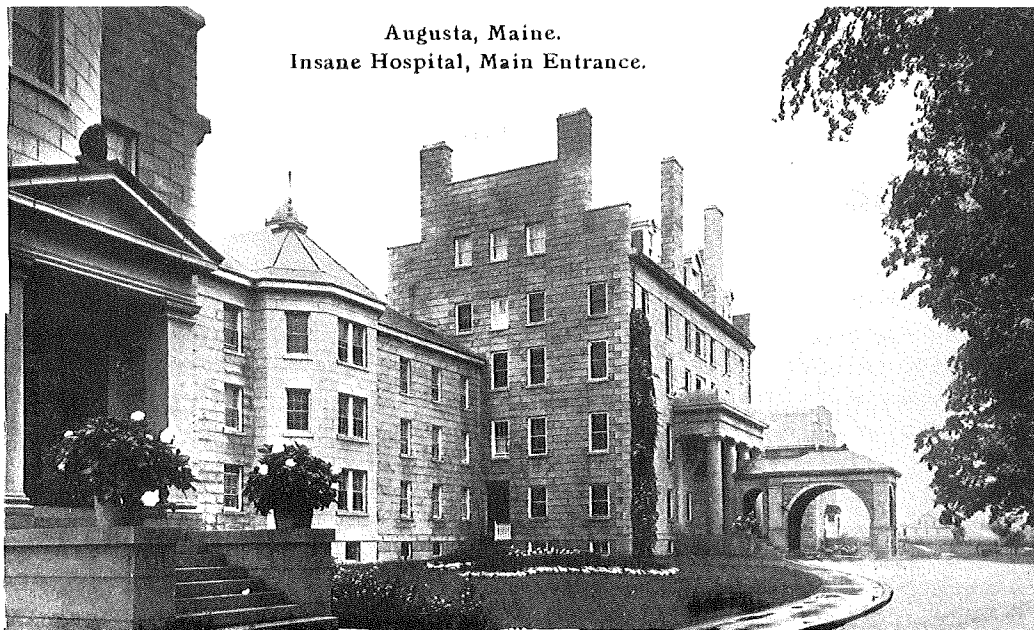


Photo: Maine Historic Preservation Commission

## Building and Space Needs Projections and Potential Capital Improvement Requirements

	Area in Square Feet
<b>Existing Conditions</b>	
Existing State Owned Space	1,528,000
Existing Leased Space	404,000
Subtotal Existing Space	1,932,000
<b>Projected Needs</b>	
Existing Needs Unmet by Current Space	80,000
Additional Uses (meeting area, storage, etc. not including parking structures)	20,000
Space Required Due to Growth by 2005	86,000
Subtotal Projected Needs	186,000
<b>Potential New Building and Renovation Program to 2005</b>	
Projected Needs to 2005	186,000
Maximum Potential Shift from Lease to Ownership	378,000
Maximum Program Requirement	564,000
Potential Space Available at AMHI (395,000 square feet x. 80 probable efficiency)	316,000
Net Maximum Building Program	248,000

Note: These figures do not include the planned Department of Motor Vehicles space, nor the Supreme Judicial Court.

## Costs

It is too early to predict accurately the costs of providing for existing and future State facility needs. Only with detailed evaluation of existing building structures, evaluation and decisions concerning leased space, and specific location decisions can an accurate estimate be provided. However, it is important to understand the order of magnitude of capital improvements that could be required over the next 15 years.

Potential costs can be broken down according to several important categories. First is the cost which must be incurred in order to bring existing State-owned buildings up to acceptable standards in terms of condition and code compliance. Because of the high level of deferred maintenance and age of many of the buildings owned by the State, this is a substantial portion of the expense.

The next category of costs includes potential capital expenditures which might be required if space currently leased by the State were converted into State-owned structures. The third category is the cost of new structures which would be required to accommodate new uses, relieve overcrowding, and accommodate growth in State government.

In addition to these potential building costs, both infrastructure and open space improvements would be required.

A preliminary estimate of these costs suggests the following ranges of expenditures over the next 15 years as part of a comprehensive capital improvements program:

1. Improvements to existing buildings - \$38 to \$51 million
2. Conversion of leased space into new, State-owned buildings - \$37 to \$48 million
3. Additional new construction - \$15 to \$17 million
4. Infrastructure costs - could vary significantly
5. Landscape and open space - could vary significantly

These costs include design and construction costs. Costs associated with renovating AMHI have been taken into account.

These costs exclude equipment and furniture purchases for new or renovated buildings. These costs also exclude both the new Supreme Judicial Court Building and the Division of Motor Vehicles Building. Costs of relocation of either AMHI functions or the DOT Motor Transport System facility are not included.

## Financing a Capital Improvement Program

A major consideration in the preparation of the Master Plan will be the method of financing a Capital Improvement Program. In the State of Maine, capital construction funding for State needs is provided through the mechanism of a voter-approved bonds. Each year a list of proposed programs for funding is assembled, and voters have the opportunity to accept or reject the proposals on an item-by-item basis. This process introduces uncertainties into planning for needed space. By leasing, agencies assure that they obtain needed space.

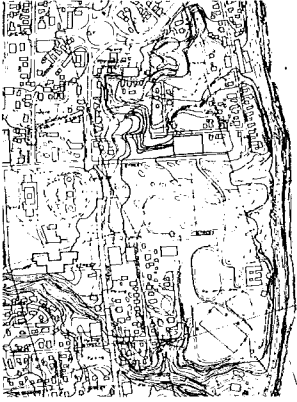
Another method for providing space has been special agreements which allow the State to arrange the construction of new buildings by private entities. These buildings are then leased with an agreement that the ownership of the building is passed to the State at the end of a predetermined period of time.

One of the challenges in preparing and managing a long-term facilities plan and Capital Improvement Program will be the need to create a comprehensive financing program. Such a program would be designed to create efficient matching of resources to needs as they occur, and introduce a level of predictability to allow the smooth functioning of the government and its agencies while relocation, construction and consolidation activities are underway.

The detailed analysis of financing alternatives will be pursued as part of Phase II of the Master Plan. During this phase, a number of alternative methods will be reviewed, their costs and benefits evaluated, and recommendations prepared. Among the alternatives which will be reviewed is the consolidation of the entire Capital Improvement Program into one large bond issue (or perhaps several large issues), rather than dividing the capital improvement needs into numerous smaller projects. Another mechanism may be the creation of a special Capitol Area Authority which is granted special bonding authority in conjunction with a mandate to complete the Capital Improvement Program.

## **Managing State Facilities**

The Master Plan must determine how State facility needs and the supply of space will be matched in the future. Without a systematic and comprehensive approach to facilities management, the constantly changing needs of the State's many departments, agencies and commissions will not be met. In the next phase of the master planning study, an administrative structure will be recommended to ensure that comprehensive management for space needs is a continuous function of the State government.



## 6. PHYSICAL PLANNING

### Existing Conditions

The Capitol Area is extremely complex physically, because of the dispersion of State facilities, the inconsistencies in planning and design which have occurred over time, and the unresolved physical relationships between the Capitol Area and the City of Augusta. Initial urban design and landscape architecture investigations have concentrated on identifying the overall patterns and character of open space and building development.

### Urban Design

The Maine State Capitol Area is generally composed of extensive land holdings in the southern portions of the City of Augusta. The City is clustered in the valley of the Kennebec River, and extends along both sides of the river. Like the City, the Capitol Area spans the river.

There are two strong visual elements which identify the existing Capitol Area at a regional scale. The first is the Capitol Building and its dome. This highly imageable focus for the Capitol Area is visible from numerous locations. The second is the sprawling complex of AMHI. This grouping of buildings, many of which are historic, creates an important institutional image, set among the fields and open spaces of the east Capitol Area.

The visual impression of the Capitol Area is also affected by the character of the streets and roads which serve the Capitol Area. The Maine Turnpike (I-95) brings most visitors to and from the Capitol Area, through Interchange 15 at Western Avenue. As a result, Western Avenue is the predominant visual experience for a large percentage of individuals using or visiting the Capitol Area. Once lined with handsome houses, Western Avenue has become a highway commercial strip, punctuated by a few major public buildings including the Post Office and the Maine State Armory building. There is no consistency in landscaping or architecture other than the predominance of parking areas along the edge of the street to service the adjacent businesses.

Capitol Street is a promising western approach to the State House and Capitol Park, but its potential attractiveness is lessened by the presence of the D.O.T. Motor Transport System facilities and other uses.

Sewall Street, State Street, and Hospital Street serve as the major north-south connectors passing through the Capitol Area. There are stretches of State Street which have interest and quality - several blocks of State Street in Augusta are lined by important public buildings and handsome landscaping, and the section which passes by the Blaine House, the State House and Capitol Park is attractive. However, the stretch of State Street between Hallowell Center and Capitol Park is lined by a diverse and often unattractive mix of uses, parking areas, and large-scale signage.

Sewall Street is a reasonably attractive connector, and retains a significant residential quality. Hospital Street on the east side of the Capitol Area retains a substantial rural character with excellent views across open fields to both the AMHI complex and to the State House.

## West Capitol Area Character

The west Capitol Area is the traditional center of the State campus. It is dominated by the State House Building on a knoll, facing east towards the Kennebec River. The State House dominates Capitol Park, a broad corridor of trees and lawn leading to the steep river banks. The Blaine House serves as a major landmark as well, at the corner of State and Capitol Streets. Similarly, the Cultural Building provides a fairly attractive southern edge to the State House grounds.

However, there are numerous visual problems. The location and design of several of the State buildings detract from the character of the campus. The Education Building and the State Office Building are particularly unfortunate. Numerous complaints have also been raised about the Department of Transportation Building as well, particularly in terms of its architectural character. The Naval Reserve Building in the City Park adjacent to Capitol Park is also poorly designed and located, detracting from the open space which surrounds it.

Another noticeable aspect of the west Capitol Area is the volume of parked cars. Parking areas are spread in seemingly every available spot, and encroach on housing and other uses.

In some places the Capitol campus is intertwined with single family residences. The juxtaposition is a significant planning issue.

## East Capitol Area Character

The east Capitol Area contains two building complexes, designed with traditional, formal plans; and it will soon receive a third. The AMHI complex has grown from a small core of historic masonry buildings into a symmetrically arrayed campus of massive, connected structures. The complex is axially aligned at right angles to the Kennebec, and has important facades facing both the river and Hospital Street. The power plant for the complex dominates the river exposure, with its tall smoke stack.

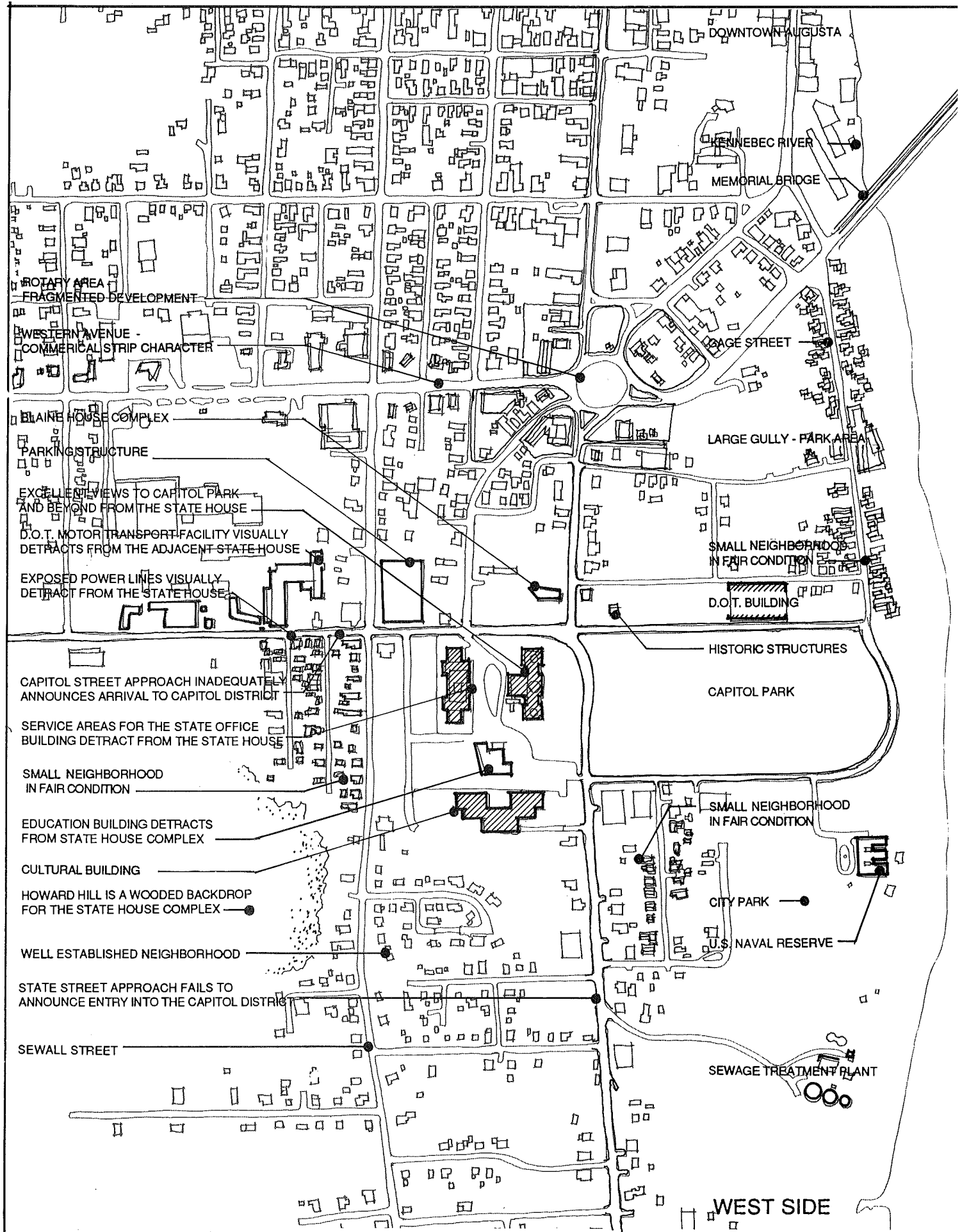
Further north and largely hidden today from view by dense growth along the riverbank, the historic Arsenal represents another formal arrangement of stone structures which stretch along the river.

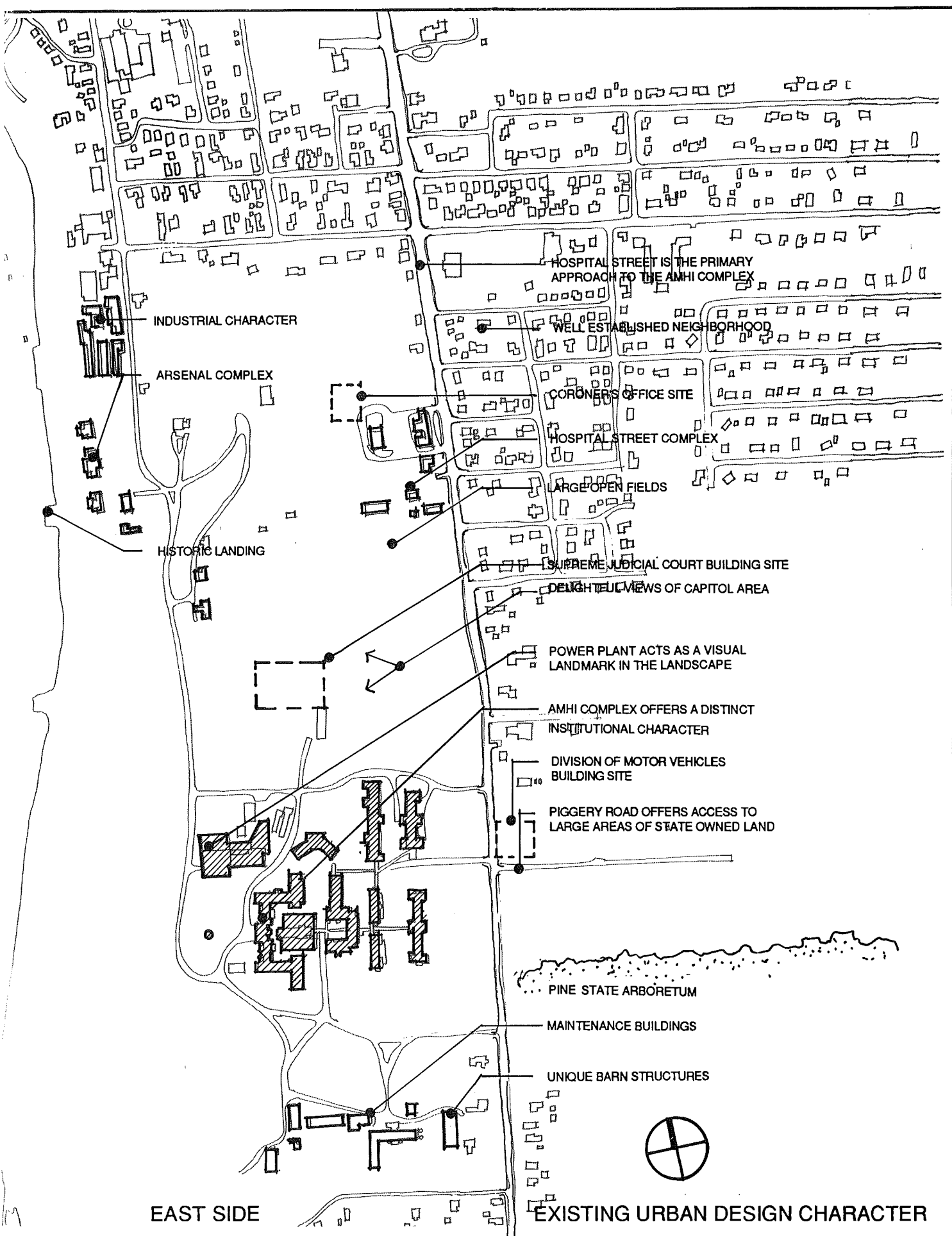
The third major element will be the new Supreme Judicial Court building. A site has been chosen directly at the extension of the axis created by the State House and Capitol Park, extending the original Bulfinch plan to the east side of the river.

## Stevens School

Various State agencies occupy the buildings and grounds of the old Stevens School in Hallowell. This is a very attractive small campus with several spectacular views into the Kennebec River valley, and handsome masonry buildings. The Stevens School lies part way up the southern slope of Howard Hill.







EAST SIDE

EXISTING URBAN DESIGN CHARACTER

## Landscape Design

The existing character of the Capitol Area has been greatly influenced by its setting. The large wooded prominence of Howard Hill to the west provides a backdrop for the State House, which is situated on a knoll at its foot. This knoll in turn is part of a broad plateau that slopes gently towards the Kennebec River. The river channel runs through a deep and wooded cut. The east side of the Capitol Area rises as a series of terraces from the river bank. Open fields which have historically distinguished the east side remain, stretching toward the horizon as one looks east from the State House.

### West Capitol Area Landscape

The west Capitol Area has several predominant open space elements. The first is Howard Hill, a densely wooded backdrop to the State House that is largely undisturbed by development despite its status as privately-held land.

A second element is park space composed of the State House grounds, Capitol Park, and the adjacent city-owned park. Poorly maintained, these largely unused open spaces offer few amenities. They inadequately fulfill their symbolic functions as complements to the State House and as civic places. The restoration of Capitol Park based on the original Olmsted plan is being studied by William Pressley Associates under the direction of the State House and Capital Parks Commission. The conclusions of the study will be incorporated into the Capitol Area Master Plan.

The third major open space element on the west side is the river edge, which includes wooded gullies and riverbanks. Part of this network of gullies is the broken terrain at the Kennebec River edge of Capitol Park which was the site for an arboretum installed by the Civilian Conservation Corps during the Great Depression; this vegetation has become overgrown and contributes little to the character of the district. An abandoned rail corridor along the banks of the Kennebec provides a potential pedestrian corridor, linking Hallowell, the Capitol Area, and downtown Augusta.



*The Kennebec River edge is a landscape amenity.* Photo: CBT

## East Capitol Area Landscape

Much of the open landscape of the east Capitol Area remains, and retains a pleasant rural character appropriate to the tradition of the State Capitol. Some important changes have occurred, however.

Overgrown by trees and shrubs, there is an enormous stone wharf and granite abutments that once served the Arsenal. The remains of an old ferry landing, once part of the AMHI complex, can also be found along the river edge across from Capitol Park. Many of the steep slopes below AMHI have become wooded over time, forming a pleasant and attractive southern edge to the Capitol campus. A sewer easement cut runs through the woods to the river's edge, providing an opportunity for a future pedestrian pathway.

The old agricultural grounds of the Piggery Road area now include well-maintained baseball fields and the Pine Tree State Arboretum. The Arboretum, a private entity, has leased the southwest corner of the Piggery Road area. Now nineteen years old, the Arboretum is developing into a visible and attractive amenity.

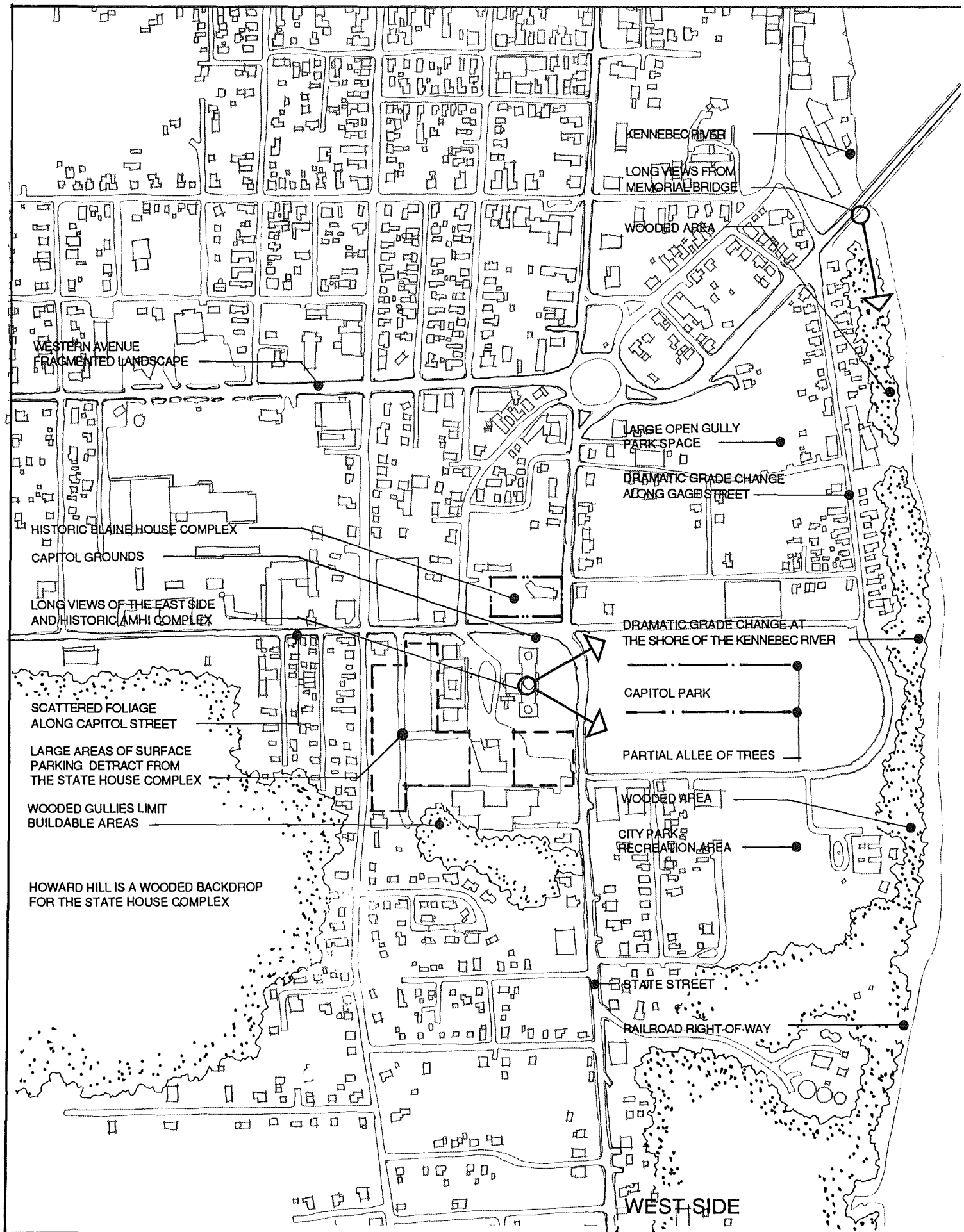
Improvements on the 200 acres of land contained within the arboretum include a visitor's center, walking and cross country ski trails, and plantings of hundreds of trees and shrubs. Memorial groves and trees have been established, as well as plant groupings for educational and scientific purposes.

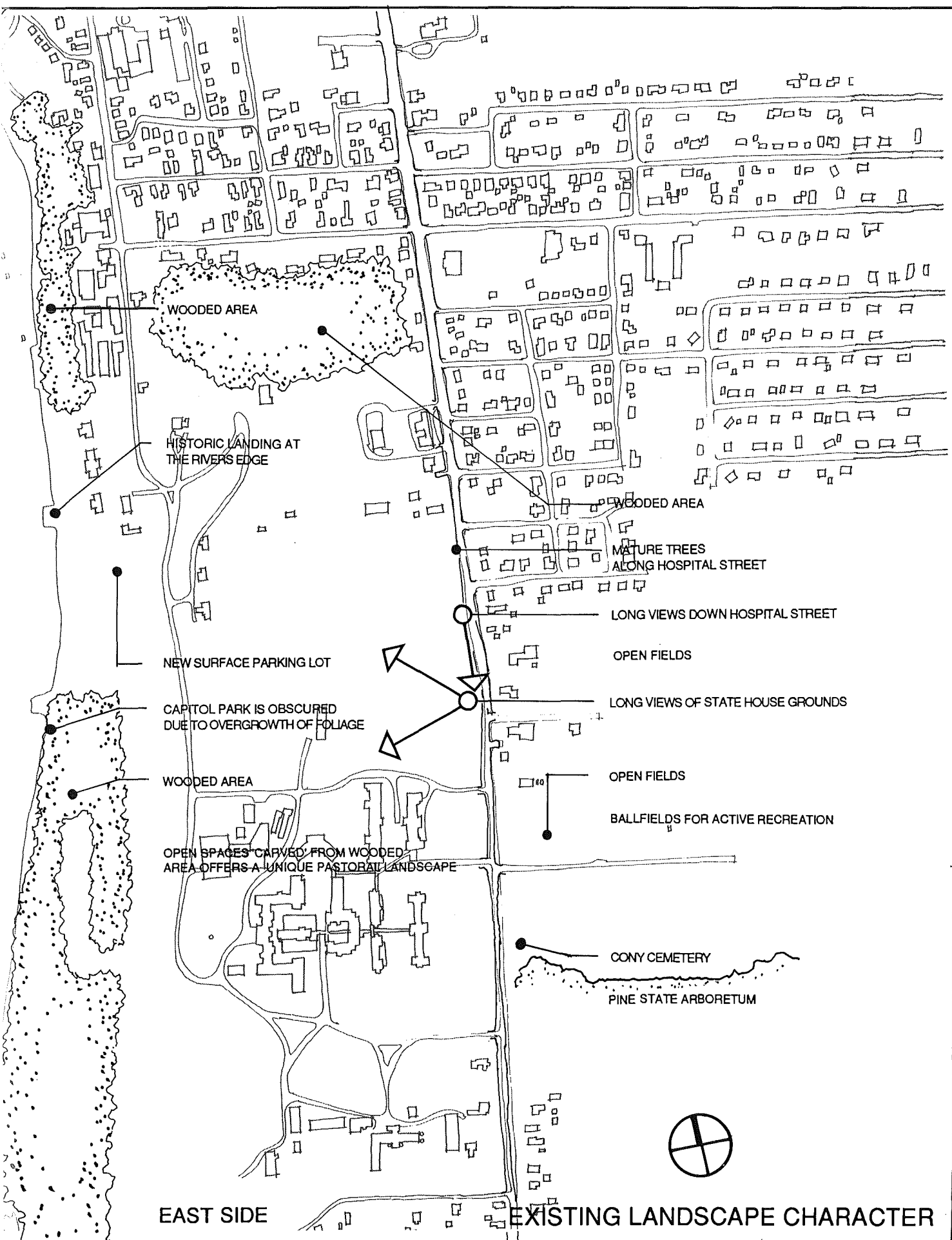
In addition to its contribution to the landscaping of the east side, the Pine Tree State Arboretum sponsors a variety of educational, scientific and recreational activities. Its role as a cultural and educational facility complements other Capitol Area resources.

The addition of the Supreme Judicial Court Building to the east Capitol Area will provide a major opportunity to redefine the landscape around its site. Planning and design of this project will be coordinated with the landscape master plan which will be developed as part of the Capitol Area Master Plan.



*View of the Piggery Road Area. Photo: CBT*





## Physical Planning Recommendations

### General Principles

The Master Plan will include a series of design guidelines, to assist in the siting and design of new buildings and the design and the design of landscape improvements. These guidelines will be an opportunity to establish an appropriate and consistent character for the Capitol Area.

The inspiration for the new Master Plan and its design guidelines should come from an important tradition in American urban design - the composition of clear and simple architectural elements in a balanced arrangement that emphasizes the natural vistas and landscape qualities of its setting.

This tradition can be found in Thomas Jefferson's University of Virginia. The monumental central building sits at one end of a green which is flanked by the series of simple dormitory buildings, each with a distinct design yet linked by a common walkway. The green is terraced, and opens out towards the hills of its spectacular setting. Another plan in this tradition is the design for the nation's capital, prepared by Pierre L'Enfant. The L'Enfant plan for Washington D.C. organized key government buildings at the end of broad open spaces, which framed long vistas to the hills of Virginia and to the Potomac River. Less important buildings flanked these vistas, reinforcing the desired pattern.

The original Bulfinch concept for the Maine Capitol is an historic precedent in this American tradition that should continue to be reinforced by the new Master Plan. Early paintings of the State House in a pastoral setting seem particularly appropriate as an image to pursue.

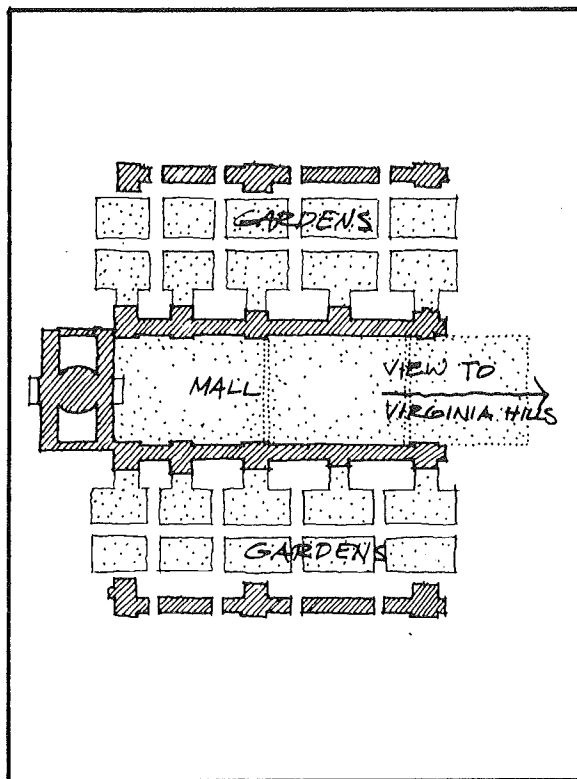


Diagram of Thomas Jefferson's University of Virginia

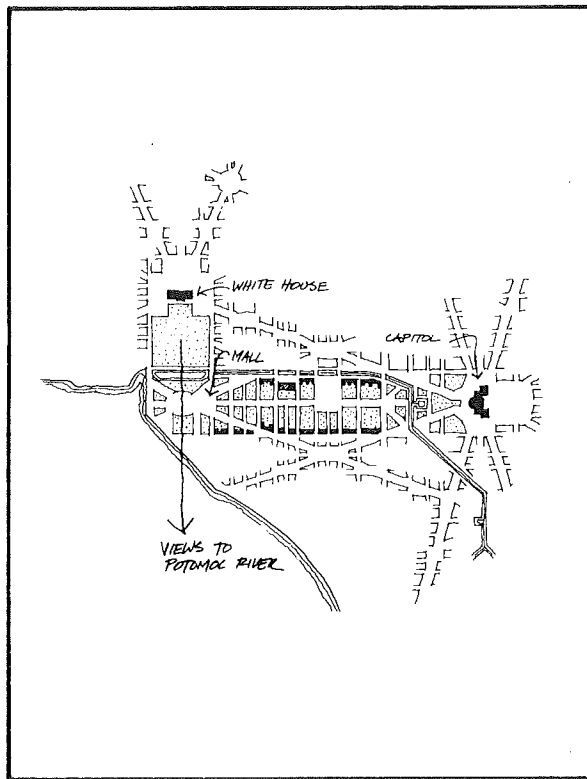


Diagram of L'Enfant's Plan for Washington D.C.

The landscape character of Maine should be an image resource for the landscape architecture of the future Capitol Area. In addition to a pastoral rural character, the image of Maine as forested (The Pine Tree State) is important. Dense, wooded landscaping will prove to be an important element in the Master Plan in areas such as Howard Hill and the steep hillsides along the banks of the Kennebec River.

The architectural history of the Capitol Area contributes to its best qualities. New additions to the Capitol Area need to respect the established historic character of its outstanding buildings. However, historical mimicry should be avoided. The character and quality of each building needs to be appropriate to its use, site and importance.

Other architectural principles include creating a clear hierarchy of building scales and types within the Capitol Area. New office structures should not compete with the prominence of the State House or new Supreme Judicial Court, for example. Other new buildings of secondary importance should be designed with a more varied massing and setbacks that create a balance between the landscape and their architectural expression.



*Historic View of the Capitol Area* Photo: State Capitol Commission

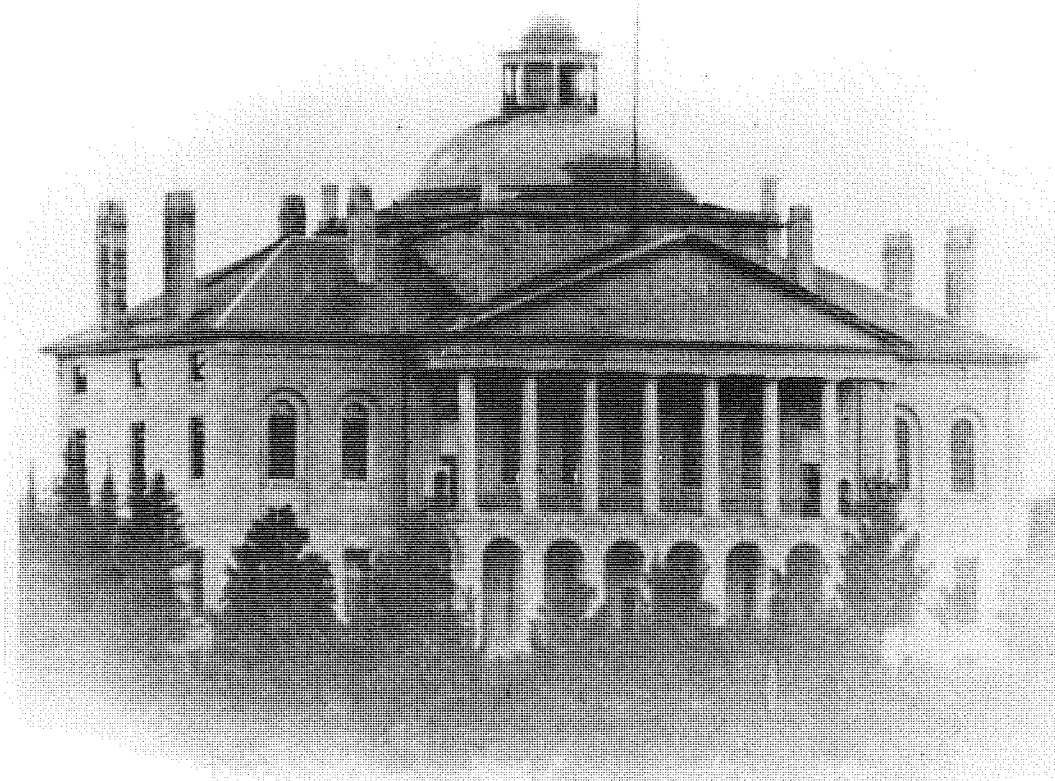


## **Ideas for the Future Form of the Capitol Area**

Until detailed facility, transportation, and other planning studies are complete, the future form of the Capitol Area cannot be determined. Nevertheless, a number of concepts are offered for consideration and review.

To envision the future, the length of time and the amount of change to be anticipated must be determined. Should we plan for five, fifteen, or fifty years? A consensus has formed that the Master Plan should serve as a clear blueprint into the long and indefinite future, and not simply address immediate concerns. Nevertheless, a balanced approach must be undertaken to ensure that significant and visible improvements occur immediately, and that the major issues facing the Capitol Area can be resolved in the foreseeable future.

The need to balance the short term and long term is reflected in the illustration and concepts documented in this report. A first series of sketches suggests that which can be accomplished over fifteen years; a long term, fifty year vision has also been created to evoke the broad changes that the Master Plan will anticipate.



*Historic View of the State House* Photo: State Capitol Commission

## The Capitol Area in 2005

The facility needs predictions assembled during this phase of master planning are an important basis for considering the amount of change which could occur over the next fifteen years. They suggest that very few new buildings will be added to the Capitol Area. Perhaps as few as 2 or 3 structures may be required, if AMHI is reused to house State facilities. If leased space continues to provide for many State space needs, even fewer new structures could be required. Only under a scenario where all leases are terminated and AMHI is unavailable for reuse does a major building program become necessary; even so, perhaps 4 to 8 buildings could provide for the State's needs.

These conclusions emphasize the importance of locating any new structures on sites that will contribute to the improvement of the Capitol Campus, both visually and functionally.

The illustrative plan suggests several ideas for the future location of new State facilities and the character of open space which will define a reorganized Capitol Area.

An effective campus structure should be created which will secure the long-term quality of the symbolic center of the State Capitol. The historic core of the Capitol Area represented by the complex of buildings and spaces near the State House needs substantial improvement. This can be accomplished by consolidating scattered uses in new structures on strategically located sites.

Some structures should be removed, most notably the Education Building. Consolidation of parking in new structures, and reorganization of parking areas should occur; this will also permit the expansion of open space and landscaped areas.

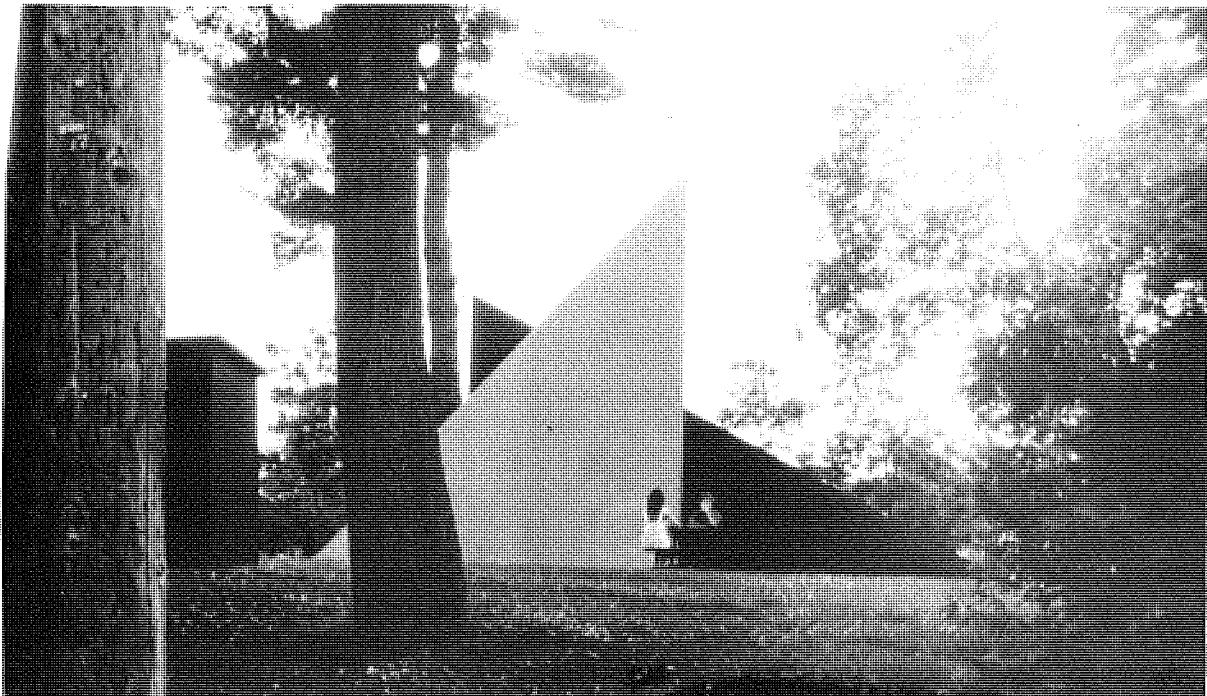
The construction of the new Supreme Judicial Court Building on the east side of the Kennebec River will be an important change to the Capitol Area. The east and west side will be symbolically and visually linked as two related campuses.

In order to preserve the open, rural character of the east campus area, major new construction should be restricted to the AMHI campus or the Piggery Road area if it is needed. Major emphasis should be placed on creating landscape improvements on the east side. These should be designed to complement the Supreme Judicial Court, and to extend the arboretum and a pedestrian network throughout the east campus area.

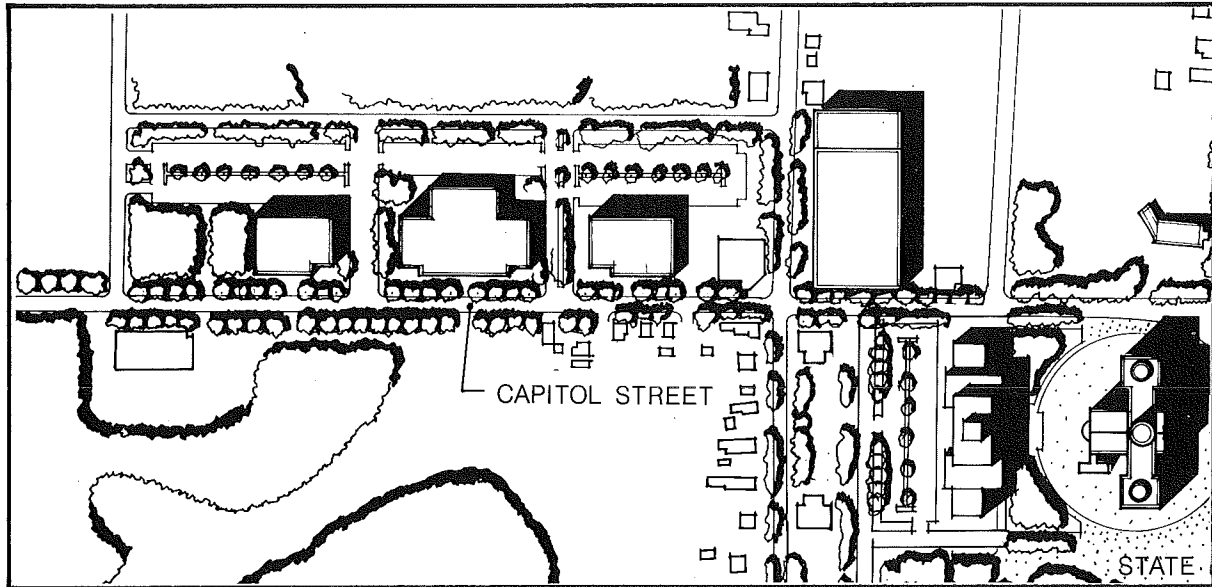
Additional general recommendations prepared to date include:

- The Capitol Area should be a well-defined campus for all state functions that benefit from proximity to one another.
- The historic qualities of the Capitol Area should be protected and enhanced.
- Where appropriate, the open and rural image for the State Capitol should be retained.
- The landscape character of Capitol Park should be extended across the river to the new Supreme Judicial Court Building.
- The State House grounds should be designed and improved in concert with the character of the renovated Capitol Park.

- The entire Capitol campus should become the site for an expanded arboretum integrated with a pathway network, rather than being restricted to an area of Piggery Road.
- A memorial and monument policy needs to be established.
- The open space planning should be closely coordinated with the City of Augusta to ensure that it complements and extends the trail and open space network that is being planned and implemented by the City.
- The reorganization of traffic to and around the State House should be pursued, in ways that enhance the experience of the Capitol Area by both pedestrians and motorists.
- Wherever possible new structured parking should be located where it is out of view, reduces traffic congestion, and opens existing surface parking areas for either landscaping or new building sites.
- Potential sites for new buildings should be identified which reinforce the campus qualities of the Capitol Area.
- The gateways to and from the Capitol Area should be improved and enhanced; where possible, new and better gateways may be established.
- The east and west sides of the Capitol Area campus should be linked symbolically.



*Vietnam Veterans Memorial Photo: CBT*

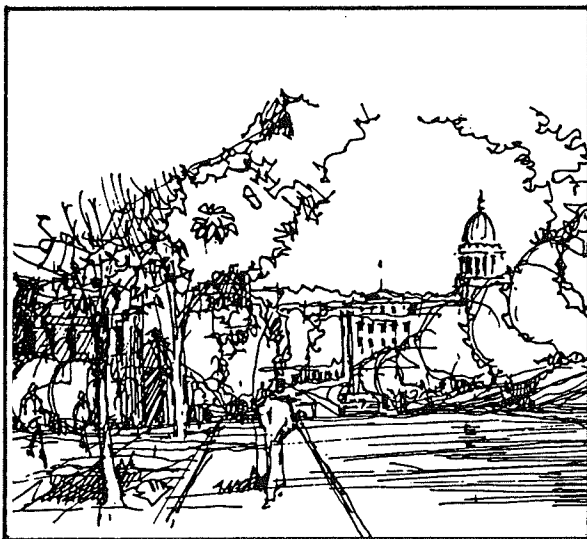


*Site Plan Illustrating Improvements Along Capitol Street*

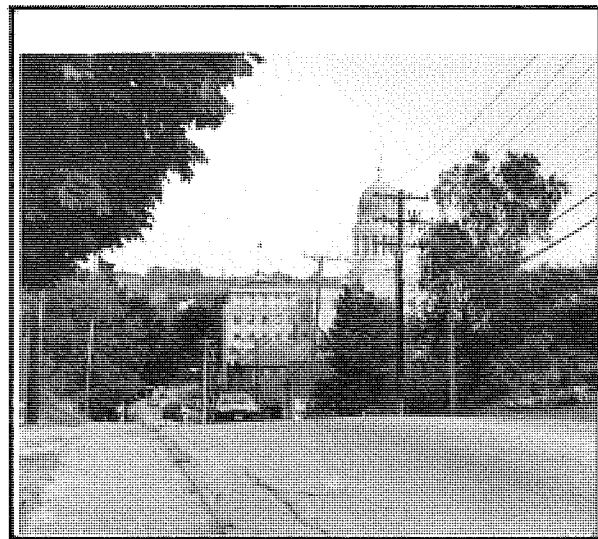
### **Ideas for the Capitol Street Area**

Capitol Street is an important approach to the Capitol Area and includes a significant state land holding between Florence and Sewall Streets which is currently the location of the Department of Transportation Motor Transport System facility.

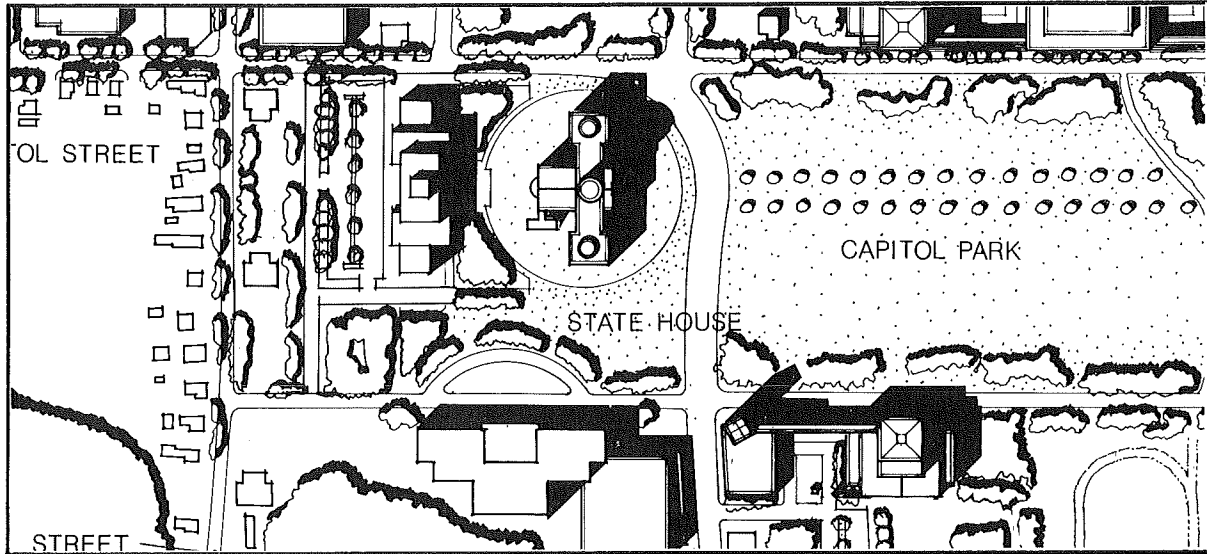
The enhancement of Capitol Street as an access route into the Capitol is recommended, accompanied with landscape improvements, design guidelines for all new construction, and undergrounding of utilities. This goal is also a City of Augusta objective. Street widening may be advisable in some locations, but should be deferred until the master plan is completed. The redevelopment of the Department of Transportation site should be planned, either as State facilities or as private development if the master plan determines that this land will not be needed for state functions in the future.



*Sketch Illustrating Improvements Along Capitol Street*



*Existing View Down Capitol Street Photo: CBT*



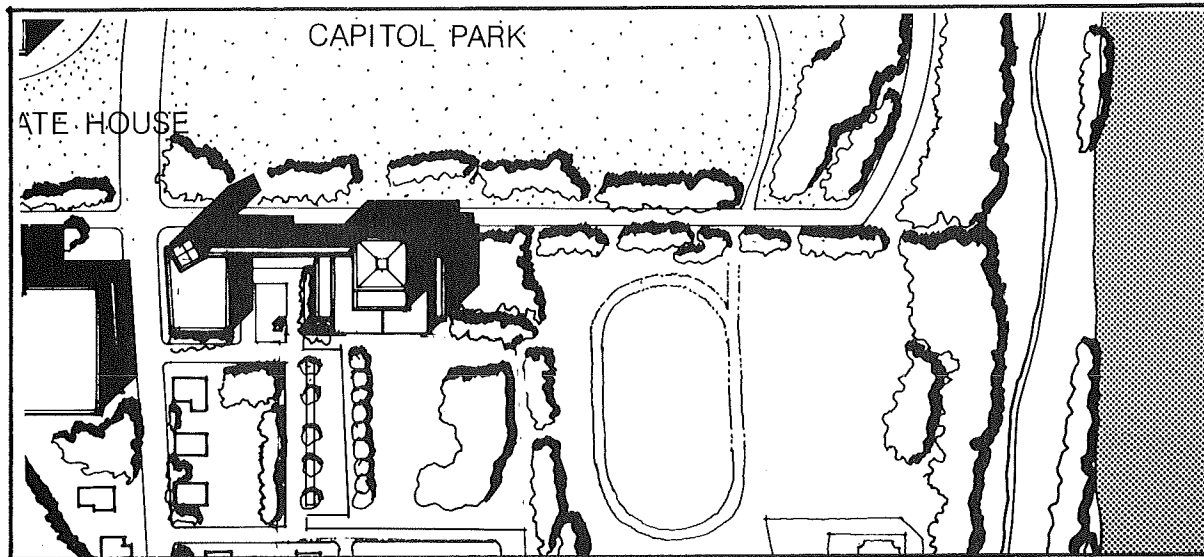
*Site Plan Illustrating Improvements for the State House Area*

### **Ideas for the State House Area**

Key improvements to the State House area may include the removal of the existing Education Building, and the construction of new circulation patterns. Some existing surface parking should be replaced with a new parking structure, allowing for increased landscaping near the State House. The State House grounds may be entirely renovated and improved, with new landscaping designed to open up vistas of the State House. Service and delivery functions should be reorganized. Pedestrian improvements and signage should be concentrated here to enhance the most visible and heavily-used part of the Capitol Area.



*Large areas of parking visually detract from the State House Photo: CBT*



*Site Plan Illustrating Improvements to Capitol Park/South*

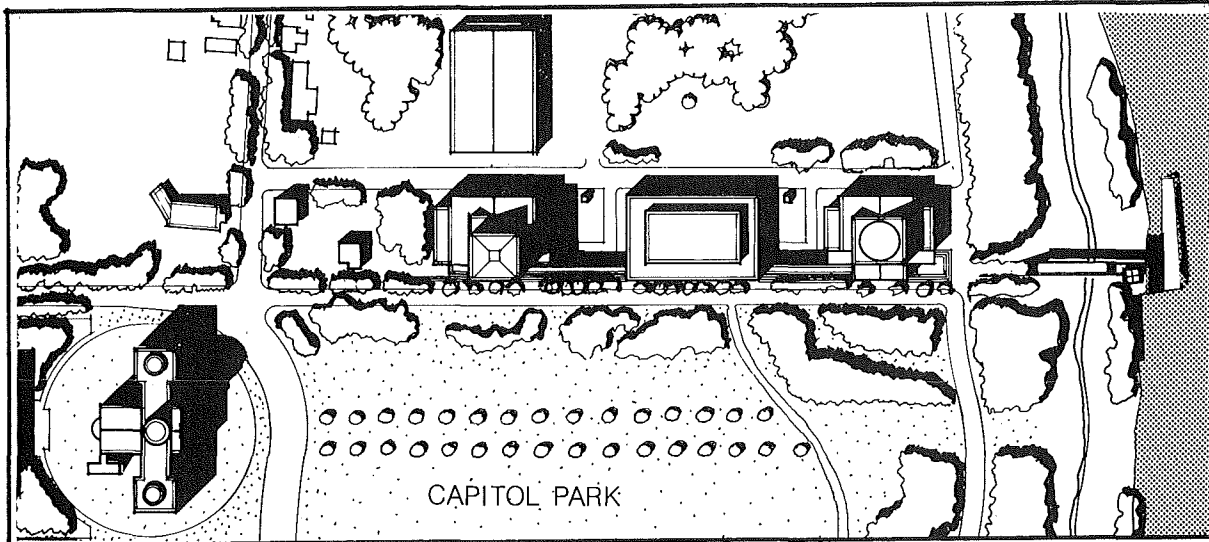
### **Ideas for Capitol Park/South**

The existing sites of the Employment Security and Human Services buildings may prove to be underutilized; the potential reuse of these sites for a more effective office space or other uses including public hearing and meeting space should be considered. Structured parking, if required, should be located behind any new development.

This area benefits from its proximity to Capitol Park and the adjacent city-owned park. Improvements to these parks which organize and improve recreational uses and remove inappropriate structures including the Naval Reserve Building is encouraged.



*Existing View of Capitol Park/South Photo: CBT*



*Site Plan Illustrating Improvements to Capitol Park/North*

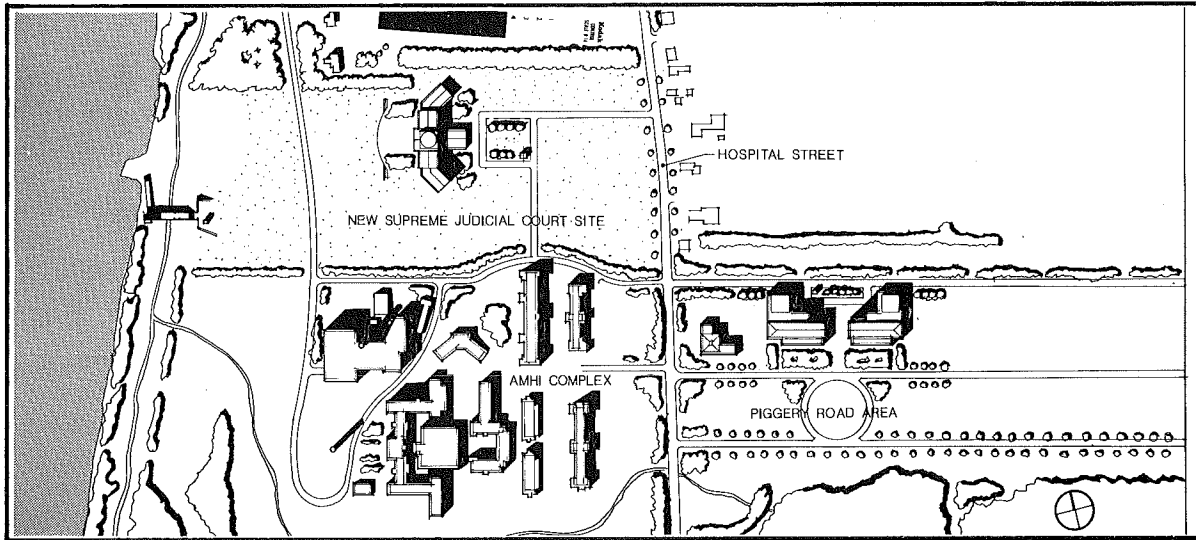
### **Ideas for Capitol Park/North**

The areas along the northern edge of Capitol Park hold substantial promise in terms of new building sites. It may be possible to locate a multiple-level parking structure behind the Department of Transportation Building. This would reduce the area of existing surface parking and open sites for several new buildings if required. Rather than lined along the edge of Capitol Street, any new structures should be set back and incorporate courtyards and landscaping. The impacts on adjacent residential uses and historic structures would need to be carefully studied as part of this process.



*Existing View of Capitol Park/North Photo: CBT*



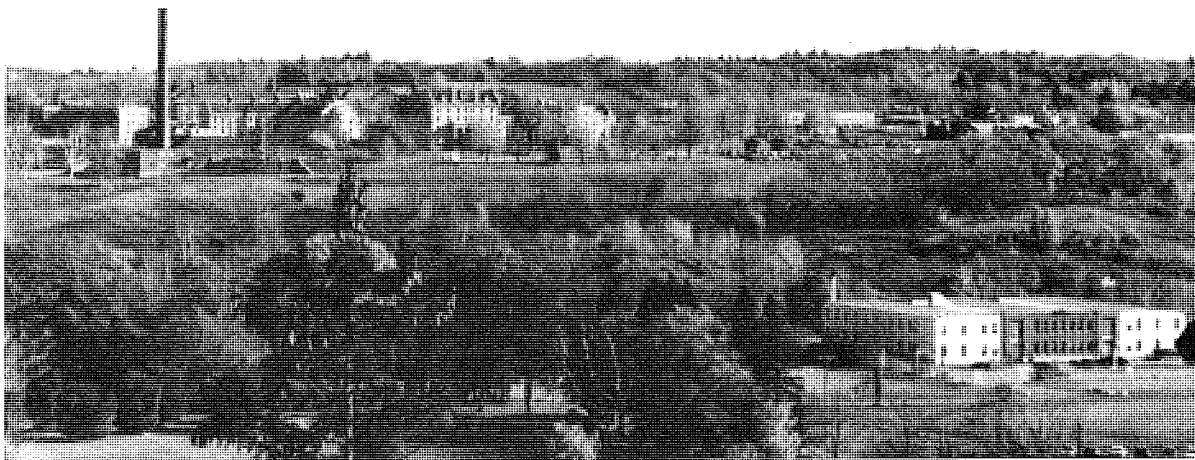


*Site Plan Illustrating Improvements to the East Capitol Area*

### **Ideas for the East Capitol Area**

Changes to the east Capitol Area will include the addition of the new Judicial Supreme Court building, and the probable reorganization of the AMHI site into a campus for many of the State executive departments. In addition, other uses may occur in the Arsenal. The creation of three distinct landscaped zones for each of the three elements mentioned above should be considered, linked with a pedestrian system that in turn is connected to the City of Augusta open space and recreation network.

The Piggery Road area may not be needed for additional State facilities for some time; however, the area should continue to be held as state land to preserve future options, while continuing as an excellent site for recreational uses and the Pine Tree State Arboretum. The Arboretum should be encouraged to expand its activities to include the entire Capitol campus. An expanded arboretum could contribute to the entire Capitol Area landscape and its role as a civic and cultural center.



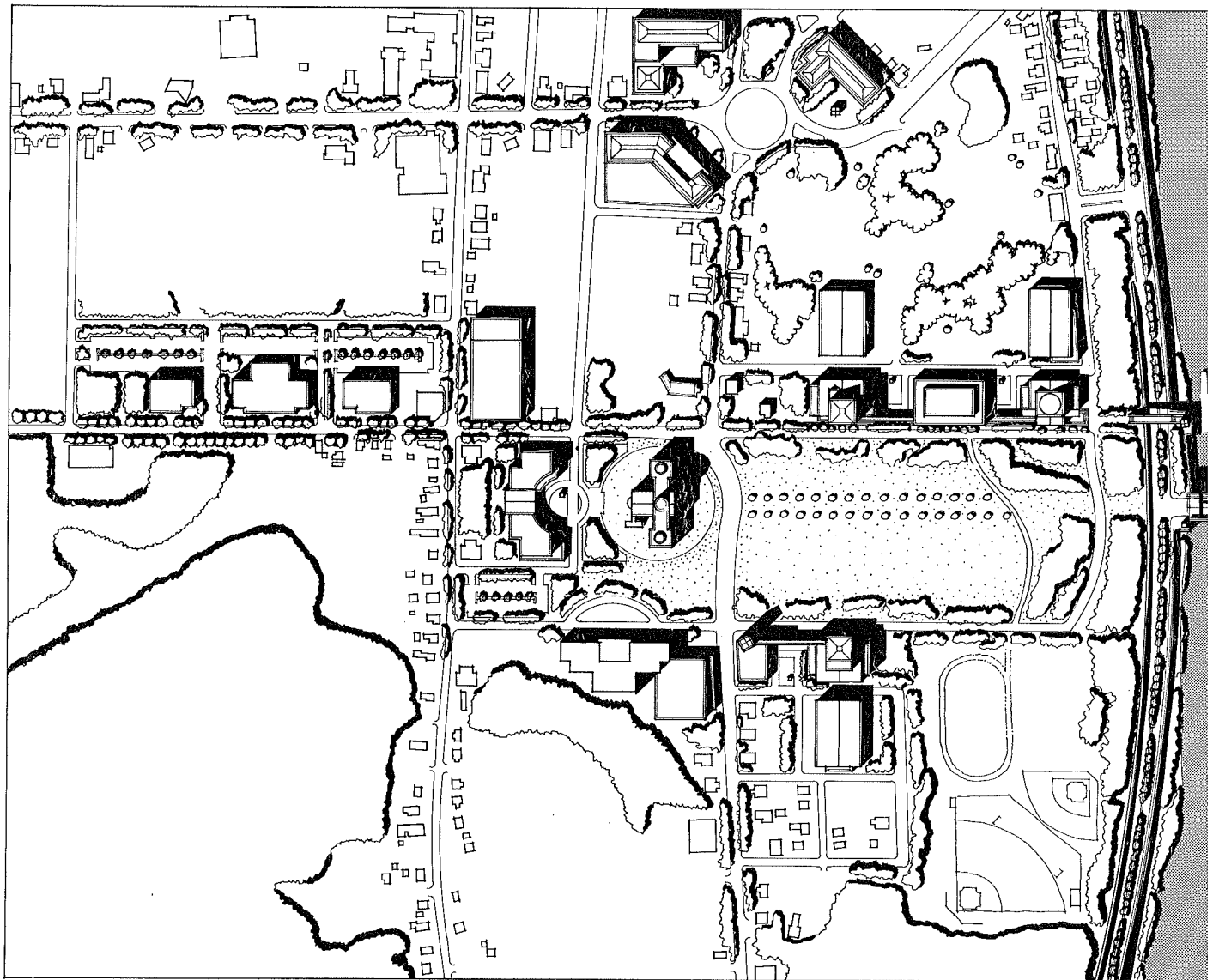
*Existing View of the East Capitol Area Photo: David Silsby*



## A Vision for the Future

A broad diagram has been created that suggests how improvements can be marshalled to create an excellent, integrated campus for the State Capitol. Such a long-term plan will be included in the final master planning report, but it is useful to begin suggesting its outlines.

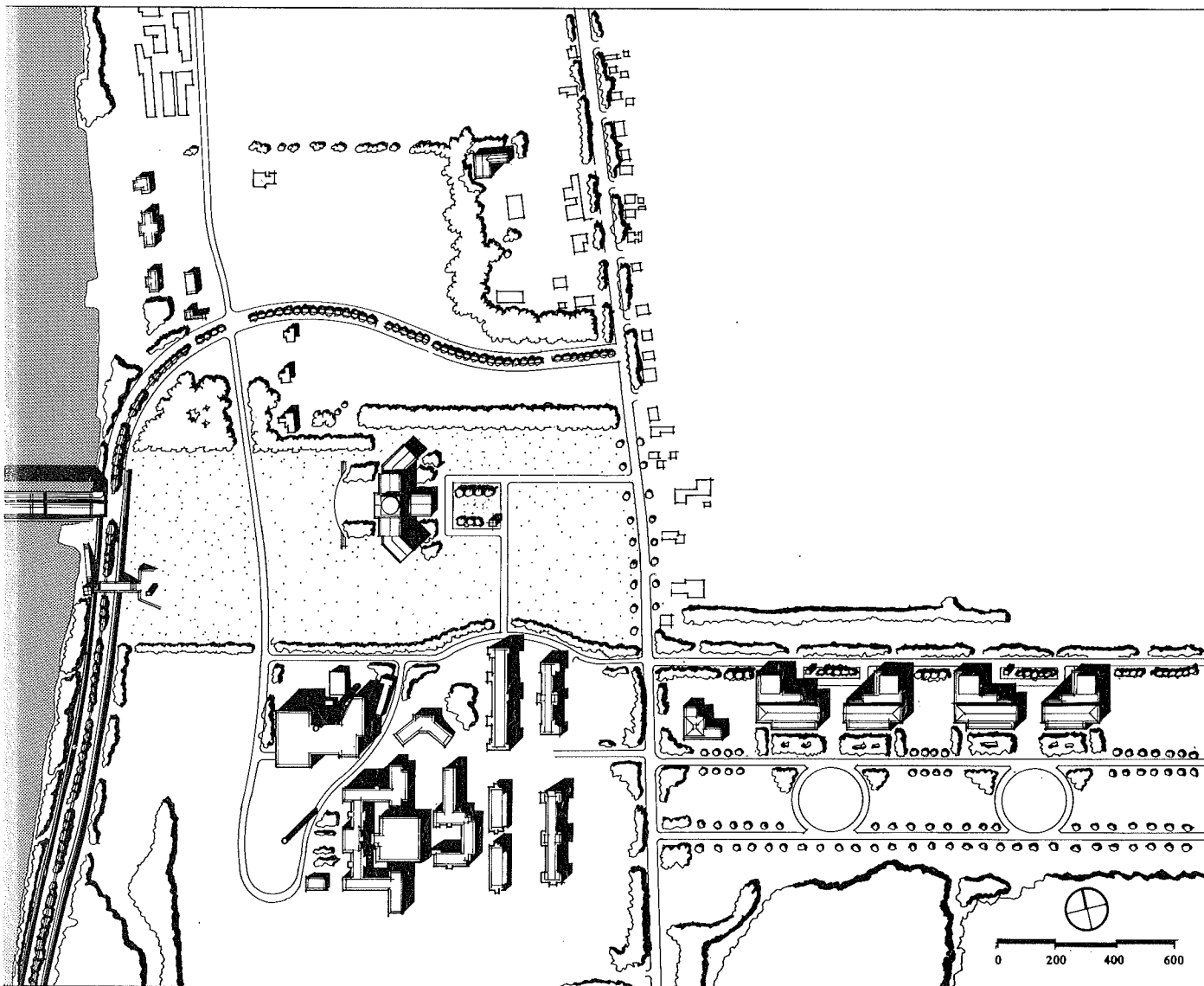
The following sketch indicates some intriguing possibilities. Perhaps, for example, the State Office Building could eventually be removed and replaced with legislative offices and services in a lower, better designed structure. Perhaps an underground garage could be incorporated into such a development, providing convenient parking and allowing the State House to have the landscaped setting it deserves.

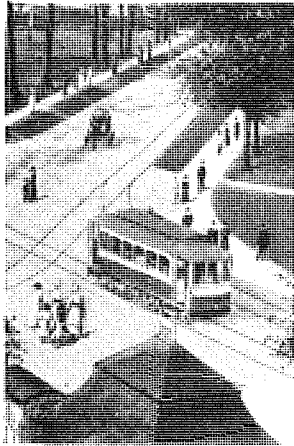


Perhaps the eventual reconstruction of Memorial Bridge or a new bridge could be planned to allow a more direct connection to link the east and west side of the Capitol Area campus. Perhaps the Piggery Road area will prove in the long run to be an excellent location for other state uses that can be constructed in a wonderful landscape with broad open areas adjacent to the matured Arboretum.

The future visitor to the Capitol Area may approach directly from the interstate, down a tree-lined Capitol Street with excellent and dramatic views of the State House. And perhaps those travelling between Hallowell and Augusta can drive along the edge of the Kennebec River, and look east across to the Supreme Judicial Court and Arsenal set in broad landscaped fields.

Such a vision may prove to be a fifty or even one hundred year plan. Certainly, it is impossible to predict how the State government or Augusta may evolve over this period of time. The usefulness of a clear diagram, however, is so great that this opportunity should not be missed.





## 7. TRANSPORTATION PLANNING

### Existing Conditions

#### Vehicular Traffic

The Maine State government is housed in various locations throughout the City of Augusta and, to a lesser extent, Hallowell and Gardiner. In terms of overall travel patterns, however, there are two centers of major activity within the study area, the west side of the Kennebec River near the State House and the east side of the Capitol Area which includes the AMHI complex. These major activity areas can be characterized as having significant public and/or inter-departmental interaction.

#### West Side Conditions

The west side of the Capitol Area includes diverse activities and services in addition to housing State employees. For example, the State House serves as a public focal point during the legislative session and the Bureau of Taxation acts as a public focal point when tax deadlines occur. As a result, significant numbers of the general public enter and exit the west side at various times of the year, intermingling with day-to-day operations of the state government. Facilities like the Human Services Building exhibit a high degree of inter-departmental interaction, compounding circulation needs.

Consequent traffic impacts include conflicts created by a lack of available parking, confusion about where to park, and confusion about where services are located. Vehicles enter the area searching for parking spaces or the appropriate department. If the desired destination is not immediately identified, vehicles begin to circulate between the various buildings and parking facilities. Because the State departments are not centralized, there are impacts to the adjacent street system. Additional impacts on the adjacent street system result from poor circulation patterns between parking facilities.

Within the State House complex itself, the organization of the various buildings fosters undesirable circulation patterns. Conflicts result when deliveries and pick-ups are made to any of the various buildings, most noticeably when large vehicle deliveries or pick-ups are made to the State Office Building.

Travel patterns to and from the State House activity area follow several routes, depending upon the point of origin. In general, travel from the I-95 vicinity to the State House is made using Western Avenue and Capitol Street. Some vehicles pass through the often-congested rotary at Western and State Street. North/South travel is generally directed to State and Sewall Streets. As a result, the intersections of Sewall and Capitol and State and Capitol experience congestion.

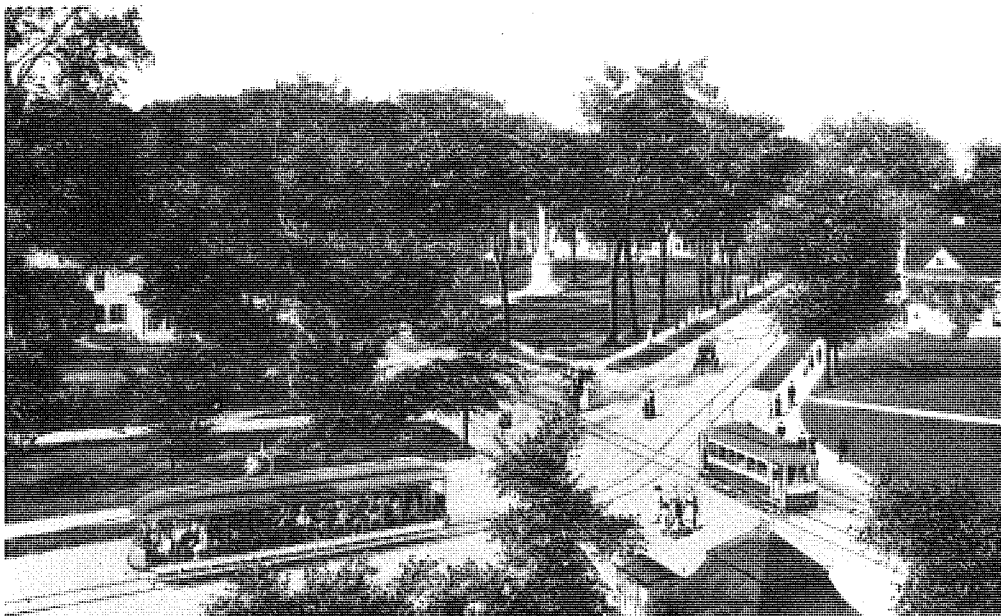
## East Side Conditions

The largest State facility within the east Capitol Area is the AMHI complex. A recent traffic and parking study performed for the Bureau of Public Improvements indicates that there are several on-site elements of concern which require remedial treatment in the AMHI complex area. These elements include better delineation of parking facilities and circulation patterns. Off-site, the east side travel patterns can be characterized by movement in a predominately north-south direction. For vehicles traveling from the southwest side of the river, there are two available travel routes; across the river using the bridge located in Gardiner, or across the river using Memorial bridge in Augusta. For travel from Augusta to the east side, all vehicles typically go through one or both of two rotaries located at either end of Memorial Bridge.

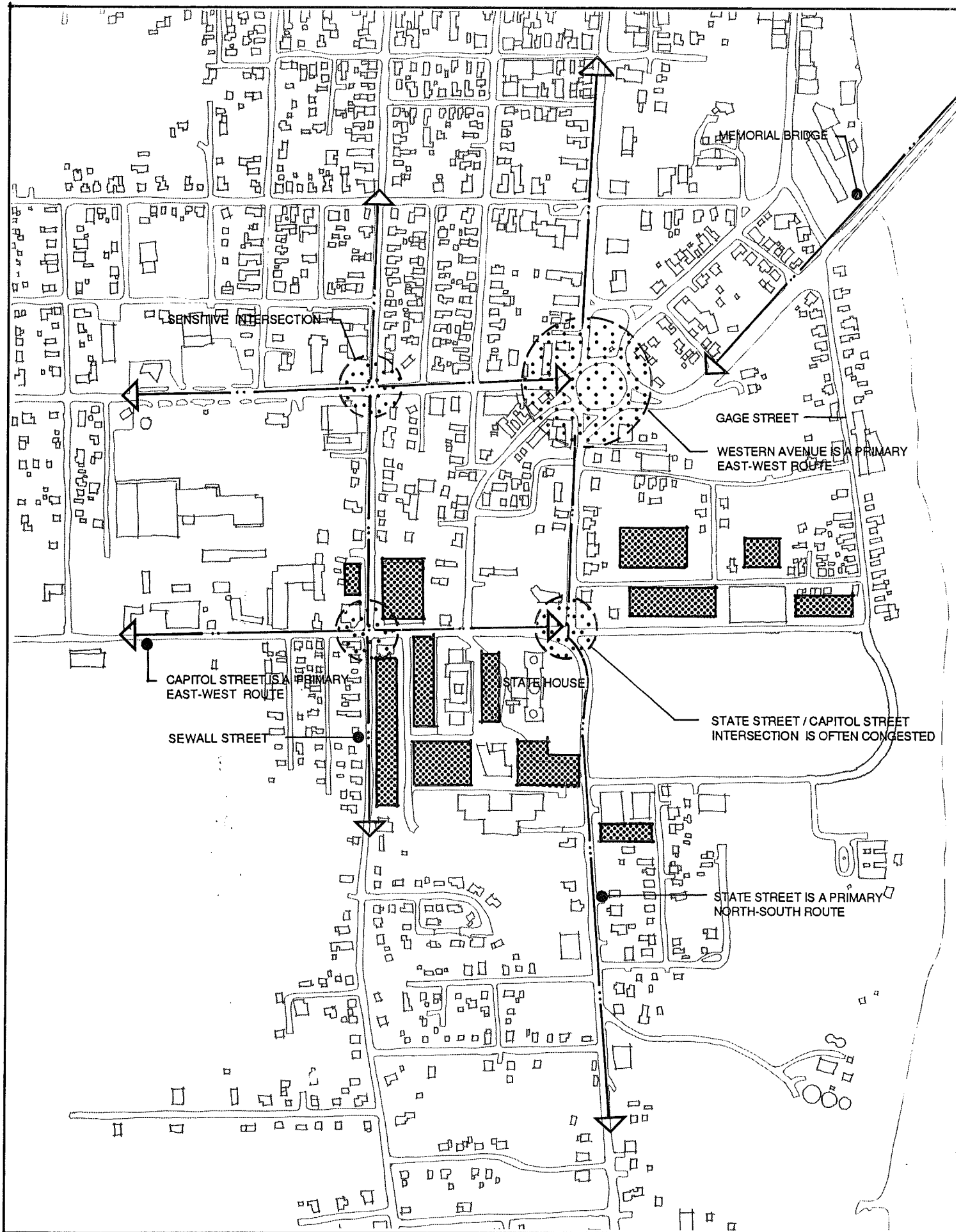
Vehicles traveling southbound to the east side can utilize a variety of routes depending upon origin, including Routes 9, 104, 201, 202 and I-95. It is clear that most travel to the east side using I-95 impacts Western Avenue and/or Capitol Street.

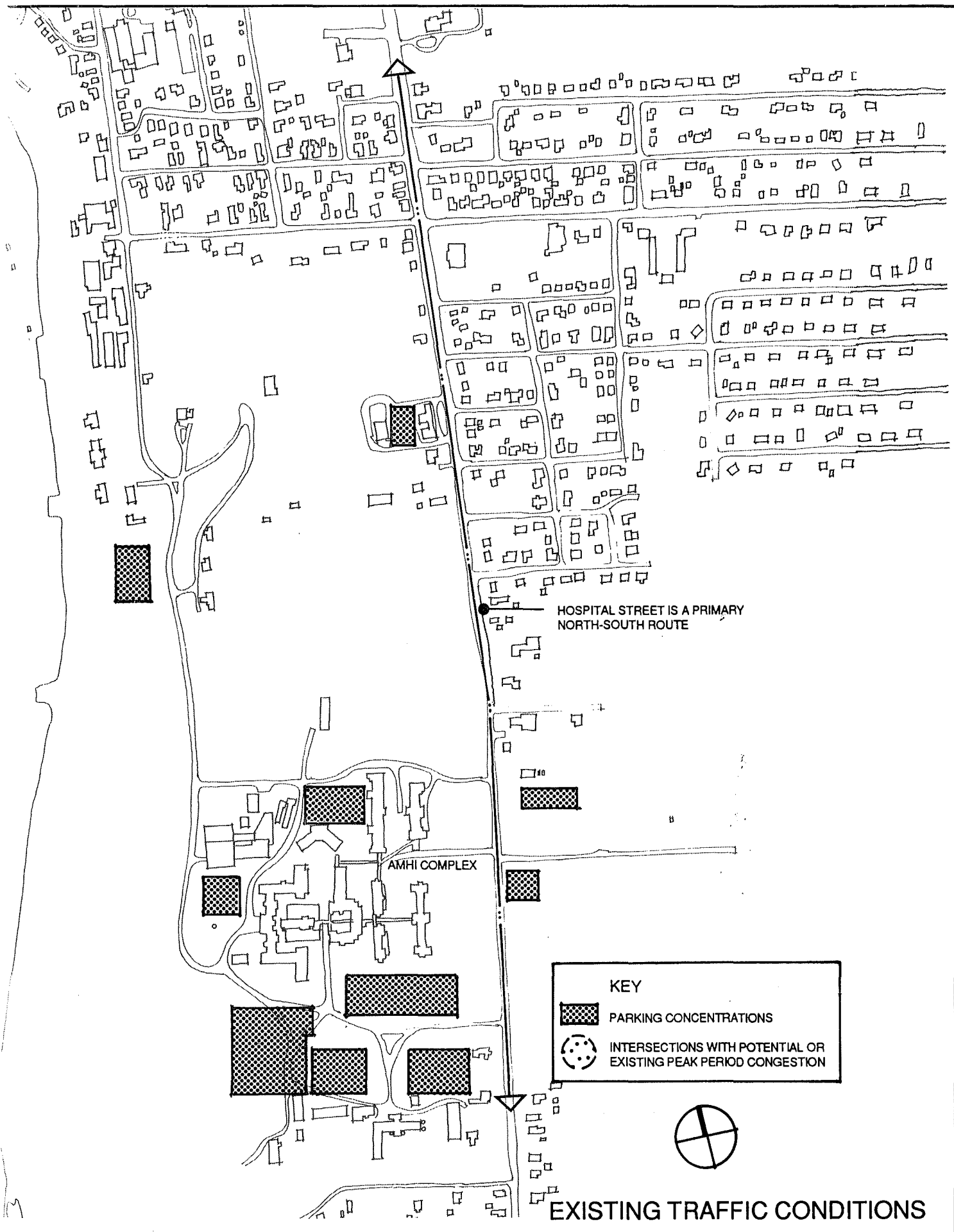
## Gateways to the Capitol Area

East side and west side traffic patterns are most concentrated at "gateways" to the major activity areas. The gateways to the Capitol Area are composed of the Western Avenue and Capitol Street corridors to the west, I-95, and Routes 104 and 201 to the north, Routes 202, 105, and 17 to the east, and Routes 201 and 17 to the south.



| Historic Postcard Photo: Maine Historic Preservation Commission





In order to assess existing and potential traffic impacts, current employment and traffic count information was reviewed. Based on the available data (generally for 1988 conditions), volumes range from 10,000 to 20,000 vehicles per day in most of the gateway corridors. The greatest volumes occur on Western Avenue (ranging from 33,000 west of Armory Street to 24,000 near the rotary). The State Street corridor daily volumes are approximately 16,000 vehicles per day; Armory Street volumes are about 7,000 vehicles per day; Hospital Street volumes range from about 6,100 at the Chelsea/Augusta town line south of AMHI complex to 8,000 between Piggery Road and Eastern Avenue to about 19,000 near the rotary. These are significant volumes.

Preliminary review of current employment data indicates the greatest number of State employees reside to the south of the Capitol Area (forty-nine percent). Approximately twenty percent of the employees reside to the north and west, with the remainder to the east. There is not sufficient data at this stage in the study process to determine the actual travel corridors utilized to reach the Capitol District. However, this distribution suggests the importance of planning for improved north/south access and access to I-95.

### Parking

Parking for state uses is provided throughout the Capitol area; the number of parking spaces is estimated at approximately 2,500 area-wide, with approximately 1,400 west of the river and 1,100 east of the river. During legislative sessions, approximately 190 parking spaces are reserved specifically for legislators in the State House area. A BPI parking study indicates there are approximately 200 spaces reserved in the AMHI area for carpoolers and miscellaneous use.

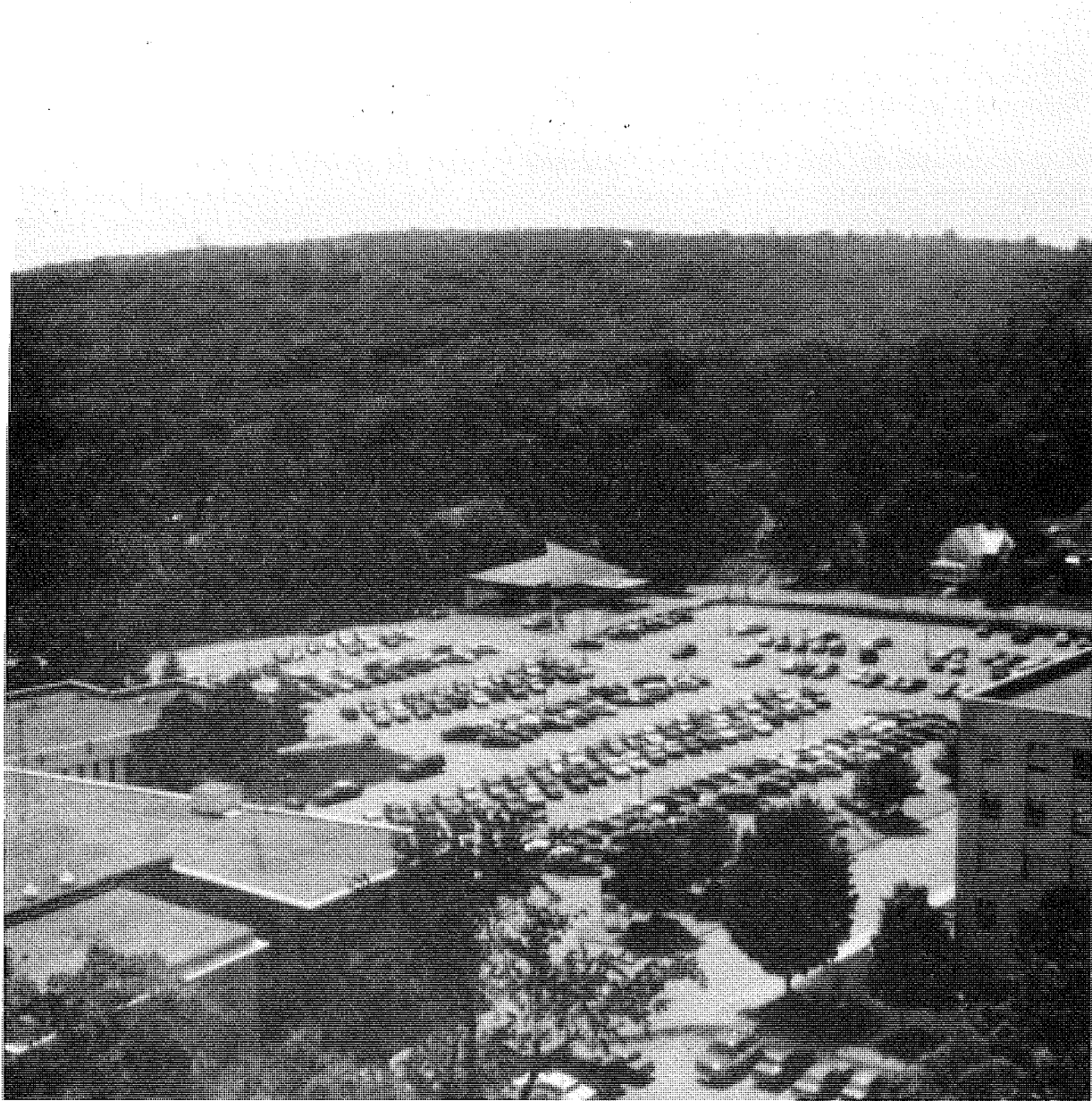
The need for additional parking space is critical in the area surrounding the State House. This is particularly true during the legislative sessions, because of the reservation of spaces for legislators and frequent public hearings. There is also visitor demand for spaces at the Bureau of Taxation during the beginning of each legislative session.

On the east side of the river, parking is also a critical issue. A BPI Parking and Circulation Study indicated that there is a general lack of parking; the report further noted that many of the parking facilities are poorly designed and that signing is inadequate.

A preliminary analysis was conducted to determine the approximate number of parking spaces required today. The results of this calculation showed that the number of existing parking spaces is very close to the number of calculated required spaces. However, capacity is generally accepted as having been reached when the facility is 85% full.

Taking into account such factors as the distribution of parking facilities and the need for special, designated spaces, it is clear that additional parking area is needed.

Another factor which must be considered when evaluating parking facilities is the overall condition of the facility. A preliminary field reconnaissance indicates that many of the parking areas currently exhibit poor pavement markings and poor overall condition. In addition, the poorly defined circulation patterns help to create a great number of conflict points of the type discussed earlier.



*View of Existing Surface Parking around the State House* Photo: CBT



## Potential Transportation Improvements

Planning for future transportation needs is inextricably linked with the location decisions for future state facilities. It is also linked to the outcome of the on going study for the location of a third bridge across the Kennebec River which is being planned by the State Department of Transportation for the Augusta area.

The third bridge location and routing can serve to improve traffic conditions in the Capitol Area and meet other planning goals. This study is being performed by Vollmer Associates with Economic Research Associates. Phasing for the bridge location is being coordinated with the Capitol Area Master Planning effort, and with the City of Augusta. Preliminary conclusions about preferred bridge locations and circulation corridors will not be made until the spring of 1991.

The State of Maine is the largest employer in the Augusta region; the impact of future location decisions on the street and highway network must be taken into account. Similarly, potential improvements in streets, intersections and interchanges may influence decisions about the most appropriate location for State activities and offices.

It is impossible at this stage in the planning process to predict the best "fit" between transportation improvements and future State facilities. The detailed interactive process which will occur in the next phase will establish definitive recommendations. However, several concepts have been explored which suggest important alternatives for further study to improve existing problems.



*A View Down State Street* Photo: CBT

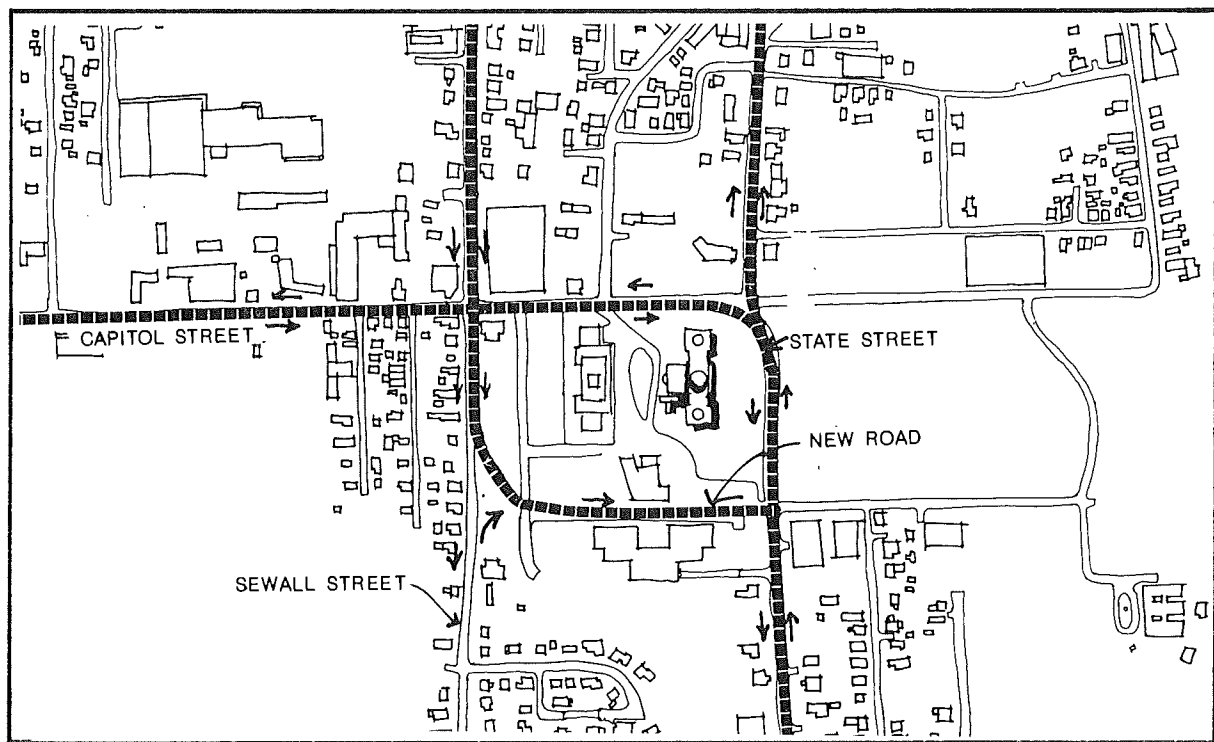
## Alternative Travel Routing

### State Street Alternatives

Throughout the study process, some participants have indicated a strong desire to reduce or entirely reroute traffic on State Street, in front of the State House. Eliminating State Street in this area would require the construction of a new north-south street; the location of such a connection should be explored. There may also be an opportunity to change the existing street network and signing to accomplish this purpose.

There are two basic opportunities which are available with respect to altering travel patterns on State Street. The first option is the use of State and Sewall Streets to establish a short one-way couplet. This would potentially reduce volumes on State Street in front of the State House but would require an additional segment of roadway, perhaps located as illustrated in the following figure. To establish the direction of the couplets as well as the specific intersection improvements, coordination with other planning goals and evaluation of estimated future volumes are required. However, typically a counter-clockwise movement is encouraged; State Street would be one-way to the north from the new connector to the Rotary and Sewall Street would be one-way to the south from Western Avenue to the State Street connection.

This option offers the advantages of potentially simplifying movements at the rotary, reducing volumes on State Street, and minimizing the impact to existing neighborhoods. The intersections of Sewall and Capitol, State and the proposed connector, Sewall and Western, the Rotary, and State and Capitol Streets would require detailed analysis. One major disadvantage would be the increased travel distance for vehicles traveling south from the vicinity of State Street.



*A potential one-way loop could relieve congestion around the State House*

The second option is to increase utilization of the Gage Street-Union Street link. This option has both advantages and disadvantages. Gage Street is currently residential in nature, and the Gage-Union Street connection would increase traffic. This connection only serves motorists using Memorial bridge. With increased left-turns from the bridge to Gage Street, significant improvements would be required for safe operations.

The desirability of either of these options is directly related to the ability of that option to reduce traffic volumes on State Street directly in front of the State House as well as the anticipated implementation costs. These are factors which will require significant detailed evaluation in the remainder of the master planning study.

### **Riverfront Boulevard**

There is an abandoned rail corridor along the western edge of the Kennebec River. That site is a potential location for a new north-south boulevard connecting Hallowell to Augusta which would provide increased access to the Capitol Area. From the standpoint of traffic planning, this concept has great merit. It offers an opportunity to relieve congestion near the State House by offering a pleasant alternative route.

There are significant hurdles to be overcome if this concept is to prove fruitful. The current State priority for this rail corridor is to restore it for potential freight and/or passenger use. Only if this proves infeasible can the corridor be considered for reuse as a roadway. Because the roadbed is narrow and confined by steep embankments, construction may prove costly. In addition, the environmental impacts of a roadway on the adjacent river would be of concern and existing state environmental regulation would in fact prohibit construction.

Consideration of this option should continue during the planning process, and its practicality determined.



*The Abandoned Railroad Corridor along the Kennebec River Photo: CBT*

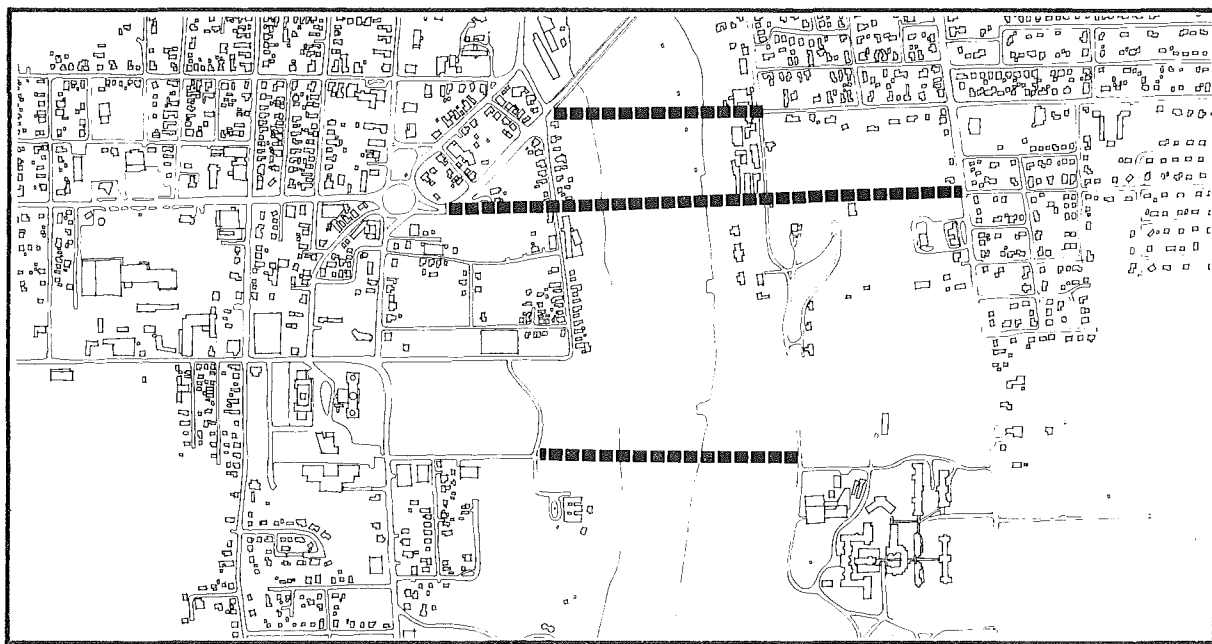
## Traffic Bridge Connecting the East and West Capitol Areas

The Kennebec River is a barrier to east-west traffic movements. Because the Capitol Area includes facilities on both sides of the river, State employees and visitors who need to cross between the east and west sides are subject to frustration and delays which are increasing over time. The proposed third bridge across the Kennebec would reduce congested conditions.

There has been a great deal of discussion regarding a bridge location across the Kennebec River at the Capitol Area throughout the study process. This concept is predicated on the need for easy exchange between state offices located on each side of the river. East-west traffic must enter flows at each end of the existing Memorial bridge using existing rotaries. On the east side of the river, this has required travel north on Hospital Street and then, on the west side, travel south on State Street. This travel, although not a great distance on either side, has resulted in a significant level of frustration.

This frustration is directly related to the poor peak period operation of the rotaries, the lack of available parking on either side of the river, and the general level of perceived congestion. These frustrations, while understandable, may not be sufficient to warrant an additional bridge used predominately as access between state offices. Current highway planning requires a full evaluation of all alternatives, including the existing street network, prior to building a new facility. Traffic volumes must also be of sufficient quantity to warrant the potential expense (\$25 to \$35 million for bridge, approaches and land).

It is unlikely that volumes of traffic generated by State employees would warrant such a project as long as the existing Memorial Bridge is operable. There is an opportunity, however, to examine potential locations for the new third bridge or an alternative alignment for the existing Memorial Bridge at such time that replacement is warranted. Several locations, as shown on the following figure, could easily facilitate future river crossings to support State government functions.



*A potential future bridge could link the west side of the Capitol complex to the east side*

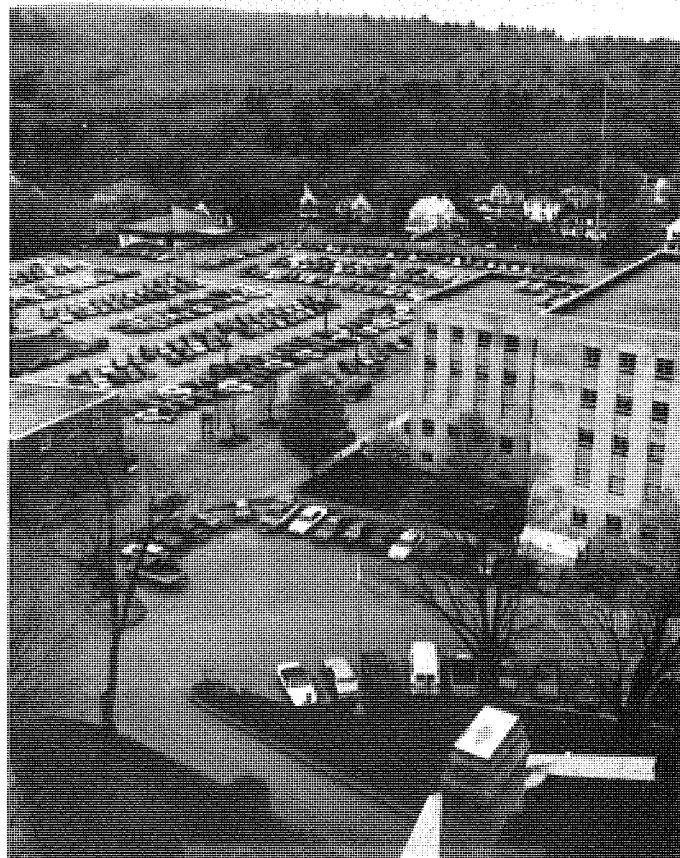
### **Additional Access to I-95**

There are two potential long-term I-95 interchange improvements that could shift traffic patterns to the benefit of the Capitol Area. The first is the extension of Capitol Street parallel to Western Avenue, and the reconfiguration of the existing highway interchange at Western to accept Capitol Street traffic. This could beneficially reroute traffic and create an aesthetically improved entrance to the State House area. Costs and physical challenges would be significant, but further study of this idea is warranted.

Another proposal has been to allow a new interchange with the Maine Turnpike in Hallowell. This might reduce north/south traffic on State and Sewall Streets, and provide a practical routing alternative for the region. Again, this idea deserves further consideration.

### **Parking Facilities**

As noted earlier, there are currently parking deficiencies in several locations throughout the Capitol Area. Strategic location of structured parking can be planned to reduce congestion, increase conveniences, and solve the existing parking shortages. During the remainder of the planning process, considerable effort will be focused on establishing appropriate and cost effective structured and surface facilities.



*Existing Surface Parking around the State House*

Photo:CBT

## Signage

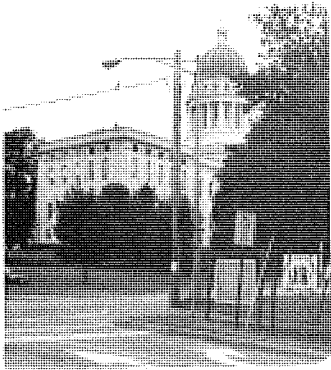
Clear and adequate signage is essential to implement a successful routing plan. At a minimum, signage should begin to notify visitors as early as possible in the arrival and departure process. Signage should be provided throughout the Capitol district for building and parking locations, and for directing vehicles to desired routing patterns.

Signage on each of the gateway corridors should be coordinated. This same level of coordination should be employed for pedestrian movements to and from parking facilities and buildings. Currently, pedestrian travel patterns are haphazard and often require mid-block crossings. Through appropriate signing and landscaping, pedestrians can be "routed" along predefined corridors.



*Existing Signage Near the State House is Inadequate,*  
Photo: CBT

## 8. INFRASTRUCTURE PLANNING



### Existing Conditions

A major consideration in the development of the Maine Capitol Area Master Plan is the condition of the local and regional infrastructure. The specific areas of concern include stormwater, wastewater, water supply, solid waste and electric power.

#### Stormwater

Within the built-up portions of the City of Augusta stormwater management is the primary responsibility of the Augusta Sanitary District (ASD). The ASD owns and maintains a system of separate storm drains and combined sewers. The latter serves both sanitary wastewater and stormwater runoff during periods of rainfall or snowmelt. Surface drainage, such as swales, tributary streams and ditches, are the joint responsibility of the ASD and the City of Augusta Public Works Department.

The west side of the Capitol Area is generally served by separate storm drains. However, the State buildings on the east side, including AMHI, are generally served by combined sewers. The issue of combined sewers presents a series of problems to ASD, and consequently, the Master Plan. First, the ASD does not allow stormwater associated with new development to be discharged into a combined sewer. Second, the State of Maine Department of Environmental Protection (DEP) requires the ASD to remove 5 gallons of extraneous, uncontaminated water from the collection system for each gallon of wastewater added.

In light of these requirements, expansion of existing facilities or new construction on the west side presents few problems. New construction on the east side, however, would require substantial investment in new storm sewers and pollution controls.

In addition, the Piggery Road area drains into the headwaters of two small tributaries of the Kennebec River: Whitney Brook and Riggs Brook. Whitney Brook already experiences flooding problems as it winds its way through residential areas of the City. East side new development would have to address this problem.

#### Wastewater Collection and Treatment

The ASD is responsible for wastewater collection and treatment services for the City of Augusta. The ASD owns and operates an 8 million gallon per day secondary treatment plant located on Jackson Avenue. The treatment plant also serves the neighboring communities of Hallowell, Manchester, Winthrop and Monmouth.

The treatment plant, which began operation as a secondary facility in 1983, is currently at approximately 50 percent of its design capacity. Thus, wastewater treatment does not present a problem for the Master Plan.

There are, however, potential problems with the wastewater collection system. As previously noted, the ASD collection system contains primarily combined sewers. These sewers were designed to handle both sanitary wastewater and stormwater. During rainfall or snowmelt, only a portion of the combined flow is intercepted and conveyed for ultimate treatment at the ASD facility. The remainder overflows into the Kennebec River or one of its tributaries.

On the east side of the Capitol area, and in particular throughout AMHI, the State most likely would have to perform major sanitary and stormwater line construction in order to accommodate new buildings. For the Piggery Road area, the easterly portion could be served by the Cony Road sanitary sewer. The westerly portion draining toward Hospital Street would have to tie into the AMHI combined sewer system.

## **Water Supply**

The Augusta Water District serves the water supply needs for the City of Augusta. It owns and operates a system for supply, treatment, storage and distribution.

There are currently no capacity or line restriction problems on the west side of the Capitol Area. There are, however, some problems in terms of serving State buildings on the east side, most notably the AMHI complex. The AMHI water system is State-owned. The system is served by the Augusta Water District through low-pressure lines. Both capacity and fire protection deficiencies could be problems for redevelopment. The remaining east side areas, including the Piggery Road, present no capacity or line size problems.

## **Solid Waste**

The City of Augusta is responsible for the disposal of solid waste generated within its corporate boundaries. The City views State-generated solid waste as that from large commercial establishments. Solid waste for the Augusta region is disposed of at the City-owned Hatch Hill Landfill. Plans are being reviewed to expand the landfill; however, the status of this program is uncertain at this time.

The State has been quite active in developing and implementing recycling and waste reduction programs. As concepts and opportunities associated with recycling mature, it is likely that further waste reduction, reuse and recycling efforts will be implemented.

## **Electric Power**

The City of Augusta and environs, including all State buildings, are served by Central Maine Power Company (CMP) for electric power.

The State recently conducted a study which included an evaluation of the capacity and availability of power to existing buildings. The evaluation contained recommended upgrade needs and presented associated costs. Lack of funds, however, prevented implementation.



## **Future Needs**

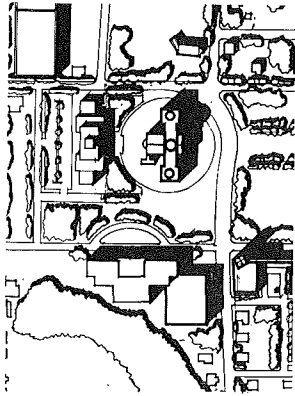
New infrastructure needed to adequately serve the future Capitol Area appears to be primarily in stormwater, wastewater and electric power improvements. The degree to which actual improvement and expansion activities are warranted depends largely on the specific locations of proposed new State buildings or additions.

In order to ensure that local infrastructure needs are adequately addressed, a more detailed assessment of the specific infrastructure components in the areas of possible new buildings should be undertaken. Specific areas of study include:

- Comprehensive stormwater, wastewater and water supply evaluation at AMHI and surrounding area.
- Stormwater management study around proposed new building locations on west side of the Capitol Area.
- Funding of electric power improvements.



*Aerial View of the Capitol Area* Photo: John W. Sewall Co.



## 9. MANAGING THE FUTURE CAPITOL AREA

The ongoing, comprehensive management of either State facilities or the Capitol campus in Augusta has not been a clearly delegated responsibility within state government. This report includes specific recommendations for the reorganization of the planning and management functions. It would be useful first to review the existing framework for decision making.

The following agencies, commissions, and branches of Government all contribute to decisions concerning facilities and physical planning for the Capitol Area:

- Capitol Planning Commission - the Capitol Planning Commission is charged with regulating land use within a designated district. This district is comprised of most of the State-owned facilities on the west side of the Kennebec. The appointed commission follows a set of rules and regulations which it has adopted, which are similar to municipal zoning ordinances. The commission is also charged to prepare a master plan for the Capitol Area, and to amend it as required. This responsibility is now being performed by the Special Committee for the New Capitol Area Master Plan.

Finally, the Capitol Planning Commission is responsible for the approval of all construction projects within the Capitol Area, subject to the joint approval of the Legislative Council and the Bureau of Public Improvements.

- State House and Capitol Park Commission - this commission is specifically charged with planning and physical improvements for the State House, its grounds, and adjacent Capitol Park. This commission is staffed with a director and a secretary.
- Bureau of Public Improvements - The Bureau of Public Improvements is generally responsible for oversight of State improvements. Among the services it performs are assistance to agencies in the preparation of building project proposals and oversight of the design, bidding, and construction processes. BPI manages leased space throughout the Capitol area. Finally, BPI serves as a clearing house for many capital improvement projects. It reviews proposals, creates a prioritized ranking, and assists in the budgeting process for those projects.
- State Agencies - for the most part, State agencies have fended for themselves in the provision of major facilities. In many cases, leasing space has been the most practical method for obtaining needed facilities in recent years, because it can be quickly arranged, and the agencies can be assured of acquiring space that they urgently need. On other occasions, agencies approach the legislature independently to obtain approval for capital construction projects.
- Legislative Council - the Legislative Council provides research and coordination of legislative affairs. Analyses performed by the Office of Fiscal and Program Review and its Finance Division aid the Council in its review of capital projects.

- Supreme Judicial Court Plan and Design Commission - this commission has been charged with planning a new appellate court facility within the Capitol Area.
- Department of Finance - among other responsibilities, the Department of Finance and its Bureau of the Budget initiates the State budgeting process each year.
- Legislature - the Legislature is ultimately responsible for funding and capital improvement decisions. An important role is played by the Legislative Council, and the Joint Standing Committees on Appropriations and Financial Affairs.
- City of Augusta - The City of Augusta is responsible for overall land use planning and zoning regulations for the City, including lands within the Capitol Area. As a result, there is an overlap of regulatory control with the Capitol Planning Commission. The City also includes the Capitol Area within its Growth Management Plan.

There is currently no agency, commission or committee that is charged with comprehensive, cost effective planning for State facility needs, or with the management of those facilities. Individual agencies, left to their own resources, work as best they can to provide time-and cost-effective solutions to their individual needs. Capital spending and lease costs are incurred without systematic review. The Legislature, faced with incremental decisions, has no means to analyze or determine the best overall course of action.

## Planning and Managing the Capitol Area

It has become apparent in reviewing the current state of affairs for the Capitol Area that there are two fundamental functions which need to be better organized and administered in the future. One function is facilities planning and management; the second function is land use and design control.

To achieve this, the following steps are proposed:

- The Special Committee for the new Capitol Area Master Plan should be specifically charged with the task of assembling a comprehensive proposal for the cost effective provision for current and projected future State facilities needs within the Capitol Area. This will be the **Capitol Area Facilities Plan**.
- The Special Committee should complete a **Physical Master Plan** as part of the new Capitol Area Master Plan. This should include an Urban Design Plan to establish overall planning concepts, identify preferred building sites, and formulate transportation, circulation, and parking area priorities. Architectural and landscape design guidelines should be created. A Landscape Plan should be prepared, establishing the open space and circulation networks, siting future monuments, coordinating planning with Pine Tree State Arboretum, and forming landscape design guidelines. The Landscape Plan should also be coordinated with the Capitol Park improvement program.
- Along with the Facilities Plan, the Special Committee should be charged with the preparation of a **Management Plan**. This should include a Capital Improvements Program which establishes priorities, costs, and a financing plan.

- A Capitol Area Facilities Planning and Management Group should be created, either within the Bureau of Public Improvements or as part of a new agency or authority. This group will be directly responsible for the implementation of the facilities master plan and the ongoing management of facilities. All Capitol Area capital expenditures would be reviewed, approved, and administered by this special group.
- The limits of the Capitol Area regulated by the Capitol Planning Commission should be changed and substantially enlarged to contain all affected State properties in the Capitol Area, as well as appropriate nearby land areas which contribute to the quality of the Capitol Area.
- The rules and regulations governing the Capitol district should be reviewed, and amended to provide a clear set of guidelines that are in accordance with the new Master Plan.
- The Capitol Planning Commission should be adequately staffed and funded to provide for its important function.

## State/City/Town Relationships

The presence of State facilities in Augusta, Hallowell, and Gardiner have engendered much discussion about the impacts of the State uses on services and property tax revenues. While some services are provided by the State for its own needs (parking area snow plowing, for example), most other services are provided by surrounding communities (fire response, traffic control, for example). Because the State pays no direct taxes as a landowner, issues of equity and reimbursement for services have been raised.

As a major lease holder in these communities, the State contributes revenues through property taxes. As a result, State policy regarding a preference for ownership or leasing of facilities may effect the tax base.

In order to allow informed consideration of these issues by policy makers, the Management Plan could include a fiscal impact study to measure the relationship between the State and the local jurisdictions.



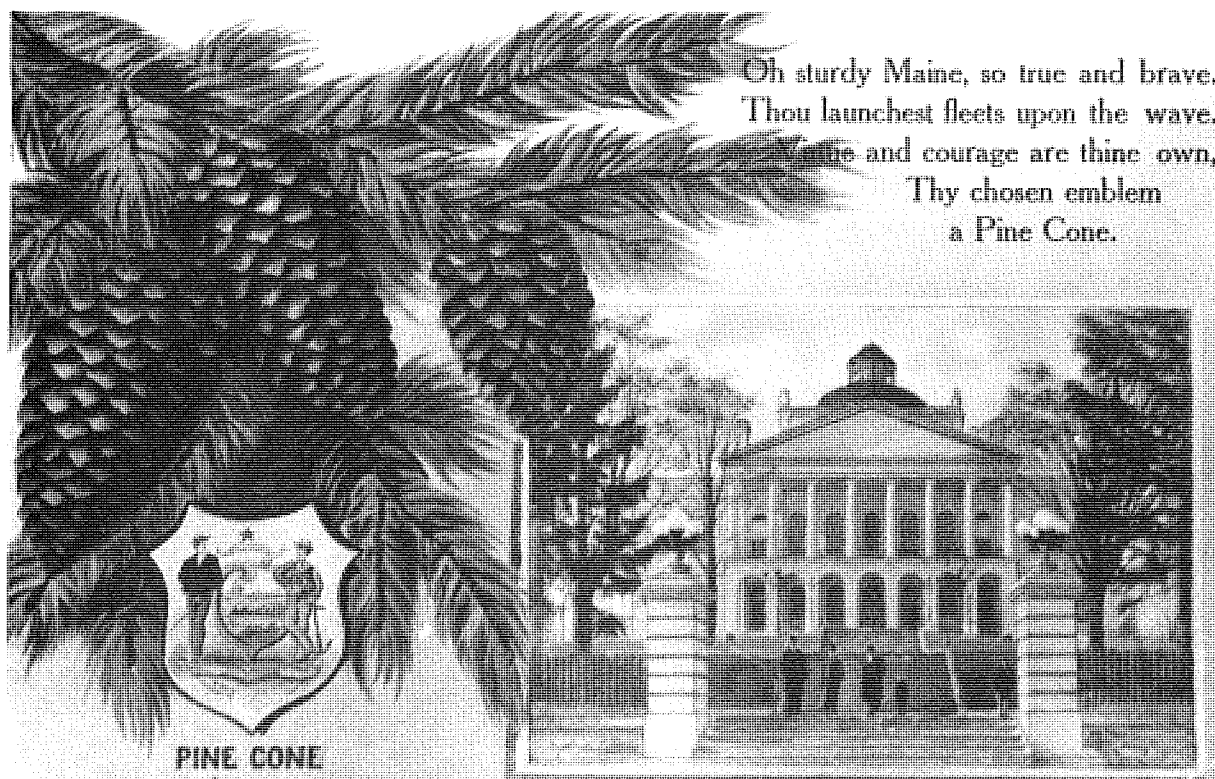
## 10. ACTION PLAN

### Master Plan Elements

In general the required elements of a comprehensive Capitol Area Master Plan are now evident. They include:

Facilities Plan - this plan will determine the space and overall organization requirements for a more effective operation of state government. The plan will address existing deficiencies, new and needed facilities, and location requirements.

- Physical Master Plan - the Physical Master Plan will describe the sites and phasing for future Capitol improvements, detail the infrastructure improvements that will be required, establish a transportation and parking plan, and provide an open space and landscape plan. A working model for planning and future use for the Capitol Campus will be built. A final element of this plan must be guidelines to coordinate the design of monuments and buildings.
- Management Plan - it is critical that a new administrative framework be established in order to implement and manage the master plan. Component elements of this management plan include assignment of responsibilities, the development of operational procedures, and new land-use regulations. The management must also include a detailed capital spending and financing program.



Postcard Circa 1908 Photo: Maine Historic Preservation Commission

To achieve this master plan, and to accomplish other important interim goals, the following list of actions are recommended.

<u>Action</u>	<u>Target Completion</u>
1. Budget Appropriations for completion of Master Plan to the Special Committee	June, 1991
2. Facilities analysis	September, 1991
3. Building condition analysis	September, 1991
4. Preparation of Draft Facilities, Physical, and Management Plans	March, 1991
5. Special Committee approval of all Plans	March, 1992
6. Revision of the Capitol Area Boundaries and Rules and Regulations	April, 1992
7. Legislative Review, Approval of Operational Expenditures, Capital Improvement Program	June, 1992
8. Vote on capital funding, if required	November, 1992
9. Begin Capital Improvement Program	January, 1993

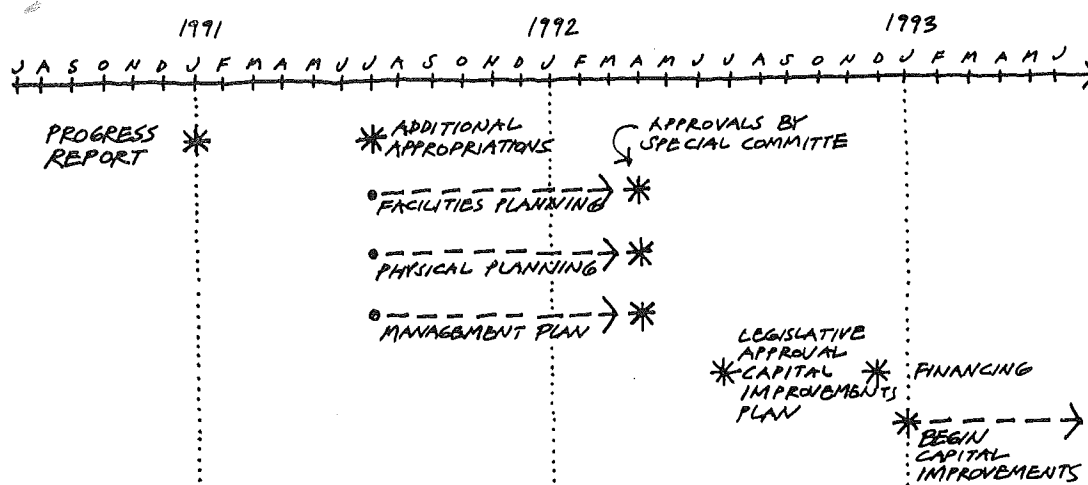
## Resources Required

An allocation of additional resources must occur in order for these actions to be implemented. In particular, several of the interim actions as well as the detailed technical master planning steps will require either staffing allocations within state agencies, or the allocation of funding for consultant assistance. The estimated resources which will be required include:

Facilities Master Planning			
Data Accumulation and Review	\$ 41,000		
Synthesis	\$ 34,000		
Report	\$ 24,000		
			\$ 99,000
Physical Master Planning			
Transportation	\$ 74,000		
Infrastructure	\$ 40,000		
Landscape Planning	\$ 41,000		
Urban Design and Coordination	\$140,000		
			\$295,000
Management Planning			
Capital Improvements Planning	\$ 75,000		
Management Plan	\$ 25,000		
			\$100,000
Ongoing Community Participation, and Moratorium Administration			\$ 23,000
Total Estimated Costs			\$517,000

## Schedule

The actions recommended by this report must occur within a reasonable period of time. The suggested sequence of events and required time frames necessary to complete the master planning process are noted in the following chart.



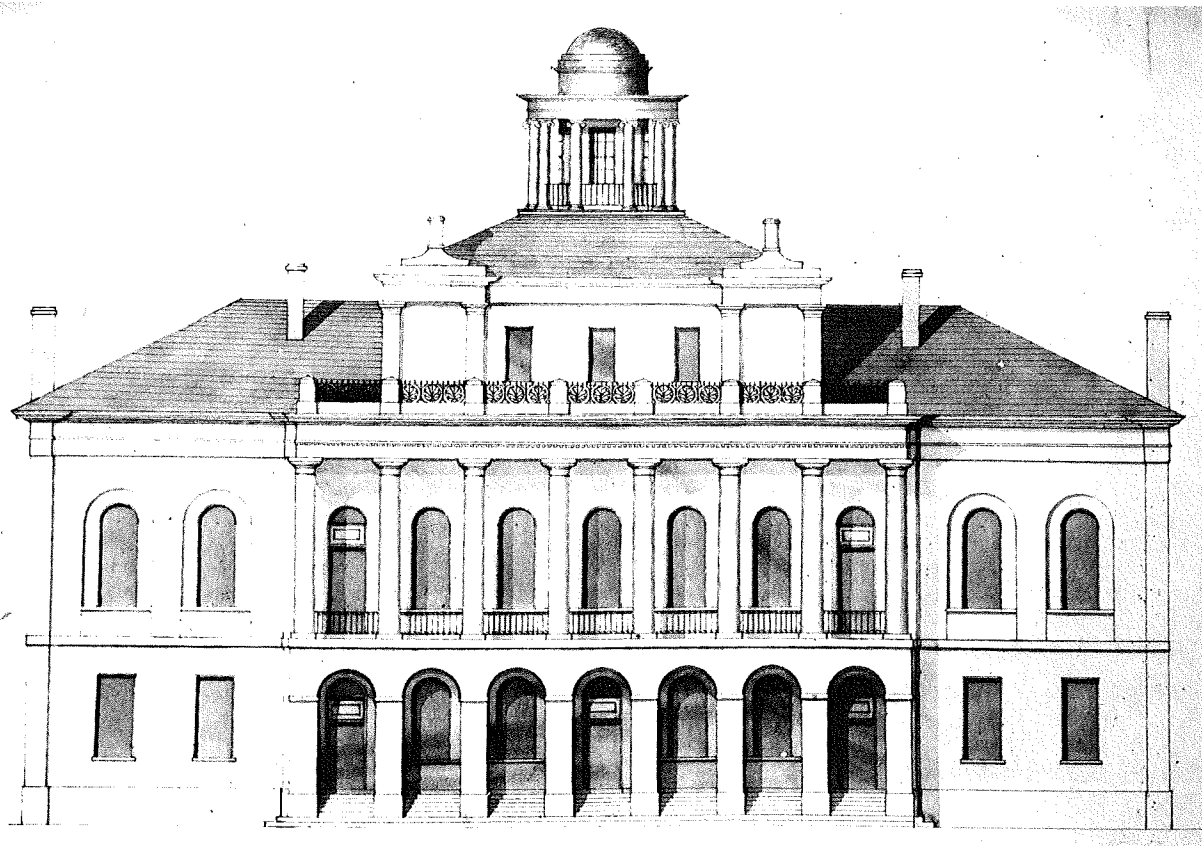




## CONCLUSION

The progress on the preparation of a new Capitol Area Master Plan has been substantial. As this report documents, a well-coordinated series of actions on the part of the Special Committee, State Agencies, Legislature and the Executive branch will be required in the coming months and years.

By following the specific actions proposed within this report, the broad outlines for a new master plan will be translated into a detailed blueprint for the future of the Capitol Area. The result will be a more cost-effective, better managed, and attractive Capitol campus that is fitting for the citizens of Maine.



*Elevation of the State House as Designed by Charles Bulfinch Photo: Maine State Archives*

# APPENDICES

## Appendix A. Special Committee Membership

Eleanor G. Ames  
Hon. William D. Burney, Jr.  
Michael Burns  
Hon. Beverly Miner Bustin  
Robert Carey  
Dale Doughty  
Richard J. Dumont  
Hon. Daniel B. Hickey  
J. Lionel Labbe  
Jamie Morrill  
Charles A. Morrison  
Jon Oxman  
Sue Plummer  
Sally W. Rand  
Stephen B. Rich  
May M. Ross  
John Royce  
Earl Shettleworth, Jr.  
Richard H. Silkman  
David S. Silsby  
Alden Small  
Henry Warren  
Hon. Daniel E. Wathen  
Frank Wood  
Joan C. Woodcock  
James W. Yarnell

## **Appendix B. Consultant Team**

### **CBT/Childs Bertman Tseckares & Casendino, Inc.**

Master Planning, Facility Planning and Urban Design

Anthony Casendino, Project Principal  
Charles Tseckares, Administrative Principal  
Steven Cecil, Project Director  
Tom Hotaling, Senior Facilities Planner  
Lois Goodell, Facilities Planner  
Clay Smook, Project Urban Designer  
Yves Rathle, Urban Designer  
Jennifer Warr, Report Preparation

### **Whitman & Howard Inc.**

Landscape Architecture and Civil Engineering

Dana Leavitt, Project Landscape Architect  
Steven Freedman, Project Engineer

### **T.Y. Lin International**

Transportation Planning

Robert Ballew, Principal in Charge  
Debbie Niemeier, Senior Transportation Planner

## Appendix C. Participants in Meetings, Interviews, and Work Sessions

Mike Adams	Assistant Commissioner, Department of Labor
Walter Anderson,	State Geologist
Elizabeth Armstrong	Deputy Commissioner, Department of Environmental Protection
John Atwood,	Commissioner, Department of Public Safety
Fred Bartlett	Director - Division of Engineering and Realty, Department of Conservation
Eve Bither	Commissioner of Education
William Burney	Mayor, City of Augusta
Lynn Butterfield	Records and Archives, BPI
Clair Chestley,	Mechanical Engineer, BPI
Dana Connors	Commissioner, Department of Transportation
Beverly Daggett	State Representative from Augusta
Richard Davis	Superintendent of Buildings, Department of Administration
Jim Dionne	Director of Administrative Services, Department of Labor
John Dority	Director - Bureau of Maintenance and Operations, Department of Transportation
Patricia Eltman	Special Assistant to the Speaker of the House
Norman Finley	Supervisor of Grounds, Department of Administration
Kathy Fuller	Assistant Planner, City of Augusta
Dale Glidden	Superintendent, Augusta Sanitary District
Marc Guimont	Director of City Services, City of Augusta
Ed Heath	Director of Planning, City of Augusta
Bruce Inch	Manager of Housekeeping Services, BPI
Leslie Jones	Director of Solid Waste, City of Augusta
David Jowdry	Director of Community Services City of Augusta
Cheryl Kelley	Chief of Space Management, BPI
Nancy Kenniston	Acting Commissioner, Department of Administration
Lionel Labbe	Member, Special Committee on the New Capitol Area Master Plan
Al LaClaire	Chief Electrical Engineer, Bennett Engineering Company
Hartley LaDuke	Director of Administrative Services, Department of Conservation
Marc LeDuc	Legislative Coordinator, Office of the Governor
Joseph Lindscott	President, Capitol Area Recreation Area
Ron Lord	State Purchasing Agent, Department of Transportation
Arvah Lyon	Assistant Bureau Director and Chief - Division of Professional Services, BPI
Dean Marriott	Commissioner, Department of Environmental Protection
Ron Martel	Associate Commissioner, Department of Mental Health and Mental Retardation
Sawin Millet	Commissioner, Department of Finance
Paul Miner	Director, Bureau of Planning, Department of Transportation
Rudy Naples	Deputy Commissioner, Department of Human Services
David Ober	Engineer of Location and Survey, Project Manager - Augusta Third Bridge, Department of Transportation

Claude Perrier  
Marion Pressley

Phil Rose  
Nathaniel Salfas  
Bob Smithson  
Russell Spinney  
Donald Sutter  
Paul Theberge  
Dick Thompson  
William Vail

Lynn Wachtel

Janet Waldron  
Donald Ware  
David Watson  
Steve Wilson

Executive Director, Maine State Retirement System  
William Pressley Associates, Consultant to State House and  
Capitol Park Commission  
Architect, BPI  
Staff Architect, BPI  
Deputy Secretary of State  
Deputy Commissioner, Department of Transportation  
Director of Capitol Security, Department of Public Safety  
Division 5 Engineer, Department of Transportation  
Deputy Purchasing Agent, Department of Administration  
Commissioner, Department of Inland Fisheries and  
Wildlife  
Commissioner, Department of Economic and Community  
Development  
Assistant Secretary of State  
Superintendent, Augusta Water District  
District Line Supervisor, Central Maine Power Company  
Executive Director, Pine Tree Arboretum

## **Appendix D. Chapter 60 of the Resolves of 1987**

### **STATE OF MAINE**

**IN THE YEAR OF OUR LORD  
NINETEEN HUNDRED AND EIGHTY-NINE**

**H.P. 1172 - L.D. 1626**

#### **Resolve, Concerning the Development of a New Master Plan for the Capitol Area**

**Emergency preamble.** Whereas, Acts and resolves of the Legislature do not become effective until 90 days after adjournment unless enacted as emergencies; and

Whereas, a new master plan is urgently needed to guide future development of the capitol area which is held in trust for the people of Maine; and

Whereas, this plan must serve as a blueprint for the future, recognizing reasonable growth with a commitment to protect and preserve our valued inheritance; and

Whereas, the district plan requires active participation from the highest levels of the city government and each of the 3 coequal branches of State Government to inspire the best usage and appreciation; and

Whereas, it is desired to select a master planner through a competitive search; and

Whereas, a special committee is necessary to oversee the selection of the master planner and the development of the first new master plan for the capitol area in 20 years; and

Whereas, in the judgment of the Legislature, these facts create an emergency within the meaning of the Constitution of Maine and require the following legislation as immediately necessary for the preservation of the public peace, health and safety; now, therefore, be it

**Sec. 1. Committee established. Resolved:** That there is established the Special Committee on the New Capitol Area Master Plan; and be it further

**Sec. 2. Master plan; development. Resolved:** That work on the development of a new master plan for the orderly development of future state buildings, grounds and traffic routes in the capitol area of Augusta shall be initiated as soon as possible after the passage of this resolve; and be it further

**Sec. 3. Master planner. Resolved:** That a nationally recognized master planner shall be selected and engaged for the purpose of developing a master plan for submission to the Governor and the Legislature in accordance with this resolve. Selection of this planner shall be made by means of a competitive search with no geographic limitation for entrants. Members of the Special Committee on the New Capitol Area Master Plan shall participate in the screening of applicants and shall approve the selection of the master planner. The master planner shall take into consideration in the development of the new master plan other concurrent planning efforts within the capitol area; and be it further

**Sec. 4. Membership; appointment. Resolved:** That the special committee shall consist of the following 25 members:

A. One Senator to be appointed by the President of the Senate and one member of the House of Representatives to be appointed by the Speaker of the House of Representatives, both of whom represent the capitol planning district;

B. The Mayor of the City of Augusta or a permanent designee;

C. Four members of the State Capitol Commission appointed by the commission chair;

D. The Executive Director of the Maine Historic Preservation Commission;

E. The Director of the State Capitol Commission;

F. The chair and 3 additional members of the Capitol Planning Commission, one who lives in the capitol planning district, a city councilor representing the capitol planning district and a member-at-large;

G. A licensed architect appointed by the Governor from nominees proposed by the Maine State Board for Licensure of Architects and Landscape Architects;

H. The Governor or a permanent designee;



- I. The President of the Senate or a permanent designee;
- J. The Speaker of the House of Representatives or a permanent designee;
- K. The minority leader of the Senate or a permanent designee;
- L. The minority leader of the House of Representatives or a permanent designee;
- M. A permanent designee of the Chief Justice of the Supreme Judicial Court;
- N. Three public members who reside in the City of Augusta, one of whom is to be appointed by the Governor, one by the President of the Senate and one by the Speaker of the House of Representatives;
- O. The Director of the Bureau of Public Improvements; and
- P. The Commissioner of Transportation or the commissioner's designee.

All other agencies in State Government shall cooperate fully with the special committee and provide or develop relevant information upon request; and be it further

**Sec. 5. Chair. Resolved:** That the Chair of the Capitol Planning Commission shall serve as chair of the special committee and shall call the first meeting of the committee as soon as all appointments have been made. The chair shall call all subsequent meetings of the special committee; and be it further

**Sec. 6. Duties of the special committee. Resolved:** That the duties of the special committee shall be as follows:

- A. Oversee the competition for selection of a master planner who will develop a proposed new capitol area master plan and participate in all aspects of the selection process, including review of criteria for selection, screening and final selection of candidates for this role; and
- B. Provide assistance to the master planner in the development of the new master plan; and be it further

**Sec. 7. Committee report. Resolved:** That the special committee shall present a progress report no later than January 1, 1990, to the Governor and the Legislative Council. This report shall describe the progress of, and any recommendations proposed by, the special committee. The committee shall submit a

preliminary report that includes a workplan for completion of the master plan to be transmitted to the Governor and the Legislature no later than April 1, 1990. This report shall include a cost estimate sufficient to complete the detailed design of the master plan, and any necessary implementing legislation. The committee shall submit a final report that includes the detailed design of the master plan and any necessary implementing legislation to the First Regular Session of the 115th Legislature, no later than January 15, 1991; and be it further

**Sec. 8. Staff. Resolved:** That the special committee shall be authorized to hire staff who shall work under the direction of the chair. Additional assistance from the legislative staff may be requested from the Legislative Council; and be it further

**Sec. 9. Compensation. Resolved:** That all members of the special committee, except the employees of State Government, shall receive reimbursement for travel and other necessary expenses upon application to the Executive Director of the Legislative Council. Members of the special committee who are Legislators shall receive the legislative per diem as defined in the Maine Revised Statutes, Title 3, section 2, for each day's attendance at committee meetings; and be it further

**Sec. 10. Review of construction, sale or lease. Resolved:** That notwithstanding any other provision of law, with respect to state-owned land within the City of Augusta, no state agency may sell, grant, lease, transfer or otherwise convey any real property, engage in any construction of any new facility or any substantial addition to an existing structure, or establish any new public ways or widen any existing way abutting such state-owned land until the Legislature has approved a new master plan. Exceptions for hardship may be granted only if a specific exemption is recommended by the master planner and approved by a 2/3 majority of the membership of the special committee. Exceptions for the Secretary of State may be granted by the Legislative Council. This section is not intended to prohibit state agencies from entering into leases as lessees of space and facilities to carry out their mission; and be it further

**Sec. 11. Acquisition of land. Resolved:** That the Department of Administration shall ascertain, on the most favorable terms possible, the costs associated with the acquisition of certain parcels of real estate in the City of Augusta, more particularly described as follows:

Parcel 1

Apparent owner: Upper Ganneston Development Corporation

Lots 21 through 75, inclusive, of Upper Ganneston Park Subdivision, being a subdivision located in Augusta, County of

Kennebec, State of Maine, and being recorded in the Kennebec County Registry of Deeds on March 8, 1989, as File Nos. E-89049 through E-89055, inclusive.

Parcel 2

Apparent owner: Sumner H. Lipman

"Reserve lot," so-called in the northeast of Upper Ganneston Park Subdivision, as more particularly described in the deed from Lipman and Gall Real Estate to Sumner H. Lipman, dated February 19, 1989, and recorded in Kennebec County Registry of Deeds at Book 3500, Page 232.

The Department of Administration shall submit a report to the Legislature on its findings concerning acquisition of both parcels of land described in this section prior to January 1, 1990; and be it further

**Sec. 12. Appropriation. Resolved:** That the following funds are appropriated from the General Fund to carry out the purposes of this resolve.

**1989-90**

#### **ADMINISTRATION. DEPARTMENT OF**

##### **Public Improvements - Planning - Construction - Administration**

All Other

**\$90,000**

Provides funds to contract with a master planner to provide assistance to the Special Committee on the New Capitol Area Master Plan. These funds shall not be expended for this purpose until the special committee has voted to approve the selection of the master planner. The Bureau of Public Improvements shall prepare a detailed budget for the expenditure of these funds and submit it to the special committee for review and approval no later than September 1, 1989. Any expenditures which deviate from the approved budget shall require an affirmative vote of the special committee. The Bureau of Public Improvements shall provide the chair and members of the special committee with a report of expenditures to date at least monthly. These funds shall not lapse but shall carry forward to June 30, 1991.

**DEPARTMENT OF ADMINISTRATION  
TOTAL**

\$90,000

**LEGISLATURE**

**Special Committee on the New Capitol  
Area Master Plan**

All Other

\$10,000

Provides funds to hire one staff person on a contractual basis and for the meeting, advertising and printing costs of the special committee. These funds shall not lapse, but remain in this account until expended for the purposes described.

**LEGISLATURE  
TOTAL**

\$10,000

**TOTAL APPROPRIATIONS**

\$100,000

**Emergency clause.** In view of the emergency cited in the preamble, this resolve shall take effect when approved.