



# 1 Introduction

## Background: Overview of the Capitol Square complex

- Previous Master Plan Initiatives

## Master Plan Study Overview

- Scope & Objectives
- Master Plan Subtasks and Methodology



Fig. 1-1 Existing Capitol Square complex



VIRGINIA STATE CAPITOL MASTER PLAN





The Virginia State Capitol Master Plan is the second phase of the Capitol Square complex master plan study led by Wallace Roberts & Todd, LLC (WRT). Phase I involved programming, design, and construction documents for the renovation of the Capitol building. WRT along with Hanbury Evans Wright Vlattas & Company finished the Phase I document in November 2002 to ensure that renovation of this historic building would be complete before the celebration in 2007 of the 400th anniversary of the Commonwealth of Virginia.

For the Capitol Square master plan, WRT assembled a team of sub-consultants to accomplish the assigned tasks. The team included Carter Goble Associates for space programming; Vanasse Hangen Brustlin, Inc. for civil engineering and traffic planning; HC Yu & Associates for building engineering assessment; Robert Silman Associates for tunnel assessment; System Planning Corporation for security planning; Cloud Gehshan Associates for signage and wayfinding; Economic Research Associates for tourism planning and economic analysis; and Hanbury Evans Wright Vlattas & Company for architectural building evaluations.

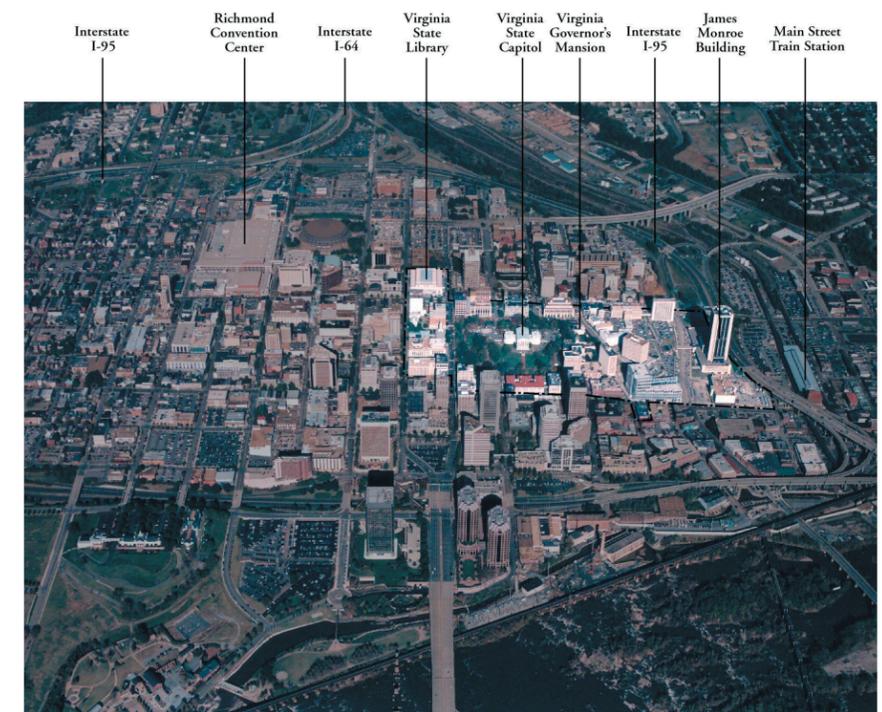


Fig. 1-2 Aerial view of Capitol Square complex and downtown Richmond looking northeast



## Background: Overview of the Capitol Square Complex

The Capitol Square complex is located in the center of downtown Richmond. Although state agency offices are located throughout the metropolitan Richmond area, the Capitol Square complex contains a major concentration of state departments and agencies in various buildings located around the Capitol. The master plan focuses on the area bounded by Broad Street to the northeast, 8th Street to the northwest, I-95 to the southeast, and Main Street to the southwest. The master plan does not address the Broad Street Station site that was part of the 1993 master plan.

The landscaped garden surrounding the Capitol is known as “Capitol Square.” For the purpose of this master plan, the term “Capitol Square complex” describes the entire area located within the previously defined boundaries, including state office buildings, open space, streets, and walks. The historic Capitol building and Capitol Square are contained within the Capitol Square complex.

### Previous Master Plan Initiatives

Four Capitol Square complex master plan studies were completed prior to this master plan. In addition, a landscape master plan for the Capitol Square grounds was completed in March 2004. The consultant team reviewed the following master plans as well as two separate tunnel studies.

### Master Plan Studies

1952: Marcellus Wright & Son, Merrill C. Lee, Baskervill & Son Architects, and Carneal & Johnston Architects.

1966: Ballou and Justice. 1970 update by the same firm.

1978: master plan for the Broad Street Station site.

1993: Marcellus Wright Cox & Smith, Architects, PC. Master Plan and Study Report: Capitol Square Complex and Broad Street Station Site.

2004: Rhodeside & Harwell, Inc. Landscape Master Plan for the Capitol Square Grounds.

### Capitol Tunnel Studies

February 1992: Wiley & Wilson. Inspection and Study of the Capitol Steam Tunnels.

December 1995: Dunbar, Milby & Williams. Repair and Restoration Feasibility Study of the Steam Tunnel System.



Fig 1-3 3D Model of buildings in Capitol Square complex



## Master Plan Study Overview

The Capitol Square complex is a symbol of the history and continuity of the Virginia state government. The complex serves as an important tourist attraction. Over 100,000 tourists visit the Capitol area every year. Richmond downtown, itself, receives an estimated 5 million visitors each year. The commemorative celebration in 2007 of the landing at Jamestown offers a unique opportunity to enhance Capitol Square’s tourism potential as well as to provide a framework for the area’s long-term improvement through the master plan.

The Commonwealth of Virginia and its various departments and agencies occupy a significant amount of office space in the downtown and throughout metropolitan Richmond. The space needs of these agencies have been changing due to significant demand and growth in agency functions. The lease costs of the metropolitan spaces add a significant burden when compared to the construction of new state-owned space in the Capitol Square complex.

The State of Virginia’s population increased 14.4 percent from 6,187,358 in 1993 to 7,078,525 in 2000, and is projected to increase to 7,921,000 in 2015 (11.9 percent from 2000). This increase in population is likely to add pressures to various state agencies’ space functions and needs. The master plan provides a framework for the growth and relocation of these agencies inside the Capitol Square complex.

The Virginia State Capitol Master Plan incorporates ongoing Capitol Square projects recommended in the 1993 master plan. It also takes into account differences in agency functions and space needs resulting from changes in technology and security needs and access. In order to determine each agency’s projected growth and specific space needs,

the consultant team conducted a survey of all state agencies in the Richmond metropolitan area at the outset of the master planning process.

Increased security concerns, the closing of Governor Street, and the exclusion of the Broad Street Station site offer design options to maximize space utilization within the Capitol Square complex that were not available at the time the 1993 master plan was undertaken. These changes in the physical structure of the site as well as a renewed focus on the Capitol Square complex required a re-evaluation of the 1993 master plan proposals. The resulting urban design framework, described in detail in Chapter 6, accommodates future agency growth and further integrates the Capitol Square complex into Richmond’s city fabric.

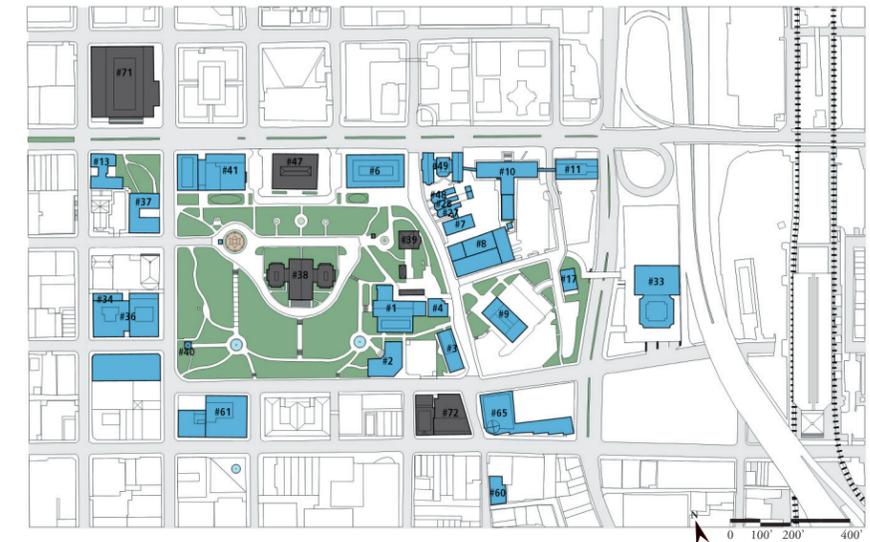


Fig. 1-4 Buildings in Capitol Square complex

1	Finance Building	34	Rose and Lafoon Building
2	Washington Building	36	Supreme Court Building
3	Jefferson Building	37	Ninth Street Office Building
4	Shop Building (HVAC Building)	38	State Capitol Building
6	Old Virginia State Library and Archives Building	39	Governor’s Mansion
7	Aluminum Building	40	Old Bell Tower
8	Zincke Building	41	General Assembly Building
9	Madison Building	47	Old City Hall (Rental Property)
10	Department of Transportation Building (VDOT)	48	223 Governor Street (Morson Row)
11	Department of Transportation Annex (VDOT annex)	49	Memorial Hospital Building (VDOT)
13	Eighth Street Office Building	58	Seaboard Building
17	Ferguson Building	60	Powers Taylor Building
27	219 Governor Street (Morson Row)	61	Pocahontas Building
28	221 Governor Street (Morson Row)	65	Tyler Building
33	James Monroe Building (Monroe Building)	71	Library of Virginia
		72	VRS (Virginia Retirement System) Building



## Scope & Objectives

The consultant team was assigned the task of preparing a master plan for the next 5-year (2008) and 10-year (2013) periods. The master plan scope included 17 subtasks and 5 separate reports: Program Needs Summary Report, revised July 2004; Building and Site Condition Assessment Report, July 2004; Space Program Options Report, revised July 2004; Tourism Potential Report, April 2004; and Draft Master Plan Report, September 2004. The master planning process allowed for 2-week review periods by the master plan advisory committee members to approve each master plan product before the consultant team proceeded to the next task.

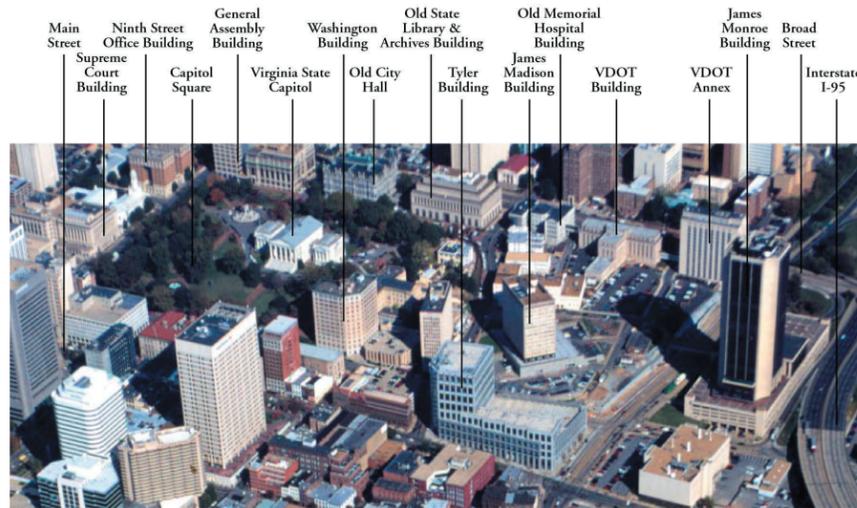


Fig. 1-5 Aerial view of Capitol Square buildings, looking north

Phase II of the master plan addresses two objectives:

1. Maximize utilization of Commonwealth of Virginia space in downtown Richmond and the necessary improvements in the environment to achieve this utilization.
2. Contribute to City of Richmond and Commonwealth's efforts to revitalize downtown, promote tourism, and preserve historic treasures.

Sensitivity to the historic context and real estate market forces is critical to the success of the master plan, both to accommodate government space needs and to provide support uses such as retail and residential that will enhance downtown Richmond and promote tourism in the historic Capitol Square area. The master plan objectives recognize the need identified by the Commonwealth of Virginia to maintain historic Capitol Square buildings as well as to use space efficiently within the Capitol Square complex.

## Current Projects

Numerous projects in the Capitol Square complex were in various stages of planning and development at the start of this master plan process and, for planning purposes, were considered as existing. These projects are in addition to the renovation of the Capitol building, which was part of the Phase I scope of the master plan. They are:

- Transfer of ownership of the Main Street Station and Seaboard Building to the City of Richmond.
- Old State Library and Archives Building renovation
- Demolition of Consolidated Laboratory building and construction of the new 1,500-car garage
- Finance Building renovation (1993 master plan recommendation) and addition construction
- Washington Building renovation
- Design and construction of the new Capitol building visitor center
- Renovation of Madison Building and relocation of Department of Health (1993 master plan recommendation)
- Governor Street Closing
- New Bio Tech building construction



The master plan takes into consideration the following changes that occurred after completion of the 1993 master plan.

- Closing of Governor Street and increased security levels
- Changes in agency space and parking needs
- Elimination of Broad Street Station site to meet space needs
- Capitol Square focus
- Forthcoming 2007 Jamestown Landing celebration and tourism prospects of Capitol Square

### Master Plan Subtasks and Methodology

A 12-month work period to develop the master plan involved gaining an understanding of agency space needs, reviewing previous plans and current projects, understanding the existing Capitol Square area, and evaluating Capitol Square buildings and space program options. The master plan also included a tourism potential analysis of the Capitol Square area. The consultant team compiled and evaluated agency surveys and building condition surveys, and evaluated design options and space program alternatives for their advantages and disadvantages.

The master plan (Phase II) started in June of 2003. Agency surveys were designed in consultation with DGS. A comprehensive list of agencies was identified for the initial survey, which was sent out in July. Due to a slow response time—a second round of surveys was sent as a reminder to agencies that did not respond in the first round—the survey compilation and program needs summary report was delayed by about two months. Thirty-six agencies were short-listed for interviews. Concurrent with the survey process, the consultant team reviewed previous planning reports and current projects and compiled existing Capitol Square complex building plans and their NASF areas. A preliminary Program Needs Summary Report was submitted in November 2003.

The consultant team prepared the building evaluation surveys and classified the list of Capitol Square complex buildings. DGS completed building evaluation surveys for 11 of the 25 Capitol Square complex buildings in the scope. Engineering sub-consultant, HCYU, compiled and reviewed the building evaluation surveys.

The consultant team also interviewed tourism stakeholders in the Richmond Area for the Capitol Square tourism potential report.

Traffic needs assessment, preliminary security report and existing signage assessment reports were presented to DGS in January 2004. Draft tourism potential and building and site assessment presentations were made to DGS in February 2004. The tourism report was submitted to DGS in April 2004. Draft space program options and cost benefit analysis along with preliminary design options were presented in May leading to the preparation of the draft master plan report. At each stage, the consultant team met with the master plan advisory committee members.

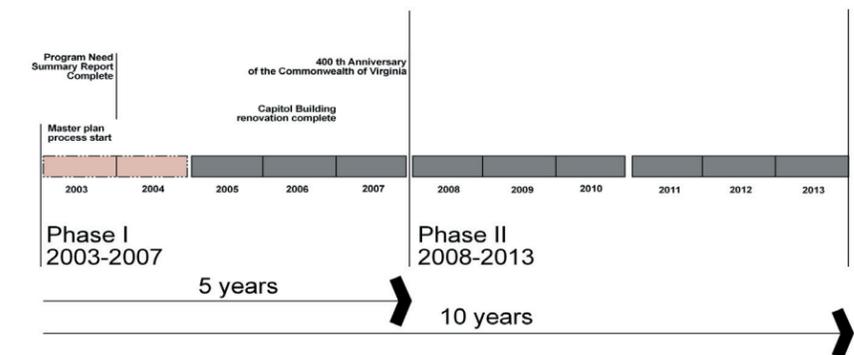


Fig. 1-6 Master Plan Timeline and Phases Diagram



## VIRGINIA STATE CAPITOL MASTER PLAN

Following is a brief description of each of the subtasks that led to the final master plan report. The highlighted subtasks indicate major milestones and intermediate reports.

### **Tasks 1–5: Understanding Agency Space Needs**

Program Needs Summary Report, revised July 2004. Identifying priority agencies to move to the Capitol Square complex, compilation of all agency (downtown, metro, and Capitol Square) profiles based on agency surveys, agency interviews, and compilation of all the Capitol Square complex building plans and areas.

#### Task 6: Review of Existing Plans

A summary of all plans underway in downtown Richmond.

#### Task 7: Review of Current Projects

Documentation of the proposed or planned projects and their construction status.

#### Task 8: Tourism Study

Tourism Potential Report, April 2004, describing the potential for using the State Capitol as the basis for tourism.

#### Task 9: Building Assessment

Assessment of all Capitol Square complex buildings based on building condition surveys submitted by DGS.

#### Task 10: Security Plan

A security overview of the Capitol Square complex, which also involved interviews with the Division of Capitol Police and the City of Richmond Police Department.

### **Task 11: Site and Building Conditions Assessment**

Building and Site Condition Assessment Report, July 2004, documenting the existing Capitol Square complex and its buildings.

#### Task 12: Space Assignments

A draft space program options report describing agency relocations and consolidation.

#### Task 13: Evaluation

Cost-benefit evaluation of space program options and alternatives

### **Task 14: Final Space Program**

Space Program Options Report, revised July 2004, containing recommendation of the final space program option.

#### Task 15: Design Strategies

Development of urban design options, including new construction, utilities, renovation, parking, signage, and landscape improvements.

### **Task 16: Draft Plan with priority projects**

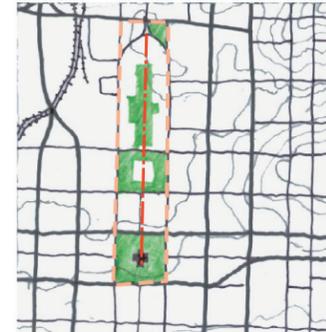
Draft Master Plan Report, September 2004. Determination of priorities for 5 and 10 years.

### **Task 17: Final Plan**

Submission of the final master plan report.



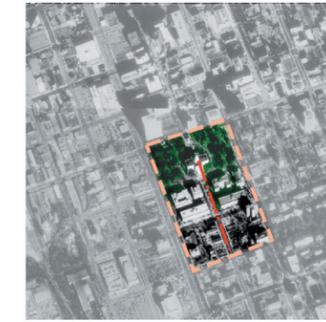
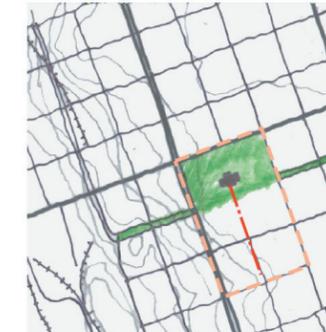
Richmond, Virginia



Raleigh, North Carolina



Baton Rouge, Louisiana



Columbia, South Carolina



Annapolis, Maryland

0 200 400m

Fig. 1-7 Comparison with state capitol complexes of a similar size



VIRGINIA STATE CAPITOL MASTER PLAN