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GOVERNOR'S TASK FORCE ON STATE BUILDINGS

FINAL REPORT

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December 1990

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**GOVERNOR'S TASK FORCE
ON STATE BUILDINGS**

FINAL REPORT

Prepared by:

Governor's Task Force on State Buildings
William R. Morrish, Chair

December 1990

JAN 17 1991

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EXECUTIVE SUMMARY

Governor Rudy Perpich officially appointed the Task Force on State Buildings on April 4, 1990. Chaired by William Morrish, Director of the University of Minnesota's Design Center for American Urban Landscape, the task force was comprised of fifteen individuals including local and State elected officials and real estate, legal, design, and construction professionals. The task force members gave generously of their time and expertise, meeting as a full committee six times and, additionally, a number of times in subcommittees.

The strategic goal of the task force was to determine ways by which the state's acquisition and management of facilities (both owned and leased) might be improved in order to:

- maximize the efficiency of the operation of State government;
- provide a work environment for State personnel of appropriate quality;
- minimize the long term costs associated with housing State government;
- integrate State facilities within the context of neighborhoods, cities, and metropolitan areas with attention to image, aesthetic urban design, and infrastructure issues; and
- maximize the convenience of access to State facilities to the Minnesota taxpayer, both from the perspective of the elected officials and community leaders who do business with the State and the clients receiving State services.

Much of the work of the task force was conducted in three subcommittees:

Urban Design Subcommittee -- chaired by William Morrish and dealt with land use, symbolic image, and transportation issues. The subcommittee recommended categorizing State buildings and facilities as ceremonial, background or support, and prioritizing the proximity of the buildings and functions to the Capitol. Other urban design issues reviewed by the subcommittee included the Capital City Concept, the Capitol Area boundaries, ties between the City of St. Paul and the State Capitol, and transportation issues, including Light Rail Transit.

Program Subcommittee -- chaired by Duane Thorbeck studied current and future space needs, existing department locations, and interdepartmental relationships. The primary recommendations of this subcommittee were an outline for a project management process which is based on a Facilities Advisory Board which would establish the standards for all State buildings and an outline for a standards manual describing spatial and quantitative criteria for State facilities. The subcommittee studied at length past and current processes by which agencies submit capital funding requests in order to recommend a new process.

Finance and Implementation Subcommittee -- chaired by Gene Haugland dealt with financing modes of acquisition, planning coordination, and legislative review issues. The subcommittee studied the Department of Administration's proposed policy of increasing facilities owned by the State and in the alternative, recommended a case by case financial analysis of the relative desirability of leasing or owning. Requests were sent to all fifty states for information on their approach to State facilities, and the responses were studied by the subcommittee. Generally, Minnesota appears positioned to assume a leadership role in facilities acquisition and management. The subcommittee recommended that the State be provided with more flexibility in acquiring facilities by the addition of lease-purchase and long term lease authorities, as well as flexible construction delivery methods such as design-build and construction management.

The full task force met initially to review the current situation relating to the state's facilities, subsequently to receive the reports of the subcommittees, and finally to edit and to finalize drafts of this report. The task force also was presented with several reports, including: Dan Cornejo, director of Planning and Economic Development for the City of St. Paul, who presented a planning scheme called the Capital City concept; Jack Brown, director of facilities for the State of Washington, who presented the design-build approach employed by their State; and Richard Faricy, a local architect retained as a consultant to the Capitol Area Architectural and Planning Board, who presented their work on expansion into the east Capitol area.

The task force and subcommittees generated an abundance of ideas that were broad in scope and significant in impact relating to the improvement of the state's approach to facilities. As the meetings progressed, a consensus emerged that the major change needed was to modify the state's decision making process for all buildings. Rather than making specific standards and locational recommendations, the report of the task force describes a structured process that if implemented by the Governor and Legislature, will lead to superior quality in future decisions. The potential benefits in better management of the state's multi-billion dollar capital assets will more than offset the relatively minor increases in administrative costs resulting from the implementation of these recommendations.

The report of the task force is influenced heavily by five concepts that are central to its recommended process.

- First, the State should expand significantly its long range planning efforts for facilities. This will enhance the state's ability to achieve its strategic goals.
- Second, a facilities advisory board should be formed which will participate in the development of the statewide comprehensive master plan, establish standards, and review projects for compliance for all State buildings.
- Third, a fair market rent should be charged to all agencies for their use of facilities in order to establish equitable access to quality space, to improve and adequately maintain existing facilities, and to motivate the efficient use of space by the agencies' administrations.
- Fourth, the State should increase its flexibility in leasing and ownership alternatives, as well as construction delivery methods. Properly managed, this will lower the total cost of facilities to the State.
- Fifth, the State should strive for excellence in the functional, aesthetic and symbolic quality of its buildings and grounds with appropriate consideration of cost and value.

FINAL REPORT OF THE TASK FORCE

Administrative Changes

This portion of the report that follows is presented in three sections. The first describes the **objectives** the task force adopted. The second summarizes the **fundamental concepts** that drive the process recommended. The final section describes the **recommended process** for the State to follow when making facilities decisions. The process is described on a conceptual level. Many parts of this process are already in place; other parts reflect recommendations of the task force.

Objectives

The focus of this report is on office space for State facilities in the Twin Cities metropolitan area. Many of the recommendations have broad applicability to office buildings around the State, other State buildings, and the capital budgeting process.

Five major tactical objectives are addressed through these recommendations:

- to provide the Executive Branch and the Legislature with more comprehensive decision making tools by associating personnel related costs and space costs in the same budget document;
- to motivate each agency to manage its space as effectively as it manages its people and other resources by modifying the operating and capital budgeting process;
- to create a mechanism to judge the economics of State space needs in the context of the local market;
- to facilitate the more complete integration of data and communications among State agencies;
- to create amenable urban places and better physical working environments for State personnel which insures a lasting legacy of high quality construction and a positive image of the State Government for employees, clients, and visitors.

Fundamental Concepts

There are several fundamental concepts that strongly influence and shape the process described in this report. These concepts are increased reliance on planning, establishment of a market-based rent for State agencies, and broad flexibility in delivery methods.

Planning is the cornerstone of the facilities decision making process. Necessary planning will include the creation and maintenance of a master plan, the establishment of State wide standards, and assistance for State agencies in implementing planning efforts. Planning also will occur in each of the agencies. Each agency will share responsibility for planning; specifically, their responsibilities will include preparing a projection of their growth requirements along with their financial plan.

The introduction of market based rent for all State facilities is another central element of this plan. In essence, each State agency will pay fair market rent for the office space they occupy. The rent charged will cover not only the operating expenses associated with occupancy, but also a net rent that will reflect the value of the property occupied. All agencies will pay rent, whether they occupy space leased from private building owners, recently financed State owned buildings, or State owned buildings without financing.

The final concept is maximizing flexibility in delivery methods. This concept is fundamental to the ability to manage the process and includes the flexibility to select lease or ownership alternatives on a case by case basis. The task force recognized the previous Department of Administration reports and proposals to increase ownership of State office facilities as a matter of policy, and recommended that, nevertheless, the decisions respecting ownership and acquisition be considered on a case by case basis. The State is currently authorized to lease space for the short term, purchase existing buildings and land, and build new buildings utilizing the design-bid-build process. The addition of lease-purchase and lease with an option to buy alternatives for the State is recommended. Also, it is recommended that the State be able to enter into long term leases (longer than 5 years), although this recommendation includes the requirement that long term lease payments be counted essentially as State indebtedness. Finally, it is recommended, with assurance of adequate competition, that the State be permitted, where appropriate, to use such construction delivery techniques as design-build and construction management.

Recommended Process

The process outlined in this report is described from a management perspective. Several points of legislative involvement are suggested. The degree of legislative control might be reasonably increased or decreased while continuing the same structural approach to making office space and other facility decisions.

This report describes a pragmatic approach to making space decisions. It incorporates some things already being done well by the State, suggests enhancing other activities, and finally, recommends changes to improve the entire decision making process.

The first step in this process is the **creation of a planning mechanism**. The planning will occur under the Commissioner of Administration and may be accomplished by the creation of a Facilities Planning Division, cooperation among existing divisions, utilization of outside consultants, etc. The concept is most clearly extrapolated by assuming the creation of a separate Facilities Planning Division. Ultimately, the Commissioner will determine the organizational structure. For ease of presentation in this report a separate division is assumed (see Exhibit 1). It will draw upon resources from the Building Construction Division, Real Estate Management Division, the Intertechnologies Group and the CAAPB. It will be headed by an individual trained in urban planning and with preferably both public and private sector experience. The Facilities Planning Division will have the following responsibilities:

Comprehensive Master Plan

The Facilities Planning Division will prepare a long range (12 year) master plan outlining standards for building classification, land-use organization, urban design guidelines, and site selection criteria for all new construction and renovation of existing facilities. The master plan will be periodically updated to project growth in State facility needs and inventory of available buildings owned by the State, leased by the State, land owned by the State, and land potentially available for acquisition. The division may be provided with a limited fund for the acquisition or optioning of strategically located land or

buildings identified as priorities in the master plan if they become available within a time frame that does not accommodate the capital budgeting process. The division will coordinate and integrate its master plan with existing area plans such as the Capitol Area Architectural and Planning and other institutions. Initially, the comprehensive master plan may be prepared by a task force of legislators, administrators, and appropriate constituent groups. The master plan will be reviewed by the Facilities Advisory Board (a newly formed advisory board which is described on page seven of this report) and approved by the Governor and the Legislature. The master plan will be updated and resubmitted every two years.

Standards

The division will assemble a manual for spatial, quantitative, qualitative and design performance standards (see Exhibit 2). The facilities program standards will include an outline for preparing a facility program by the agency; assemble or develop policies on such matters as quality, energy efficiency, pollution control, etc.; assemble or establish design criteria appropriate to site locations; and establish budgetary and financial standards. Design standards will emphasize that State facilities should be a symbol of the state's pride and common wealth, and should harmonize with local and regional environmental, cultural and historic assets. The percent for the arts program should be included for all major renovation and new construction projects. It will be the goal of the Facilities Planning Division to eventually bring all State facilities, whether leased or owned, into reasonable conformance with these standards. The standards will provide reasonable guidelines for the housing of State government and will not represent a rigid ideal that precludes the utilization of existing office inventory. Standards will be reviewed and refined periodically.

State agencies will be able to request exceptions to the standards. Projects seeking exception to these standards shall be reviewed by the Facilities Advisory Board whose advise will be forwarded to the Facilities Planning Division and Department of Administration.

Rent

The division will establish fair market rent levels for all existing and proposed State office facilities. The concept of fair market rent, as recommended by the task force, is that the full value for the utilization of State owned assets (for example, an office building) should be identified and charged to the agencies. The real estate industry customarily defines this as "net" rent, and the agencies would, in addition, be charged for operating expenses. (Operating expenses for State owned buildings would not include property tax payments. The task force considered payments in lieu of property taxes to local governments, but concluded that this issue was beyond the scope of this report.) This will lead to a more efficient use of space by agencies, create equity between agencies, and reflect the full cost of utilizing the state's building assets. The fair market rent charges to agencies would be phased in over a reasonable period of time and could initially be accomplished by increasing the agencies' budgets by an amount equal to their increased rent. In an imputed rent approach, it must be realized the "rent" must then be used for facility purposes, such as to fund additional planning, to maintain and renovate existing facilities, to fund facility or land acquisition or to make debt service payments. The rents charged will be a function of cost and market information. A computer data base system should be used for cost budgeting. The concept of charging rent for the utilization of State assets other than facilities should be studied.

Infrastructure

The division will take into consideration infrastructural planning issues in the selection of office locations. Additionally, the State will work to develop a comprehensive transportation management program for the State Capitol Area and its employees to reduce the demand for surface and structural parking fee rates, to mitigate traffic congestion, and to reduce pollution. Alternatives to automobile commuting will be promoted, including car and van pooling, Light Rail Transit, etc.

Community Interface

The division will communicate and cooperate with the neighborhoods, cities, counties, and the Metropolitan Council regarding the location and impact of their State offices. State facilities should be "good neighbors," welcomed additions and enhancements to the general public domain and specific community. Pedestrian access should be provided to adjacent support areas such as restaurants, shopping, and entertainment. Of special importance is the relationship between the State Capitol Area and the City of St. Paul. This reciprocal relationship has been promoted by city officials and the CAAPB utilizing the concept of St. Paul as the Capital City.

Function/Priority

The division will categorize the various functions of individual agencies and prioritize their proximity to the State Capitol. It will prepare a detailed list of those agency functions which need to be located within the Capitol Area and those functions which can be located in St. Paul or in other locations around the metropolitan area and State. For example, ceremonial State functions will be housed in monumental office buildings located on the Capitol Mall. Staff Agencies should be housed in office buildings located within one to two blocks of the Capitol, and so on.

Multi-Agency Co-Location

The division will consider the forecast needs of the agencies and propose co-location where appropriate, with sensitivity to the agency's mission. For example, the co-location of three agencies governing higher education might be addressed by the division and the Facilities Advisory Board. An important motivation for the co-location of all or parts of several agencies is the convenience of one-stop shopping for State services.

Technology

The state's dependence on sophisticated technology is increasing every year. The division will cooperate closely with the Intertechnologies Group to assure delivery of individual facilities capable of supporting today's and anticipating tomorrow's technologies. They will also address a Capitol Area technology infrastructure which may include fiber optic networks, centralized computing, enhanced communication systems, building control and energy management systems, security systems, etc.

The costs of specific planning carried by the Facilities Planning Division, such as programming, budgeting, design and construction will be charged back to agencies. Agencies may use in-house personnel and resources for programming and budgeting. Agencies seeking facility planning, design and construction shall work within existing processes for the selection of outside consultants such as design competition for buildings in the Capitol Area. They shall participate in the selection of those consultants. The division will establish policies relating to

the compensation of consultants, considering uniformity across agencies, comparable market fees, and adequacy in terms of the scope and complexity of the project.

Each agency will continue to update its six year budget biennially. The only change to these budgets will be the incorporation of fair market rent for all office space used. This rent component will include operating expenses and a net rent factor reflective of the quality and location of the facility. The fundamental motivation for charging agencies fair market rent, even in facilities that are owned by the State, is to have the true costs relating to the building assets employed by an agency reflected in that agency's budget. Reflection of the full costs of the building's assets employed by an agency will present better information to executive and legislative decision makers. Over time, the full cost approach should motivate the agencies to make more efficient decisions relating to the utilization and maintenance of owned and leased space. The rent levels will be established by the Facilities Planning Division for each agency.

When a State agency contemplates any changes to its facilities, the agency will work with the Facilities Planning Division to determine the total costs of available alternatives using, for example, the TAPS program developed by GSA. The financial analysis should take property taxes into account, as well as other financial ramifications upon local governments. Based on the standards, locational constraints, and financial analysis developed by the Facilities Planning Division, the State agency will identify a preferred location. The Facilities Planning Division will assemble agency requests into projects consistent with the master plan.

The second step in this process is the **creation of a Facilities Advisory Board**. This board will function statewide much like a planning commission at the city government level. For example, the members of this advisory board may include four legislators (the chair and ranking minority members of the House Appropriations and Senate Finance committees or their designees), four gubernatorial appointees (preferably representatives selected from the Minnesota Society of Landscape Architects, the Minnesota Society of the American Institute of Architects, the Building Owners and Managers Associations, organized Labor, the Associated General Contractors, the Minnesota Society of Professional Engineers, the American Society of Heating and Refrigeration Engineers, and the Council of Engineering Consultants) and a senior executive branch official (lieutenant governor). The staff will come from the Department of Finance, the Facilities Planning, Real Estate Management, and Building Construction divisions, and the Capitol Area Architectural and Planning Board.

The Facilities Advisory Board will review the master plan, the standards, and all projects statewide proposed by the Facilities Planning Division. After the Facilities Advisory Board has completed its review, the agency will present its recommendations to the Department of Administration, who will forward it to the Department of Finance. This package will include not only the personnel costs and rents, but also the agency's share of any recommended facility with related capital expenditures. The Department of Finance will evaluate the Facility Advisory Board's funding proposals and integrate them within the state's financial plan.

During its investigation, the task force discovered the lack of an effective advocate or ombudsman for the general upgrading of many existing substandard State offices through increased maintenance, renovation, and development of new projects or for facility ownership vs. rental. At present time the needs of the executive branch have been bypassed by the request for other State facilities, such as education, and projects with defined advocacy groups, e.g., the History Center or Judiciary Building. The task force felt that in the interim a special advocacy group should be formed representing executive branch needs and interests in the development of the comprehensive master plan, in the formation of the new Advisory Board and at the Legislature. In the long-term the possibility of the Facilities Advisory Board

becoming that advocate group should be studied, since the formation of a new planning process and review procedures should lessen the necessity for a special advocacy group.

An important element of this process is that there be a reasonable estimate of the cost of the capital projects in an agency's budget request. An effort should be made to attain a standard such as plus or minus fifteen percent for projects that have received preliminary planning analysis. This analysis may be conducted by the Facilities Planning Division utilizing a computer data base budgeting system, expert personnel within the agency, or outside consultants. It is intended that the spatial, quantitative, qualitative, design, and site standards be uniformly applied to the needs of the agencies in order to estimate the total cost of the capital project. This should be accomplished on a cost effective basis. Agencies may find the service of outside consultants particularly helpful for the estimation of the cost of unique, specialized facilities. The important aspect of this planning effort is that the administrative and legislative decision makers have sufficiently reliable information.

Once prioritized by the Department of Finance, the budget package will go to the Governor for recommendations. Upon the Governor's approval, the budget package will be submitted to the Legislature for action. After the Legislature has enacted and the Governor has signed the budget bill, the funded agency will take the lead in implementing the approved actions.

The Real Estate Management Division will be responsible for negotiating and entering into leases with private building owners, the acquisition of office buildings, and lease/purchase agreements. The Division of Building Construction will manage new construction and will cooperate with the Real Estate Management Division where remodeling is involved. The agency may recommend the preferred delivery system to the Commissioner of Administration. Alternative delivery systems include design-bid-build, design-build, and construction management. The Division of Building Construction will have the responsibility of carrying out the architectural, landscape architectural and urban design criteria outlined in the design standards manual, with assistance when needed to assure appropriate functional aesthetic quality for all State facilities with the exception of the Capitol Area, where the Capitol Area Architectural and Planning Board will have this responsibility.

In the event the Governor recommends or the Legislature funds only part of the budget package proposed by the agency, the agency will return to the Facilities Planning Division for assistance in modifying the facilities plan to meet the budget. If the Facilities Advisory Board had recommended the original plan, the agency will return to the board with the modified plan.

The task force recommends this pragmatic, structured approach to facilitate the decision making process, recognizing that the process will evolve and improve.

Urban Planning and Urban Design Changes

The following text is organized into two sections. The first section describes the task force's **recommendations regarding urban planning and design**. The second section describes the **urban planning and design principles and background discussion** which further expand upon these recommendations and describes the physical implications of the policy recommendations outlined in the first section.

Recommendations

The task force spent many hours discussing ways in which to improve the process of planning, funding and constructing State buildings and grounds. Within this dialogue the issues of: design quality, image, site selection, and fitting State buildings properly into the context of a community and neighborhood, were thought to be of equal importance. In fact, it was agreed that the commitment to effective collaborative planning, and sound innovative funding strategies for the development of new and renovated State buildings should be reflected in the final physical product. This concern led to two primary urban planning objectives:

- All State buildings and grounds should symbolize effective and creative utilization of State resources and be meaningful and amenable additions to the state's public domain and commonwealth.
- All State buildings and grounds should be planned and designed to fit into the adjacent community context and to enhance linkages and supportive resources located within the community.

These objectives are encompassed in two categories of urban planning concerns: 1.) general urban planning and urban design principles for all State buildings and grounds, and 2.) principles focused towards specific planning and urban design issues of the State Capitol Area. Following are recommendations grouped into these two categories:

1. Planning and urban design recommendations for all State buildings and grounds

In cities and communities, the above principles typically are generated and managed by a city planning department, through the development of a comprehensive master plan. Many cities extend these principles through the creation of an urban design framework plan. It is the function of these plans to provide a "road map" from which local government can allocate funding to specific projects without losing sight of the whole and to utilize effectively local resources. If used properly the comprehensive master plan can provide a long-term framework, a physical vision of possible impacts, and a point of reference between public policy and capital budgeting. Therefore:

- a. The State should develop a long-range comprehensive master plan that outlines facilities standards, building classifications, land-use organization, urban design guidelines and site selection criteria for both new and renovated existing State office buildings. The comprehensive master plan should be approved by the Legislature and signed by the Governor.
- b. The State should establish a central planning function, with adequate staffing and funding to produce and manage short- and long-term

planning and urban design efforts such as coordination between State and local agencies, assessment of existing State owned developments, identification of future development needs and potentials, and evaluation of project proposals.

- c. All State office buildings should symbolize the state's pride and commonwealth, as well as enhance the general public domain and specific community.
- d. The State should consider the use of design competitions for key State buildings, such as department headquarters located outside the Capitol Area.

2. Planning and urban design recommendations for buildings and grounds within the State Capitol Area

- a. The State should continue its policy of design competitions for the selection of design professionals for all buildings within the Capitol Area.
- b. The State should continue the work of the CAAPB, to build upon the 100-year investment in the Capitol Area by expanding the comprehensive master plan and urban design development framework, which should integrate funding plans and facility programming. It should outline :
 - an assessment of how the existing State-owned and privately held land within the Capitol Area can be effectively used for current and long-term State office building needs;
 - a facility master plan which seeks to consolidate appropriate State functions within the Capital Area defined by Statute 15.50 and the Capital City;
 - an identification of those State government functions with locational requirements that need to be located within the Capitol Area and those which should be located within the Capital City and elsewhere based on planning reports from individual agencies and departments;
 - a phasing strategy that ultimately locates all appropriate State office buildings within the boundaries of the Capitol Area;
 - the continuation of the CAAPB's emphasis on planning and urban design potentials of the Capital City concept, especially the development of view corridors, boulevards and the location of State buildings;
 - the continuation of CAAPB planning policies and urban design guidelines that encourage pedestrian activity between buildings in the Capitol Area and into adjacent neighborhoods, especially along Cedar Street from the Capitol to downtown St. Paul; and

- the development of a comprehensive transportation management program for the Capitol Area and its employees, to reduce the demand for surface and structured parking, to mitigate traffic congestion and to reduce pollution. (The program should evaluate the proposed station location for Light Rail Transit and its service adequacy for Capitol needs given future development growth on the east side of the Capitol area.)

Background Discussion

General planning and urban design principles for all State buildings and grounds:

Symbol of the Commonwealth

Even the simplest and most utilitarian building the State might construct should be thought of as being a symbol of the State and its citizenry. The role and function of State buildings is not only to house services and functions of government, but to serve as basic building blocks in the making of amenable and memorable public places. To many visitors touring the State, these buildings and grounds are the key landmarks that form an image of Minnesota as a place. For citizens who utilize and pass State buildings and grounds daily, the buildings should reflect our "common " wealth, as well as demonstrate the cultural, natural, historic and financial resources of the State.

Transportation and access

State buildings should be sited to provide convenient access to citizens. Accessibility is critical to effective and efficient delivery of government services. Building site decisions also should consider the transportation needs of employees and citizen visitors; buildings should be located near mass transportation systems, or grouped in such a manner that ride-sharing programs can be instituted. Primary State service buildings should be located so that the site can be accessed by public transportation. This is critical for such services as welfare and other social service agencies.

Classification of parcels, buildings and grounds

The State constructs many types of buildings and landscapes--offices, history museums, hospitals, prisons, parks, cultural centers and others. Each, though very different in function and need, shares a common theme as a symbol of our State and citizenry. The State should begin to classify the types of buildings and landscapes that it constructs and renovates. For instance, the buildings can be classified with regard to external community requirements such as urban planning, urban design, and internal programmatic requirements. Buildings and grounds can be classified as to uses and civic or ceremonial function, or identified as utilitarian support space, as spaces suitable for mixed-use projects or shared space; older existing buildings, such as old hospitals, might lend themselves to conversion into State correctional facilities. The State also should classify State-owned land into categories of sites available for future buildings and landscapes. It also should identify key parcels not owned by the State which might be important for future development.

Being a good neighbor

When the State plans any building or landscape it should be "a good neighbor." That is, the State should work with the local urban planning agencies in all communities, when contemplating a project. This can result in several benefits. Local neighborhood or community constituents might marshal local resources, contribute additional land, or

offer other incentives and linkages in their quest to make a more compatible and integrated project. Working with the local constituents, involving them in selection panels, planning workshops and other steps of the process will assist the State in implementing its projects. Viewing the site and State building as an integral part of the local context will result in buildings and grounds which are more responsive to the physical context, avoiding over-scaled, massive buildings that disturb the visual environment of the community.

Fitting State buildings into the urban context

State buildings are not isolated government islands in our urban landscape. The State should view its efforts as a contribution to development of the public domain of any community in which it builds. Planning for State projects should generate schemes that encourage pedestrian use in and around its buildings and to adjacent facilities and services in the surrounding community. This should be carried out through streetscape planning and design, open space development and amenable parking areas. In some cases the State should investigate the integration of non-government uses into their buildings, such as restaurants, convenience retail, cleaners, child care and other service functions that add to the vitality of the neighborhood. The State might consider developing public meeting spaces within buildings to be utilized by neighborhood groups and/or communities as an evening activity center for the community.

Planning and Urban Design principles for buildings and grounds in the Capitol Area

Two publications produced by the Capitol Area Architectural and Planning Board: History of the Minnesota State Capitol Area and Comprehensive Plan for the Minnesota State Capitol Area 1980-1990, describe an ongoing 100-year effort and investment by the citizens of the State of Minnesota to build a Capitol campus, starting in 1894 with the construction of a grand State Capitol, the great lawn and flanking buildings. Continuing on today with the construction of the Judicial Center, Minnesota History Center, various new memorials, and reconstruction of the I-94 freeway overpasses to the Capitol Area, the Capitol has become a rich public place, a domain of legislative debate, access to services, business development, culture, history and commemoration.

Dispersed versus consolidated Capitol

Currently this long and historic evolution is at a crossroads. Up to this point, growth in the Capitol Area has focused on building a centralized campus for State government services and functions. Various forces are challenging this notion and are questioning whether the State should pursue other development patterns. Ideas range from consolidating all functions within the Capitol Area boundary, to adopting the Capitol City concept of placing buildings within the Capitol Area and within Downtown St. Paul, to dispersal of State departments and agencies throughout the Metropolitan area (see Exhibits 3, 4).

The task force discussed these various options. The following is a composite list of planning and urban design factors organized into two categories. The first are those reasons given for the dispersed placement of State buildings. The second are reasons for a policy that consolidates uses in a central area.

Argument for dispersal of State office buildings:

- Reduced parking costs
- Increased availability of larger parcels to allow for future expansion at less cost
- Greater flexibility for the private sector
- Enhanced individual identity
- Reduced traffic and congestion in the Capitol Area and Capital City

Argument for consolidation of State buildings:

- Building upon past 100-year investment
- Strengthening a State symbolic center
- Increasing interpersonal contact between legislative, judicial and executive functions of government
- Providing "One-stop shopping," easy access to a comprehensive range of governmental services for local and out-State users
- Increasing ability to develop a comprehensive traffic management program for State employees, ride-sharing, mass transit subsidy and other programs in order to reduce travel costs, traffic congestion in and around the Capitol and metro area, air pollution and demand for costly parking structures
- Sharing utility and infrastructure costs
- Sharing area open space and pedestrian amenities
- Minimizing negative impact on residential development in surrounding communities
- Reducing costs, utilizing State owned land
- Increasing pedestrian activity
- Upgrading access to retail and commercial services

State Capitol Area

In a presentation to the task force, Dan Cornejo, director of Planning and Economic Development for the City of St. Paul, asked us to consider a planning strategy called the Capital City concept; it calls for collaboration between the City of St. Paul and the State to create an integrated urban fabric, through development of mixed use facilities, placement of State buildings in downtown St. Paul, improvement of open spaces and pedestrian linkages and coordinated transportation planning (see Exhibits 5,6,7,8). This concept raises several important planning and urban design opportunities.

View Corridors

Visual corridors linking the Capitol Building with downtown St. Paul (Cedar Street) and the Summit Hill District (John Ireland Boulevard) were proposed by Capitol architect Cass Gilbert as early as 1903. Equally important to Gilbert was the "window to the water" -- the view along the north-south axis from the Capitol to the Mississippi River and the High Bridge beyond. Enhancing these view corridors, which emphasize the importance of the Capitol as a vital landmark, should continue to be a priority urban design principle in the Capitol Area's Comprehensive Plan as it has been for the past two decades. Completion of the redesigned I-94 bridges in the near future will significantly improve the linkages of the Capitol Area with its St. Paul neighbors, especially at the Cedar Street and John Ireland Boulevard axes.

Capital City Boulevards

The city and State should continue to collaborate on development of capital city boulevards. The State should use these major streets to unify the

dispersed buildings of government and cultural resources into a coherent system of movement. The boulevards also should be designed to orient and direct visitors to the Capitol. John Ireland Boulevard, for example, links the St. Paul Cathedral, the new History Center, and the Department of Transportation with the Capitol. Cedar Street, although presently underdeveloped, is potentially a key pedestrian street linking the Capitol to the Mississippi River. Rice Street, Como and University Avenues offer opportunities for linking sections of St. Paul to the State Capitol as well as creating a framework for location of off-campus State buildings, and for non-State buildings to house organizations that need close proximity to the Capitol.

Joint Venture Planning and Development

The State and city should expand their joint efforts to other parts of the capital city. The Capitol Area is surrounded by several institutions, by the downtown core and by other neighborhoods of St. Paul. Meeting the common needs and problems of these areas adjacent to the Capitol Area could result in cost-sharing, cost-saving joint development efforts. For example, Ramsey Hospital east of the Capitol Area is expanding; so are its parking needs, as noted in CAAPB's East Capitol Area planning framework. State and hospital planners should investigate the feasibility of building joint parking facilities to meet the needs of both hospital and State employees more economically. Similarly, the City of St. Paul should recognize Cass Gilbert Park and the Capitol Mall as valuable additions to its open spaces system.

Statutory Changes

Statutory Basis for State Building Actions

In general, management of State property is centralized in the Department of Administration. See Minn. Stat. § 16B.24. The Department of Administration is also responsible for the "construction, alteration, or enlargement of all State buildings, structures and other improvements except highways and bridges." Minn. Stat. § 16B.31, subd. 1. Other statutes exclude the University of Minnesota, the Minnesota Zoo and the State University system. This includes the responsibility for approval of plans and specifications, advertising for bids and awarding all contracts, supervision and inspection of work and approval of changes and payments. Minn. Stat. § 16B.31, subd. 1. Minn. Stat. § 16B.31 subd. 2, makes clear that before plans for improving or constructing a building are undertaken or a contract for construction or improvement awarded, funds must be appropriated for that specific purpose. In fact, this statute makes it a criminal gross misdemeanor for the Commissioner or an agent to direct or permit any expenditure beyond that specifically appropriated.

Leasing of space for State purposes is covered in three sections of the statute. Minn. Stat. § 16B.24, subd. 5(e), provides for leasing of properties in the Capitol Complex, the capitol Square Building, the Health Building and 1246 University Avenue to other State agencies, with rent charged on the basis of space occupied. Minn. Stat. S 16B.24, subd. 6, provides for general rental of property necessary for State purposes. This is the section which indicates that leases must be for a period of five years or less, and subject to a cancellation upon thirty (30) days written notice by the Commissioner for any reason, except rental of other land or premises for the same use. For lands leased for the Department of Transportation, the mandatory 30-day cancellation provision only applies for leases over two years in length. No direct legislative oversight of leasing is provided, although this occurs indirectly in biannual budget reviews and, under this section, if the rental costs will increase by 10% or more per square foot or the total space under lease would increase by 25%, in any one fiscal year, the agency entering into the lease (not Administration) must consult with the chairs of the House Appropriations and Senate Finance Committees.

This section, Minn. Stat. § 16B.24, subd. 6, causes confusion about the authority to enter into longer than five year leases, and whether all leases must contain the cancellation provision. Both distinguish State leases from those typical in the market. This could cost the State money, although this is offset because the State is regarded as a blue-chip tenant. The cancellation clause may only mirror the constitutional requirement of not binding later legislatures, but if so, it could be more artfully presented to lessors. This section also requires consideration of vacant space in public buildings owned by other agencies (such as closed school buildings) and a preference for buildings with "historical, architectural or cultural significance" in any leasing decision. See Minn. Stat. § 16B.24, subd. 6(b) and (c).

Section 16B.31, subd. 6, establishes a program to rationalize State properties. This provides that the Commissioner of Administration, in cooperation with the Commissioner of Finance, shall:

- "(1) establish a State building classification system for State-owned buildings, with each class representing a different quality of building construction, to be incorporated into the capital budget format and instructions; and
- (2) create and maintain an inventory of all major State buildings and office space owned or leased by the State, including a classification system on the condition and suitability of each major building."

In addition, it requires the Commissioner of Administration to present to the Legislature a "supportable cost analysis," (what this includes is not explicitly defined) for the purposes of evaluating any State agency office proposal entailing:

- "(1) enter into a lease for more than 50,000 square feet or for more than five years;
- (2) enter into a lease-purchase agreement or an agreement to lease with option to buy property;
- (3) purchase an existing building; or
- (4) construct a new building.

This latter section would seem to authorize entry into lease purchase agreements for buildings, leases with an option to buy, and leases for more than five years, however the Task Force has been led to understand that the Department has been reluctant to embark on these types of activities, because they are not explicitly legislatively authorized.

Recommendations

The Task Force believes that the State should recognize the need for greater flexibility and comparative analysis in its space decision making. The concept of a "supportable cost analysis" should be defined to explicitly include evaluation of alternative approaches and pricing of options. More important, the statutes should explicitly authorize the Department of Administration, following reasonable analysis, to enter into longer term leases, leases with an option to buy, leases without cancellation provisions, and to explore more novel approaches to provision of buildings for purchase, including design-build. The State should also integrate designer selection and design controls in cases of lease purchase or lease with an option to purchase. The Task Force recommends a systematic rewriting of the Department of Administration statutes regarding building acquisition, development and leasing, to mandate a rational process.

- The statutes should require a regular annual report by the Department regarding all leased property which indicates its location, purpose, rent, term, any options to acquire, anticipated length of lease need and other similar factors. This will allow the legislature to evaluate whether too much property is being leased at too high a price or with inappropriate terms, given the expectation of continuous need, and whether it should direct more aggressive programs of acquisition, construction, lease purchase or other response.
- The facility advisory panel called for elsewhere in the report should be statutorily created, with per diem and staffing by the Department, and should have specific statutory responsibilities to review and advise the Departments of Administration and Finance.
- The executive office advocacy function should be addressed either in statute or through an interim group established by the Governor to insure an appropriate evaluation of new general purpose buildings.
- The term "supportable cost analysis" now in the statute, should be defined and broadened to require the case by case analysis on major space decisions this report

calls for elsewhere, including, explicitly, alternative approaches and life cycle costs of operation.

- Limitations on long term leasing and the requirement for a cancellation clause, both of which could result in less bargaining power and higher rents for the State, should be removed.
- The statutes should allow sale and lease back, lease with an option to purchase and other new approaches for space acquisition, subject, of course, to case by case budget approval.
- The legislature should consider a design-build approach for one or more projects in the future to determine if this is a desirable, cost effective and appropriate approach to provision of new buildings. It must be recognized that design-build requires a far more precise advance State programming effort and more State oversight.
- As the State uses sale and lease back, lease with option to buy, and design-build, it must integrate appropriate designer selection process with such approaches. The designer selection process and the CAAPB design competition process have generally performed well to increase the quality of design and provide a fair process.
- The legislature should authorize a process and funding source for key parcel acquisition in the Capitol area when such property becomes available between legislative funding cycles.
- The legislature should reconsider whether the current approach of dividing approval for planning and construction for capital budget building projects into two bonding cycles is wise. With the better data from the facilities analysis approach recommended here, a single approval would avoid post design second guessing.

EXHIBITS

Exhibit 1. Proposed Project Management Process

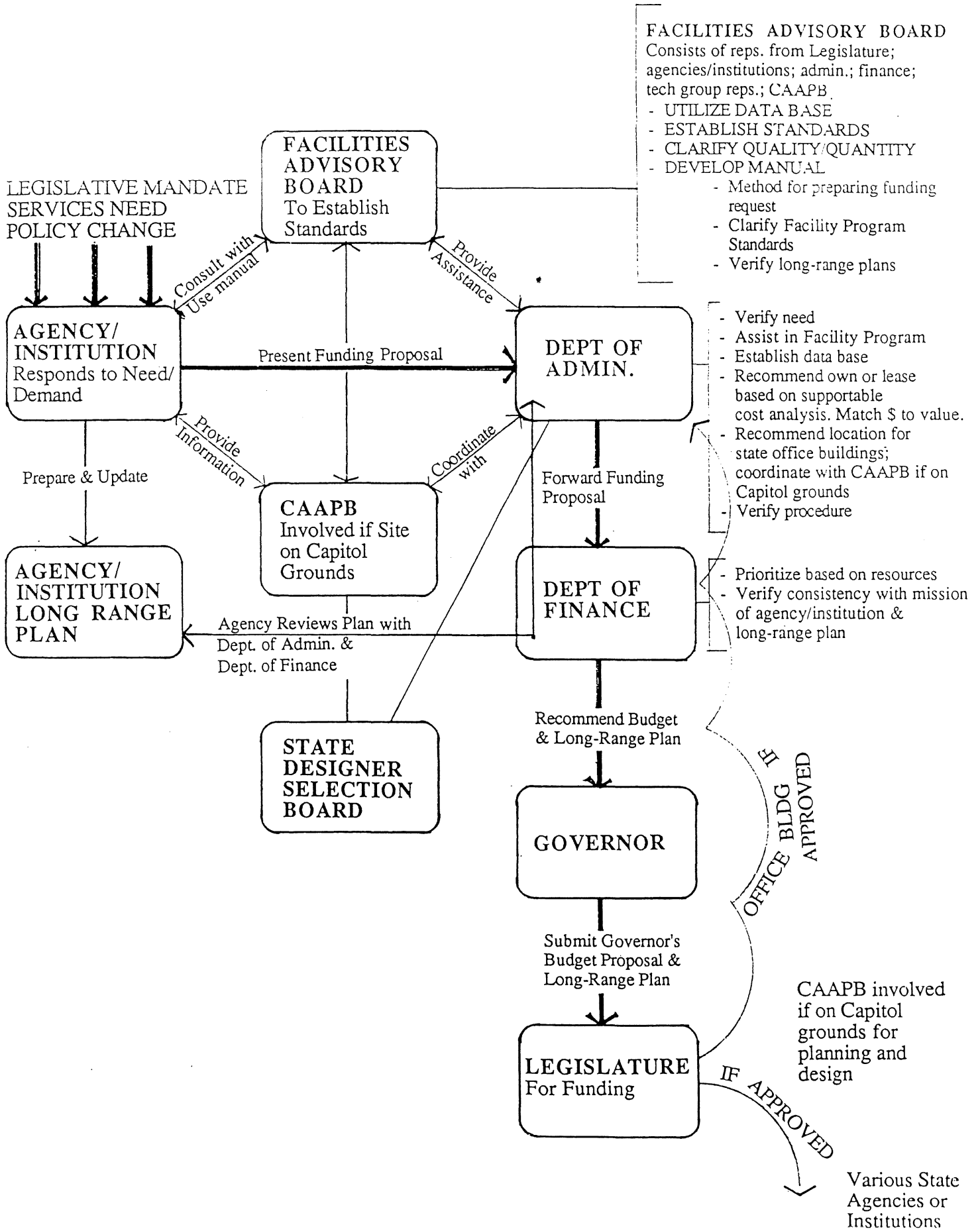


Exhibit 2. Standards Manual Outline

I. PURPOSE

Manual to establish methodology and standards for Agency or Institution funding requests to the State Legislature the differences between Agencies/Institutions and their needs (i.e. a Department of Public Safety laboratory is quite different from a University of Minnesota research lab). Manual will provide Agency/Institution with procedures and forms.

II. FACILITY PROGRAM STANDARDS

A. Outline for Preparing a Facility Program by the Agency/Institution

- relate to mission and long-range plan
- outline historical and general background of the request
- relate to priorities
- outline current status and need
- utilize space and performance standards consistent with those prepared by the Agency/Institution and approved by the Facilities Advisory Board
- utilize data base (SARA) established by Department of Administration for budget estimating

B. Relate to State Policies on:

- quality/design image
- energy efficiency
- pollution control
- handicapped accessibility
- health/wellness
- environmental protection
- material selection
- maintenance
- technology issues and future trends
- percent for art
- public space development

C. Incorporate Design Criteria Appropriate to the Site Location

- policy on monumental buildings on Capitol grounds
- policy on land use/transportation/parking
- coordinate with CAAPB if on Capitol grounds
- incorporate community concerns/urban design issues
- employee needs such as day care, health service
- public accessibility to government services
- relationship to other government services

D. Budget

- develop budget based on Facility Program with utilization of data base established by Department of Administration
- prepare supportable cost analysis for decision on ownership vs. lease vs. lease-purchase vs. design-build
- prepare budget and schedule with concept of legislative funding of total project at one time for design and construction unless modified by Facilities Advisory Board

E. Designer Selection

- Capitol Area Competition requirement
- Designer Selection Board involvement and composition

- owned buildings
- design/build, request for proposal preparation, and review of design proposals
- design quality for state buildings

III. APPENDIX

- A. Forms to be used for submitting funding request with identification of costs
- B. Method for supportable cost analysis for lease or own decision

Note:

Building Performance and Space Standards established by each Agency/Institution and approved by the Facilities Advisory Board should include issues such as the following...

Performance

- flexibility/adaptability standards
- material standards
- lighting/daylighting
- acoustics
- reflectance
- thermal
- control systems
- security
- communication
- furnishings and equipment

Space

- guidelines for accurately expressing the space requirements of the Agency/Institution
- guidelines for utilization of facility
- space standards and allowances for translating program activities into physical space

(Note: The University of Minnesota utilizes the "Minnesota Facilities Model" as a systematic method for evaluating the needs, condition and use of University facilities.)

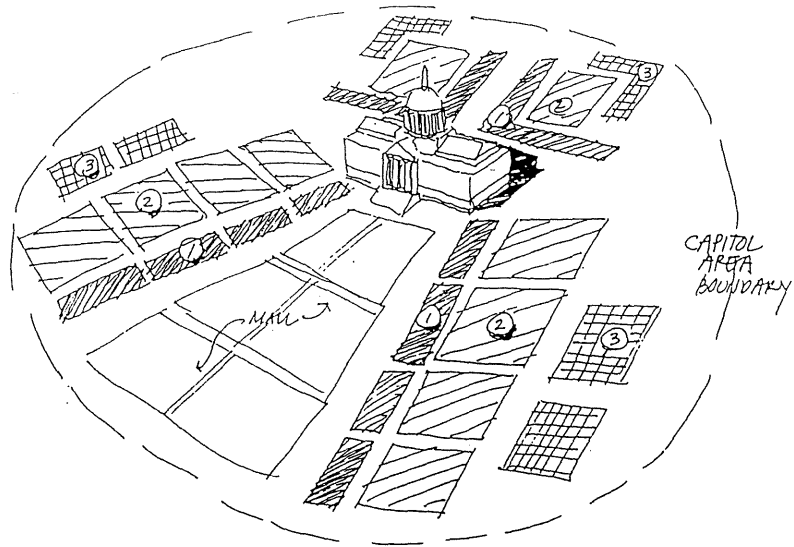
Maintenance

- guidelines and procedures for updating environmental systems
- guidelines and procedures for maintenance of exterior building surfaces: roofs, walls, windows, etc.
- guidelines and procedures for maintenance and improvement of landscape and grounds: parking lots, trees, walks, exterior lighting, etc.

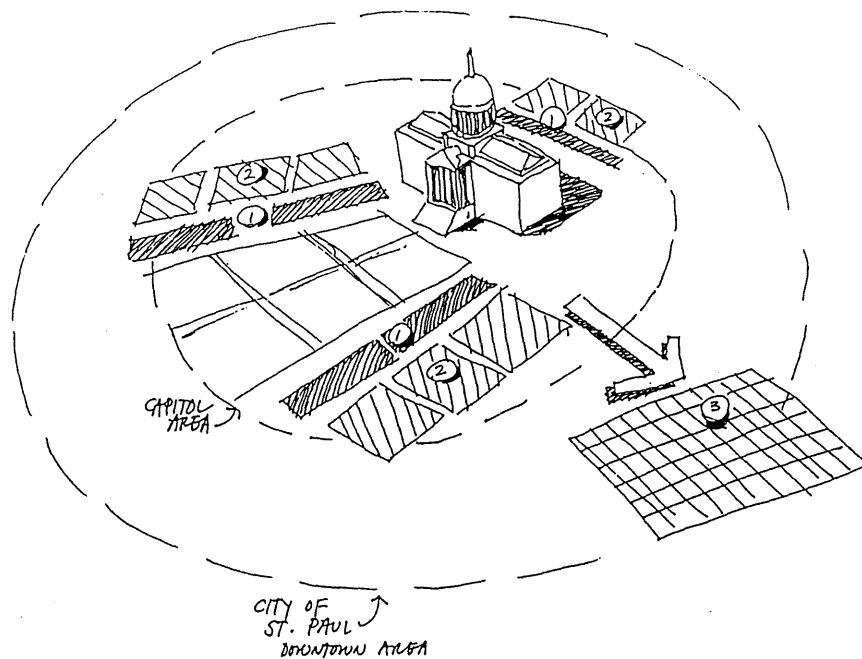
Note:

Adequate architect/engineering fees that are consistent with the complexity, scope and location of the project should be reviewed and established by the Facilities Advisory Board to achieve the quality expected by the State Legislature to maximize the useful life of the project.

Exhibit 3. Consolidated vs Dispersed

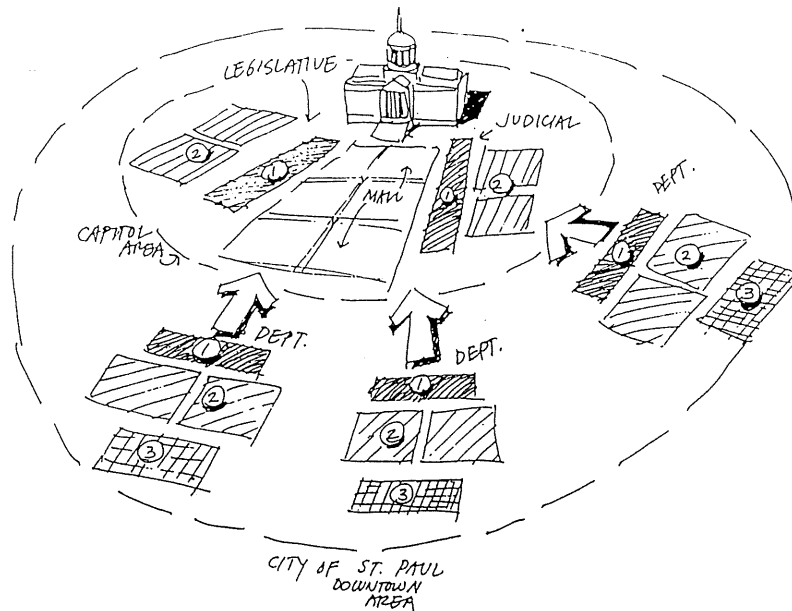


Consolidated Campus, all primary, secondary and tertiary facilities located in the Capitol Area, on the Hill.

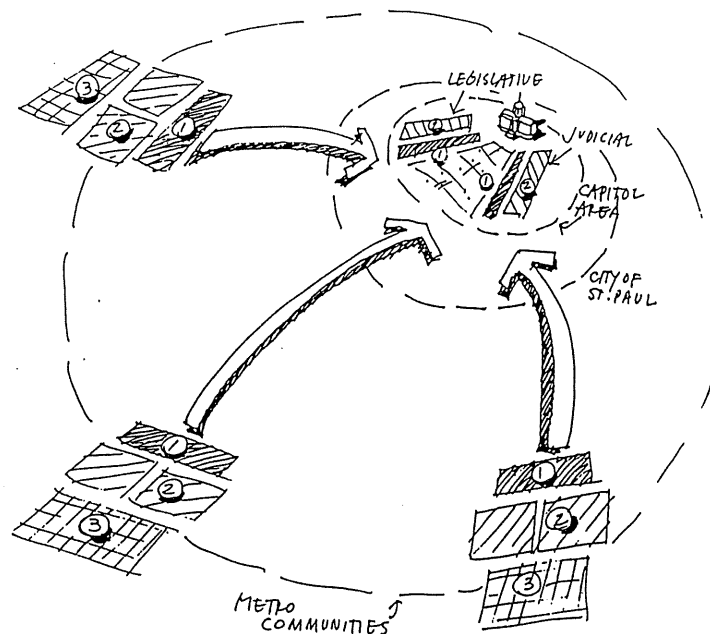


Consolidated/Dispersed, primary and secondary functions located on the Hill in the Capital area, and tertiary functions dispersed on sites in and around St. Paul and Capitol Area.

Exhibit 4. Consolidated vs Dispersed



Dispersed/Consolidated, primary and secondary judicial and legislative functions located on the hill, and government departments dispersed in and around St. Paul downtown and Capitol Area.



Metro Dispersed/Consolidated, primary and secondary judicial and legislative functions located on the hill and government departments dispersed in surrounding metropolitan communities.

Exhibit 5. Capitol Area: Urban Design Issues

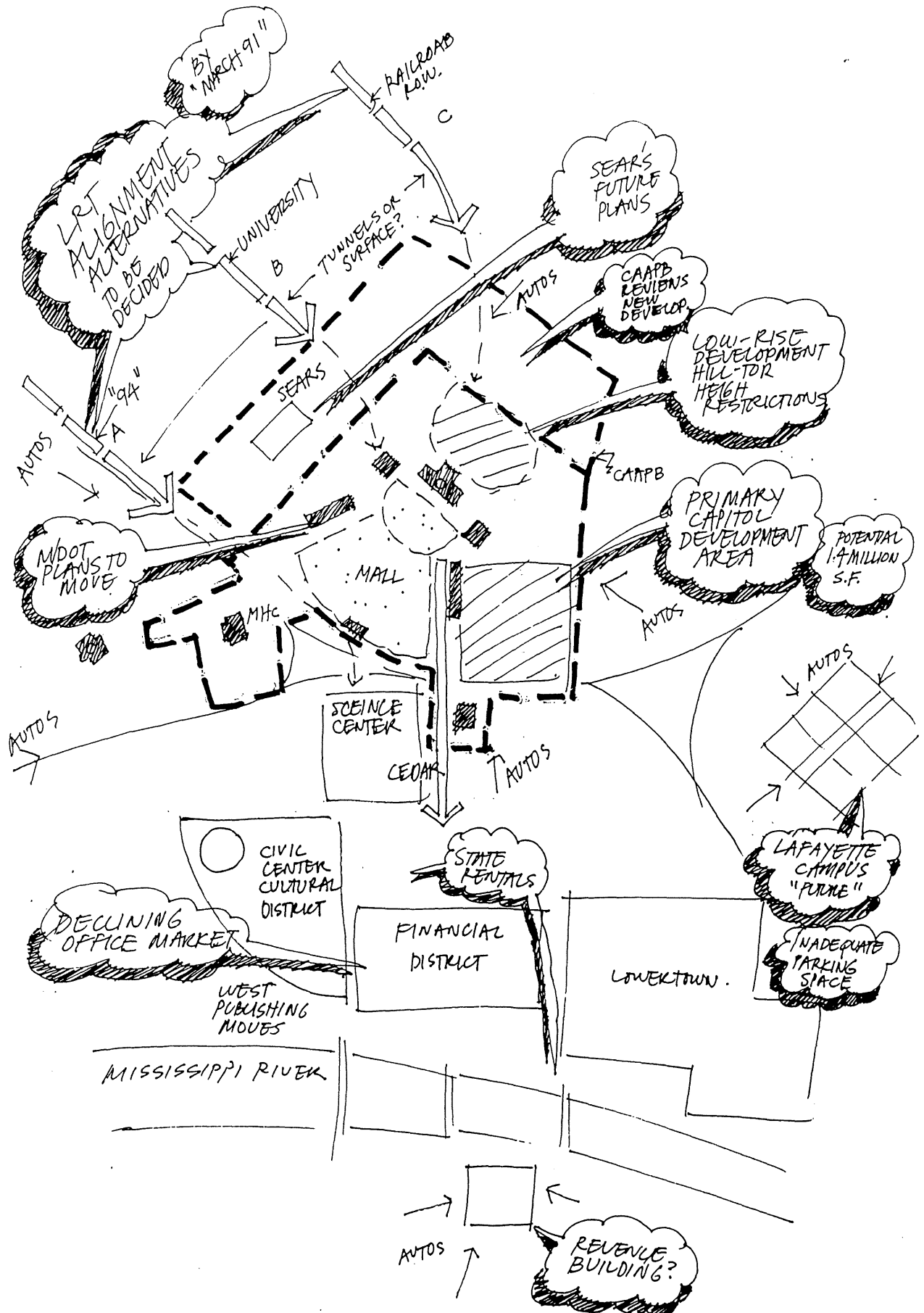
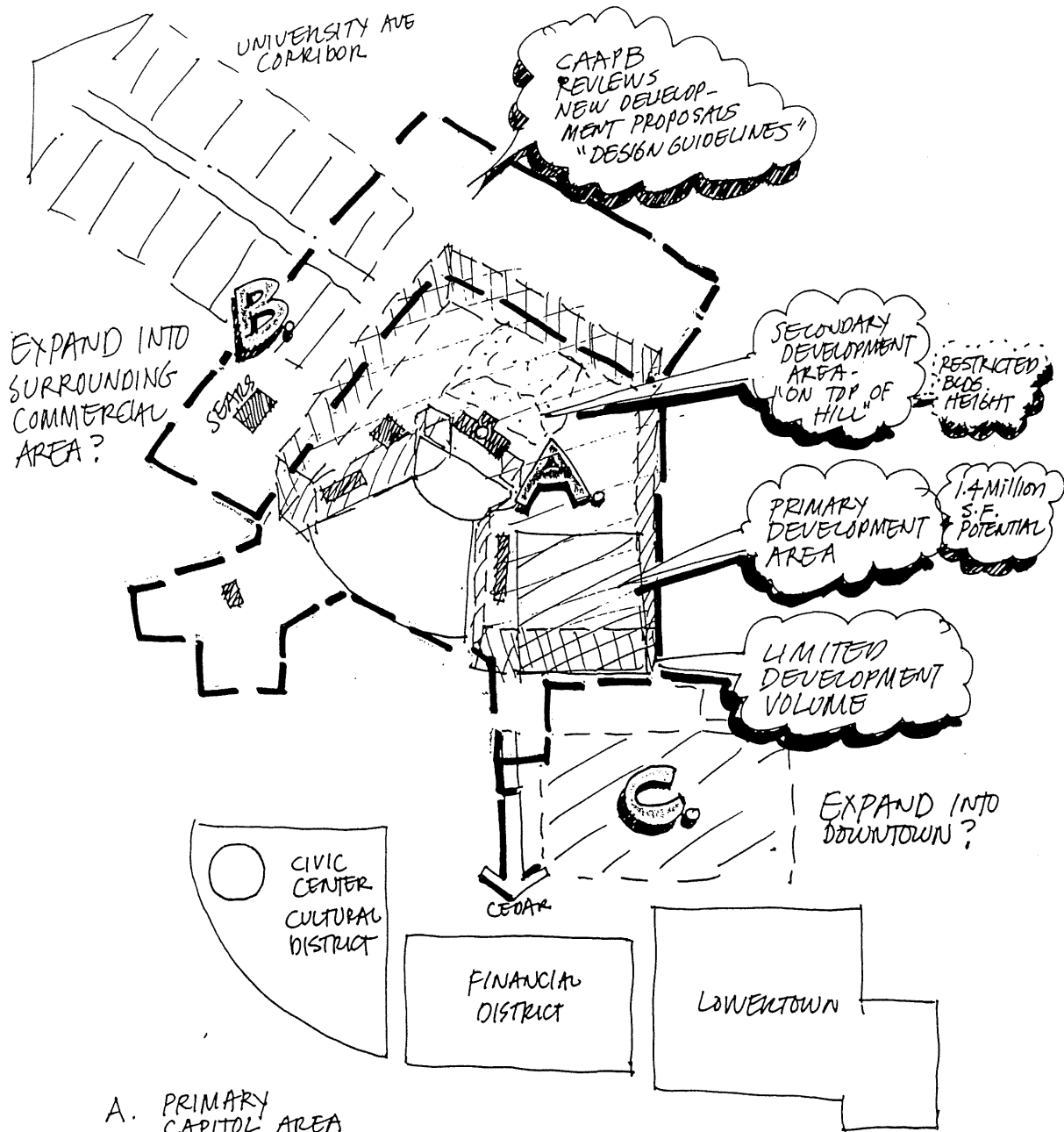


Exhibit 6. Capitol Area: Future Expansion Areas:



- A. PRIMARY CAPITOL AREA
- B. EXPANSION ZONE (WEST/NORTH)
- C. EXPANSION ZONE (SOUTHEAST)

Exhibit 7. Capital City vs Capitol Area

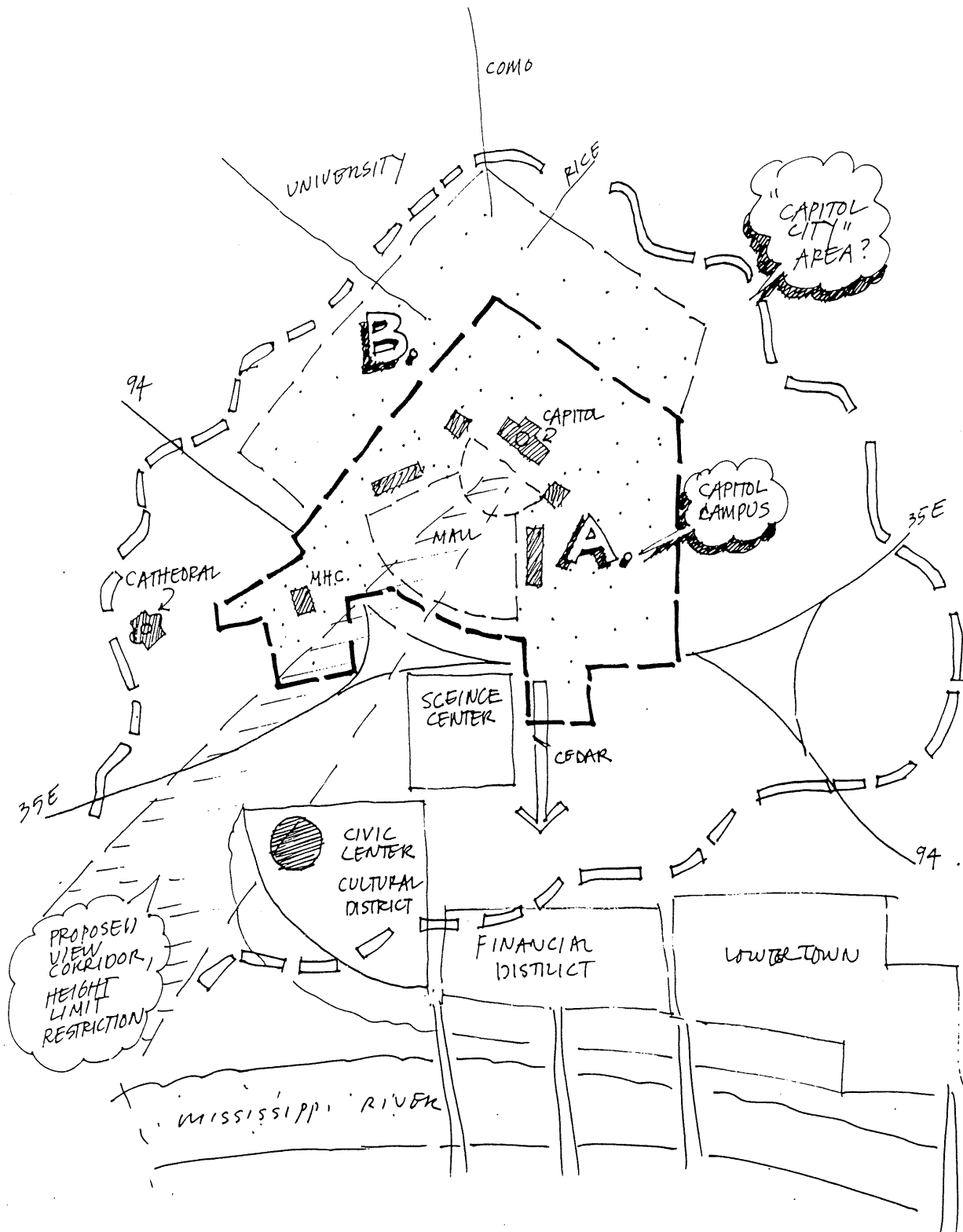
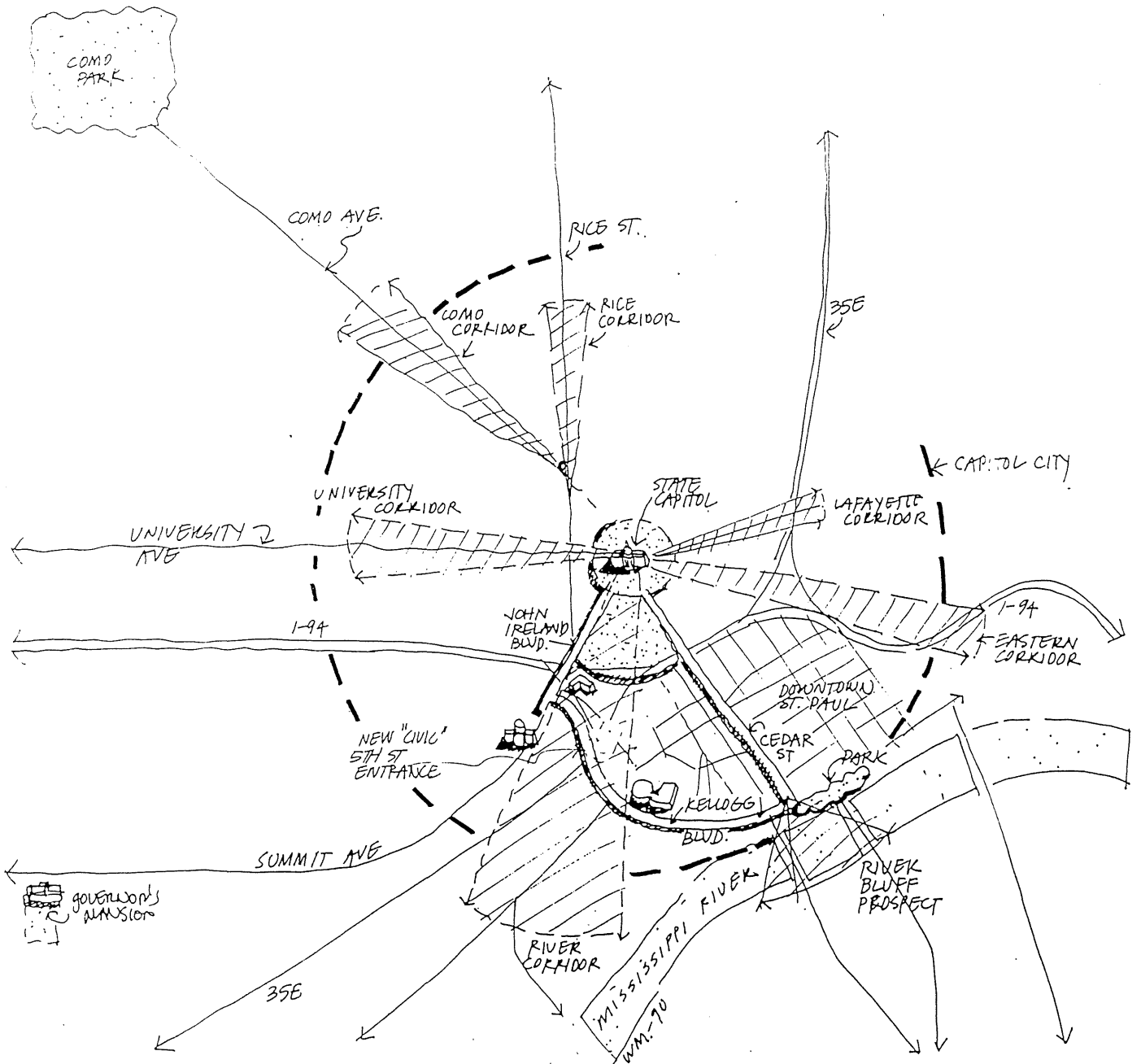


Exhibit 8. Capital City Concept: Views and Boulevards



BIBLIOGRAPHY

Governor's Task Force on State Buildings Meetings

May 3, 1990

1. News Release, April 3, 1990:
"Governor announces appointments to State buildings task force"
2. Agenda
3. Meeting Notes
4. Notes from Jim Pederson regarding State Buildings Task Force Charge
5. Summary of Leases Managed by the Department of Administration, Real Estate Management (REM) Division

May 24, 1990

1. Agenda
2. Meeting Notes
3. Proposed Work Schedule 1990
4. Committees Assignments
5. General Notes and Observations from William R. Morrish to Members of the Task Force

August 9, 1990

1. Agenda
2. Minutes
3. Finance & Implementation Committee Summary Status Report
4. Urban Design Task Force Presentation Outline and Drawings
5. Program Committee Report

September 20, 1990

1. Agenda
2. Minutes
3. Urban Design Committee Report
4. Program Committee Report
5. Dan Cornejo, Director, P.E.D., St. Paul presentation
6. Gary Grefenburg, Executive Director, CAAPB presentation

October 19, 1990

1. Agenda
2. Finance and Implementation Sub-committee
3. Program Committee Report: Project Management Process
4. Jack L. Brown, State of Washington
Presentation: "Design-Build Procurement"

November 20, 1990

1. Agenda
2. First Draft Review of Final Report
3. Minutes

Note: Legislative Committee present at meeting

Letters Submitted to Task Force

AFSCME

July 19, 1990

From: Pete Benner, Director
To: Commissioner Sandra Hale
RE: 1. accessibility of State offices to public transportation
2. availability of affordable parking

Department of Administration

August 31, 1990

From: James L. Pederson, Ass't. Commissioner
To: William R. Morrish, Urban Design Center, Director; Task Force, Chair
RE: James B. Dixon, Chief Executive Officer, St. Paul Ramsey Hospital

September 6, 1990

From: James L. Pederson
To: William R. Morrish
RE: Number of employees who work in St. Paul and where they live

Gene Haugland, Opus Corporation

October 26, 1990

From: Gene Haugland, Finance & Implementation, Chair
To: William R. Morrish
RE: Construction management process

Thomas A. Vecchi, Inc.

October 30, 1990

From: John Ivey Thomas, AIA; Finance & Implementation, Member
To: Gene Haugland
RE: Comments and observations

City of St. Paul

November 13, 1990

From: Lisa R. Clemens, Executive Assistant to the mayor
To: William Morrish
RE: Analysis of the Cost of Providing City Services to State-owned Properties
prepared by Intergovernmental Relations Office, City of St. Paul
draft dated October 16, 1990

Lowertown Redevelopment Corp.

November 20, 1990

From: Weiming Lu, Executive Director, LRC
To: William Morrish
RE: State's policies related to leasing versus construction and opportunities
for development in Lowertown

MSAIA

December 14, 1990

From: Gary J. Mahaffey, AIA, President
To: William R. Morrish
Re: Recommendations

News Articles

- October 11, 1987** *St. Paul Pioneer Press Dispatch*
"Capitol area awash in projects"
- May 29, 1988** *St. Paul Pioneer Press Dispatch*
"Mall redesign key to Capitol 'campers' face-lift"
- August 6, 1988** *St. Paul Pioneer Press Dispatch*
"State government building process needs a better blueprint"
- October 10, 1988** *St. Paul Pioneer Press Dispatch*
"State's needs touch off boom"
- March/April 1989** *Architecture Minnesota*
"A complex issue for the Capitol Complex"
- July 31, 1989** *Real Estate Journal*
"Off the mall in St. Paul"
- February 25, 1990** *St. Paul Pioneer Press Dispatch*
"End visual suffering: Fix Centennial"
- June 24, 1990** *St. Paul Pioneer Press Dispatch*
"Gopher-style transit a capitol idea?"
- July 22, 1990** *St. Paul Pioneer Press Dispatch*
"New bridges curb freeway's impact on Capitol"
- Winter 88/89** *Capitol Area Monitor*
"City/State Efforts Guide Capitol Area Development"
- May 24, 1990** *Minneapolis Star Tribune*
"Priorities of Legislature in funding building bill are bewildering"
- July 2, 1990** *City Business*
"Task force to determine future housing for State office"
- September 30, 1990** *St. Paul Pioneer Press Dispatch*
"State transportation department decides to let aesthetics take a ride in the back seat"

Material Submitted by Department of Administration
Governor's Task Force on State Buildings

- 1. Comprehensive Plan for the Minnesota State Capitol Area**
by the Capitol Area Architectural Planning Commission
dated August, 1970

This plan includes information regarding history, existing conditions, implementation and a summary.

- 2. Minnesota State Facilities Master Planning Process**
by the Facility Sciences Corporation
dated March 3, 1980

The executive summary includes an introduction, analysis, an economic impact evaluation and master plan recommendations.

A second document to this study includes an introduction, policy issues and considerations, a space inventory analysis, a projection of future requirements, an adjacency analysis, interior environments, alternative facility planning concepts, an economic impact evaluation and master plan recommendations.

- 3. Comprehensive Plan for the Minnesota State Capitol Area**
by the Capitol Area Architectural and Planning Board
adopted 1982

This plan includes information regarding history, present conditions and outlook, and a policy program.

- 4. Memo from Governor Rudy Perpich to Commissioner of Administration Sandra Hale regarding Capitol Remodeling, Agency Moves**
dated September 12, 1984

The memo includes information regarding the restoration of the State Capitol, co-location of State agencies and an executive Office Building.

- 5. Report to the Legislature on Policies and Costs of Leasing Space Versus Constructing New Buildings to House State Agencies**
by the Department of Administration; Management Analysis Division
dated March, 1988

This report includes an executive summary, an overview of the status of State office space utilization, a cost analysis, and conclusions and recommendations.

6. **Chronology of State Agency Consolidation/Relocation**
by the Department of Administration; Real Estate Management Division
dated July 18, 1988
updated February 2, 1990

This chronology includes a summary of significant activities relating to consolidation and relocation of State agencies over the last decade. The chronology also cites legislative reference associated with the activities.

7. **State Office Space: Options and Costs**
by the Department of Administration; Management Analysis Division
dated December, 1988

This report includes an executive summary, cost estimation procedures, a cost analysis for building alternatives, a summary and comparison of alternatives, policy considerations and action steps.

8. **Capitol Area Properties; Land Acquisition and Development Potential, An Overview**
by Lindberg Pierce, Inc., Architects
dated February 1, 1989

This overview provides an assessment of ten Capitol Area land parcels, including an inventory of each site's physical features, building potential and design context.

9. **Space Management Inventory**
by the Department of Administration; Real Estate Management Division
updated as changes in State owned space allocation occur

This inventory is a listing of State owned buildings under the custodial control of the Department of Administration, by floors and by agencies that occupy space in the building.

10. **Space Standards, Criteria and Guidelines**
by the Department of Administration; Real Estate Management Division
dated August, 1981

11. **Rules of Capitol Area Architectural and Planning Board**
by the Capitol Area Architectural and Planning Board
Effective January 5, 1982

These rules further the statutory purposes of M.S. 15.50 and govern the zoning and design of the Capitol area.

12. **Parking and Traffic Studies for the Minnesota Capitol Area**
by Strgar-Roscoe-Fausch, Inc.
dated 1985

Provides framework for parking and traffic circulation that addresses existing and future conditions in the Capitol area consisting of State-owned facilities as well as the adjacent Capitol fringe area.

13. The Public Buildings of the State of Minnesota: an Architectural Heritage

by the Minnesota Historical Society
dated 1986

Identifies buildings statewide that were constructed by and for the State prior to 1941, documents them architecturally and historically and provides a context for evaluating them in comparison with other State-owned buildings. Most properties determined as eligible for listing on the National Register of Historic Places were built more than fifty years ago.

14. Preservation and Planning Study for Public and Ceremonial Areas in the Minnesota State Capitol Building

by Miller, Dunwiddie Associations, Inc.
dated September 1984

Contains recommendations and guidelines for the revitalization of the public ceremonial areas within the Capitol.

15. University United - University Avenue Corridor Study

by Dahlgren, Shardlow, and Uban, Inc. and Maxfield Research Groups, Inc.
dated September 1988

16. Office Facilities Needs of State Government in St. Paul, Working Draft

by property Management Bureau, Department of Administration, State of Minnesota
April 1990

17. Legislative Building Commission reports to the Minnesota Legislature

dated 1957, 1959, 1961, 1963, 1965, 1967, 1969, and 1971

Contains agency requests for funds and recommendations by the Commission. The Commission studied and investigated the state's building needs, including current and future requirements of new buildings, the maintenance of existing buildings, rehabilitating and administrative offices, and exploring the methods of financing building and related costs.

18. Capital Budget Requests

dated 1977-1990

Contains agency requests for funds and recommendations of the Governor.

Prepared by Department of Administration
5/2/90

Material Submitted: CAAPB Planning Documents

rev. 5/24/90

1. CAAPB Comprehensive Plan 1980-1990; included History Center plan amendment (zoning and land use plans included; maps do not incorporate 1989 boundary amendment).
2. CAAPB Zoning Ordinance (1981)
3. MVVM Competition Documents (includes Design Framework) (1990)
4. Capitol Mall Competition Urban Design Framework (1986)
5. Summit Park Area Design Framework Study (1990)
6. Rice/University Design Framework Study (1990)
7. East Capitol Area Urban Development Framework Study (1990)
8. East Capitol Area Study (Preliminary) (1990)
9. Legislative Briefing Paper #1, Parking Needs Summary (1987)
10. CAAPC Study on State government space needs (1973)
11. Minnesota History Center: Site Assessment (1984)
12. Minnesota State Capitol: Preservation and Planning Study for Public and Ceremonial Areas (1984)
13. Minnesota State Capitol: Comprehensive Preservation Plan and Implementation Strategy (1988)
14. Capitol Area Master Plans: U of M Landscape Architecture Program (1985)
15. Minnesota's State Capitol Mall: Minnesota's Front Yard (1990)
16. CAAPB 1988-89 Biennial Report to the Governor and Legislature (1988)

Miscellaneous:

1. Base map showing revised (1989) Capitol Area boundaries
2. Base map showing proposed LRT routes: Capitol Area and Downtown St. Paul, with May 7, 1990, Michelson memo
3. Capitol Area Projects timeline chart (May 15, 1989)
4. Ms. "The Minnesota State Capitol Complex, the 1940s to the 1980s (Jo Blatti, 1987). [Reference copy; return when finished, please.]
5. *Capitol Area Monitor* Newsletter (Winter 1990)

Material Submitted Through Task Force State Search

The following list of material represents an effort by the Finance and Implementation Committee to survey planning and finance studies and/or processes now underway in territories and other states of the United States and provinces of Canada. The material has been forwarded to the Department of Administration, James Pederson's office.

National Association of State Directors of Administration and General Services 1989 Members Roster.

State of Arkansas

1. a letter describing the authorization of a new agency: "Arkansas Building Authority"

British Columbia

1. British Columbia Building's Corporation Annual Report
March 1990
2. British Columbia Buildings Corporation Act, Chapter 36
September 6, 1985

State of California

1. Department of General Services Five Year Capital Outlay Program
September 1989
2. Task Force Report:
State Office Building Construction Program Financing Study
November 1983

State of Delaware

1. Wilmington Space Planning Study
2. Real Estate and Equipment Acquisition Program (REEAP)

District of Columbia

1. "Space Acquisition Guide" draft

State of Florida

1. "Florida State Agency Office Ownership Versus Private Full Service Leasing: Cost Effectiveness Critique and Reanalysis
March 10, 1990
2. Department of General Services, Division of Facilities Management:
Bonded Building Program History
3. "Florida's New Design/Build Law for Local Governments"
by J. Michael Huey, Esq. and C. Scott Dudley

Guam

1. How To Do Business With the Government of Guam

State of Illinois

1. Operating Procedures
Department of Central Management Services Bureau of Property
Management
Revised 11/16/90

State of Mississippi

1. The Governor's Five-Year Mississippi Capital Improvement Program Fiscal Years 1991-1995
January 1, 1990
2. The Governor's Mississippi Capital Improvement Request Program --
Instructions

State of Missouri

no formal study

State of Montana

1. Summary letter regarding State of Montana's management of
administrative office space
no formal study

State of Nebraska

1. summary letter regarding State of Nebraska's management of
administrative office space--outlines recent development projects and last
formal study done in 1978 (not enclosed)

State of New Hampshire

1. Summary letter regarding State of New Hampshire's management of State
office space
2. "New Hampshire Code of Administrative Rules" -- leasing rules

State of New York

1. Procedure Manual for the Bureau of Leases--State relies primarily on
leasing to accommodate growth

State of North Carolina

no formal study--limited projection of office requirements was undertaken
several years ago in conjunction with a master planning effort for State
Government Center in downtown Raleigh

State of Oregon

1. summary letter regarding state's current efforts to define administrative
office space needs
2. Target Plan II--survey of State agency office space needs developed into 5-year
plan

Commonwealth of Pennsylvania

1. "Report of Projected Administrative Office Space Needs"--a chronology of
Department of General Services commissioned studies and reports from
1960-1973
2. summary letter noting:
 - a. "Minnesota State Facilities Master Planning Process"
prepared in 1980
by Facility Services Corporation, Beverly Hills, CA and
Hodne/Stageberg Partners, Inc., Minneapolis, MN
 - b. "The Acquisition of Public Building Space--Issues in Owning and
Leasing"
by Frank G. Mittelbach and Robert Fletcher
dated September 1972

Estado Libre Asociado de Puerto Rico

Mr. John V. Wood correspondence forwarded to Executive Director of
Public Buildings Authority
no response

State of Utah

1. "The Impact of Selected Construction Projects on Utah's Economy"
January 20, 1988
2. Central Services Complex Master Plan for The State of Utah
November 1989
3. Salt Lake Area Master Plan, State of Utah
4. Space Allocation Estimated for Salt Lake Area Office Facilities based on
Utah State Building Board--Five Year Building Program
January 1990

State of Virginia

1. Report of the Commission Studying Alternative Methods of Financing
Certain Facilities at State-Support Colleges and Universities, 1990.

State of Washington

1. Policy Statements from Department of General Administration Bureau of
Property Development Regarding:
 - a. Lease Development Projects
 - b. Lease Cost Work Sheet
 - c. Advertising for Space Acquisitions
 - d. Acquisitions and Disposal of Property
 - e. Evaluation of Proposals
2. Construction Processes: Design-Build and Design-Bid-Build
01/17/89
3. Design-Build Procurement
Washington State Facilities
4. Space Standards Manual State of Washington
November 30, 1988
5. State of Washington
Department of General Administration
"East Campuses Plus Program Design/Build Competition"
October 3, 1989
6. Draft Master Plan for the Capitol of the State of Washington
Executive Summary
7. Capitol Campus Master Plan and Strategy for State Facilities in
Thurston County: "Capitol City" recommendations.

State of Wisconsin

1. Policy and Procedure Manual
State of Wisconsin Building Commission
August 1990
2. Information Manual Assigning State Office Building Space and for
Leasing Property for State Agency Use
January 1986

State of Wyoming

summary letter: State of Wyoming is currently undertaking a space needs study

**Additional Material Submitted to
Governor's Task Force on State Buildings**

1. **Employees who work in St. Paul and where they live**
by the Department of Finance
dated June 13, 1990
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