



5 Planning Elements

Space Programming

- Space Program Options
- Cost Benefit Analysis

Parking

Security

Wayfinding and Signage

Tourism Potential and Visitor Experience

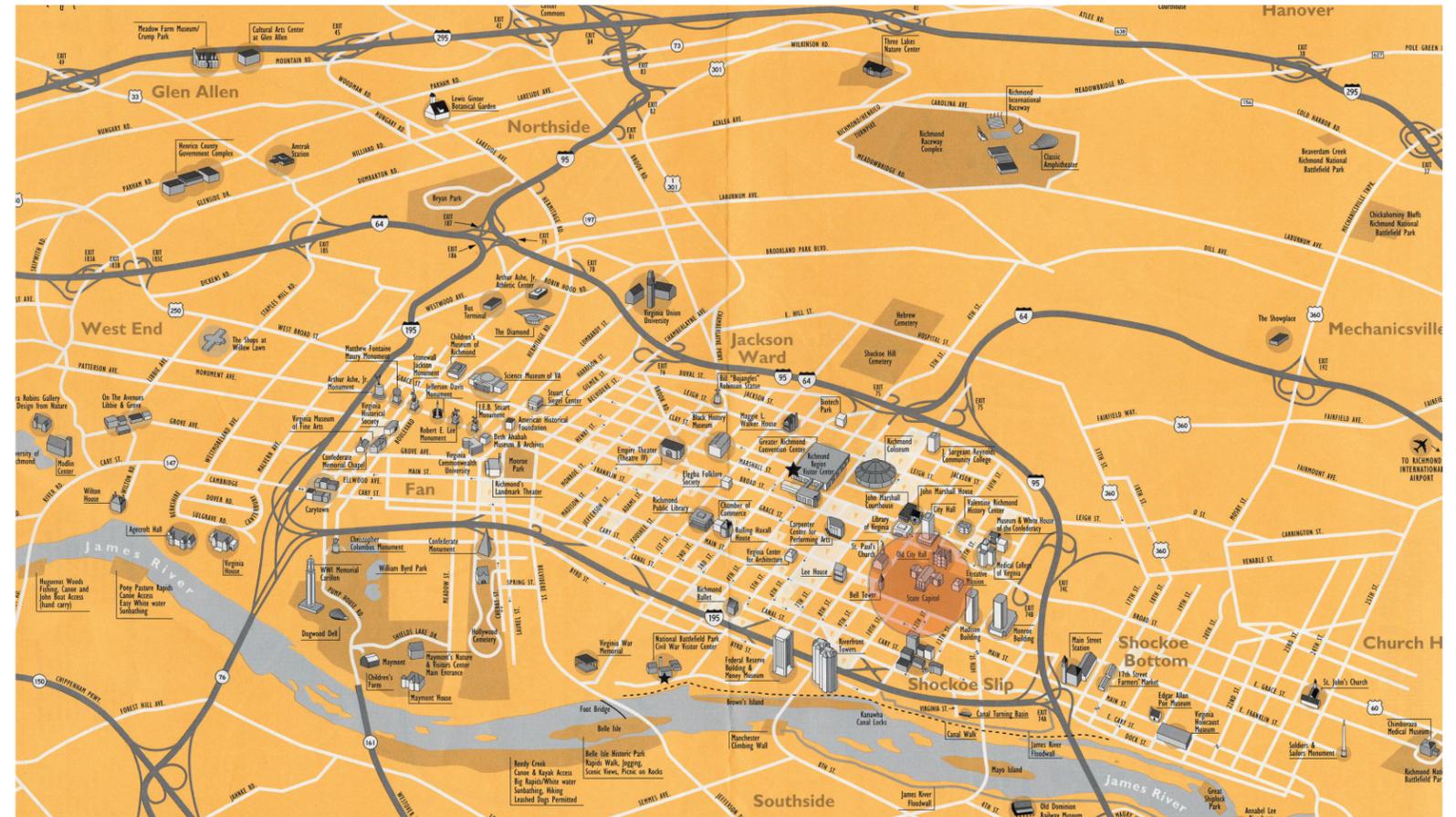


Fig. 5-1 Richmond regional attractions (Capitol Square shown in circle)



VIRGINIA STATE CAPITOL MASTER PLAN



The master plan addresses several elements as part of the development of the Capitol Square complex, including agency needs and their space program options, parking, security, the tourism potential of Capitol Square, and wayfinding and signage. This chapter provides brief summaries of each of these elements. Detailed recommendations were presented to the Department of General Services (DGS) under separate master plan subtask reports.

Space Programming

During the space program options phase of the master plan study, WRT along with the space planning sub-consultant, Carter Goble Associates, explored the space program needs of agencies and building capacity. This analysis helped not only to define required new building areas in accordance with agency space needs, agency consolidation, and adjacency requirements, but also to redefine and compile an accurate list of existing building areas due to agency relocations and changes in the number of employees. A cost-benefit analysis comparing the cost of new construction with renovation also was part of this phase.

Space Program Options

The Phase I or 5-year (2008) space program option includes projects currently planned and implemented by DGS. Three separate space program approaches were developed to meet the Phase II or 10-year (2013) needs of state agencies.

The focus of all space program options is to:

- Minimize disruptions to existing operations.
- Maintain critical functional relationships between agencies that interact regularly.
- Enhance public and staff access to include issues of parking, convenience, and safety.

The options focus on the delivery of effective and convenient services to the citizens of the state, while also providing spaces that are flexible, technologically advanced, and planned to consistent standards for more efficient staff operations.

Space Planning Goals

From project review meetings and discussions with key DGS staff, the following space planning goals were identified. The first—“maximize space in the Capitol Square complex”—is one of the overarching goals of the master plan.

1. Maximize space in the Capitol Square complex.
2. Place high-priority agencies in the Capitol Square complex.
3. Consolidate agencies that are currently in multiple locations.
4. Group agencies by agency category to maximize inter-department communication.
5. Rank moderate-priority agencies for placement in the Capitol Square complex.
6. Minimize lease cost.
7. Meet minimum standards of safety/security, quality of workspace, and environmental standards for employees and the public.



VIRGINIA STATE CAPITOL MASTER PLAN

Phase I: 5-Year Plan (2008)

Phase I consists of the immediate and short-term actions that DGS is implementing in the Capitol Square complex, including:

- Demolition of the Eighth and Ninth Street office buildings.
- Construction of a new building on the Eight and Ninth Street site.
- Demolition of the HVAC Shop building.
- Renovation of the Finance Building and expansion on the HVAC Shop site.
- Renovation of the Washington Building.

The plan locates displaced agencies in the recently renovated Old Virginia State Library and other vacant space in the Capitol Square complex. The main tenants proposed for the Old State Library & Archives Building include various Senate and House offices and the Department of General Services. The ultimate plan is to relocate the Governor, Senate, and House offices to the renovated Capitol building.

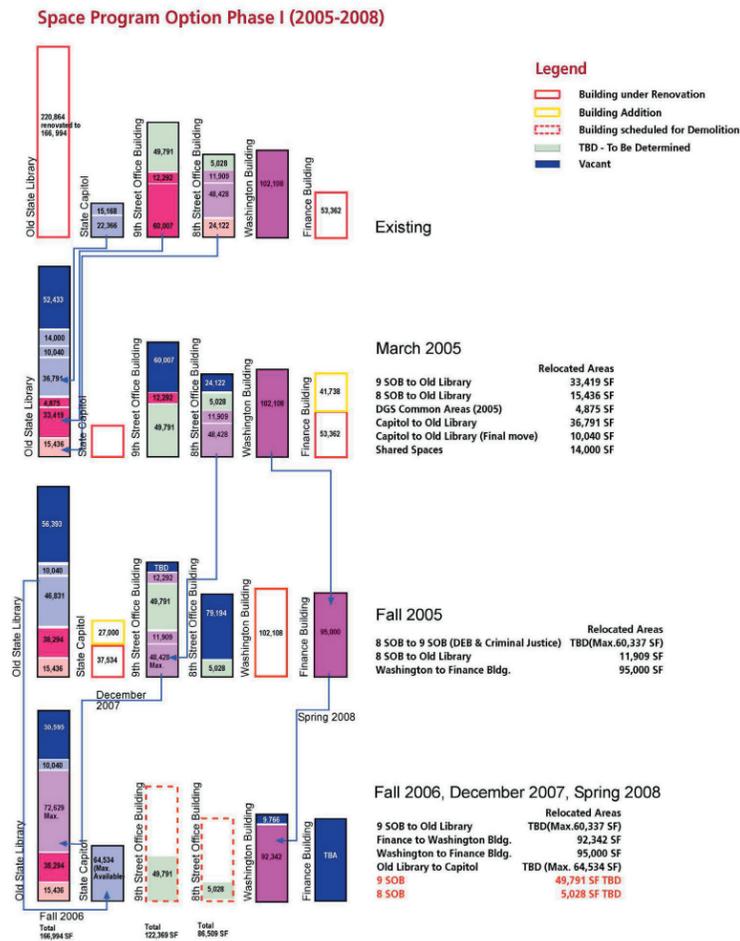


Fig. 5-2 Phase I Space Program Diagram

Phase II: 10-Year Plan (2013)

For Phase II, the consultant team developed three options ranging from high to low space utilization in the Capitol Square complex in order to accommodate projected 10-year space needs. Space projections presented in the Program Needs Summary Report (revised July 2004) were used. Each option builds upon the initial decisions made by DGS in Phase I, summarized in the preceding section.

In preparing the options for the Capitol Square complex, space standards were applied to agencies as follows:

- 250 NASF per FTE staff for existing buildings to account for original building structure and previous usage.
- 210 NASF per FTE staff for new buildings to account for a purpose-built, more efficient design.

For discussion of the adopted space standards, refer to the Program Needs Summary Report (revised July 2004).

An explanation of each space program option, detailing agency space need and building capacity, was presented to DGS in the Space Program Options Report. The following is a summary of each option and its associated advantages and disadvantages:



Option A: High Capitol Square Utilization

Option A utilizes the full potential of Capitol Square by locating all high- and most moderate-priority agencies inside the Capitol Square complex, consolidating all agencies that currently are at multiple locations, and grouping them based on function. As a result, this option results in the greatest amount of new construction and agency relocation. The advantages (+) and disadvantages (-) associated with Option A are listed below.

- + Consolidates all high- and moderate-priority agencies from multiple locations.
- + Co-locates agencies based on function.
- + Places all high-priority agencies (55 agency locations) in Capitol Square.
- + Accommodates all moderate-priority agencies (24 agency locations) in Capitol Square.
- + Requires new addition on one building and construction of four buildings to adopted standards.
- + Eliminates all moderate-priority category lease costs (743,917 SF).
- + Addresses all of the space planning goals.
- Results in higher new construction and demolition costs.
- Results in the relocation of several agencies and the associated moving costs.

A summary of Option A by building is presented in Table 5-1.

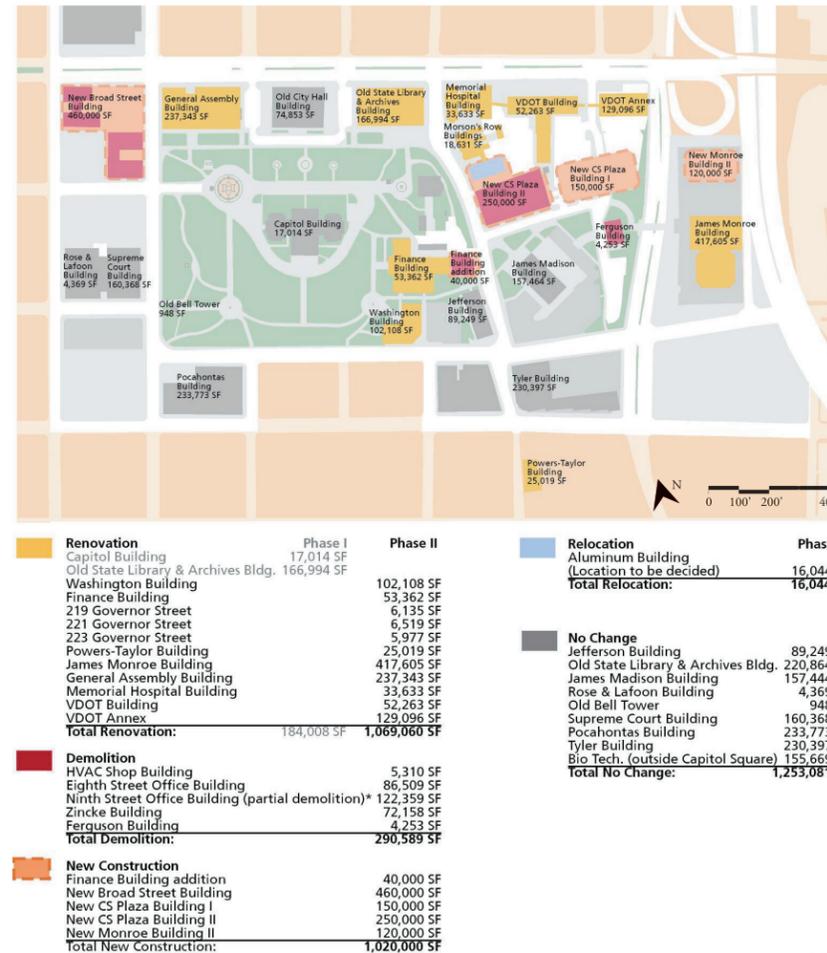


Fig. 5-3 Option A: High Capitol Square Utilization

Table 5-1 Summary of High Capitol Square Utilization

| Building | Existing SF | Proposed Use | Status |
|---------------------------------------|------------------|----------------------------|-----------|
| Finance Building | 53,362 | Public Safety | Renovate |
| Finance Building addition | 40,000 | Public Safety | New |
| Washington Building | 102,108 | Health & Human Ser | Renovate |
| Jefferson Building | 89,249 | Health & Human Ser | No Change |
| HVAC Shop Building | 5,310 | Space for Finance | Demolish |
| Old State Library & Archives Building | 220,864 | General Services | No Change |
| Aluminum Building | 16,044 | Space for new | Move |
| Zincke Building | 72,158 | Space for new | Demolish |
| James Madison Building | 157,444 | Health & Human Ser | No Change |
| VDOT Building | 52,263 | Transportation | Renovate |
| VDOT Annex | 129,096 | Transportation | Renovate |
| Eighth Street Office Building | 86,509 | Space for new | Demolish |
| Ferguson Building | 4,253 | Demolish | Demolish |
| 219 Governor Street | 6,135 | Health & Human Ser | Renovate |
| 221 Governor Street | 6,519 | Health & Human Ser | Renovate |
| 223 Governor Street | 5,977 | Arts | Renovate |
| James Monroe Building | 417,605 | Admin/Edu/Finance | Renovate |
| Rose & Lafoon Building | 4,369 | Court Appeals | No Change |
| Old Bell Tower | 948 | Preservation | No Change |
| Supreme Court Building | 160,368 | Supreme Court | No Change |
| Ninth Street Office Building | 122,359 | Space for new | Demolish |
| General Assembly Building | 237,343 | General Assembly | Renovate |
| Old City Hall Building | 74,853 | Rented | Renovate |
| Memorial Hospital Building | 33,633 | Transportation | Renovate |
| Powers-Taylor Building | 25,019 | Capitol Police | Renovate |
| Pocahontas Building | 233,773 | Mix | No Change |
| Tyler Building | 230,397 | State Corp Comm | No Change |
| Bio-Tech. (Outside Capitol Square) | 155,669 | General Services | No Change |
| New Broad Street Building | 460,000 | Social Services & Taxation | New |
| New CS Plaza Building I | 150,000 | Transportation & IT | New |
| New CS Plaza Building II | 250,000 | Natural Resources | New |
| New Monroe Building II | 120,000 | Medical Assist Ser | New |
| Subtotals: | | | |
| No Change | 1,253,081 | | |
| Demolish | 290,589 | | |
| Move | 16,044 | | |
| Renovate | 1,069,060 | | |
| New | 1,020,000 | | |
| Rent | 74,853 | | |
| Total | 3,723,627 | | |
| Total Less Demolish & Move | 3,416,994 | | |

Source: Carter Goble Associates, Inc.; April 2004 and revised July 2004.



VIRGINIA STATE CAPITOL MASTER PLAN

Option B: Medium Capitol Square Utilization

Option B takes a less aggressive but not too conservative approach to addressing space need by using a combination of new construction and renovation. This option places all high-priority agencies and the central office of moderate-priority agencies in the Capitol Square complex. The associated advantages (+) and disadvantages (-) are listed below.

- + Places all high-priority agencies (55 agency locations) in Capitol Square.
- + Consolidates agencies from multiple locations.
- + Places central administrative offices of moderate-priority agencies in Capitol Square.
- + Requires new addition on one building and construction of two buildings to adopted standards.
- + Eliminates 384,580 SF in lease costs.
- Does not address all space planning goals.
- Does not accommodate all moderate-priority agencies (only six agency locations) in Capitol Square.
- Co-locates some, not many, of the agencies by function.

A summary of Option B by building is presented in Table 5-2.

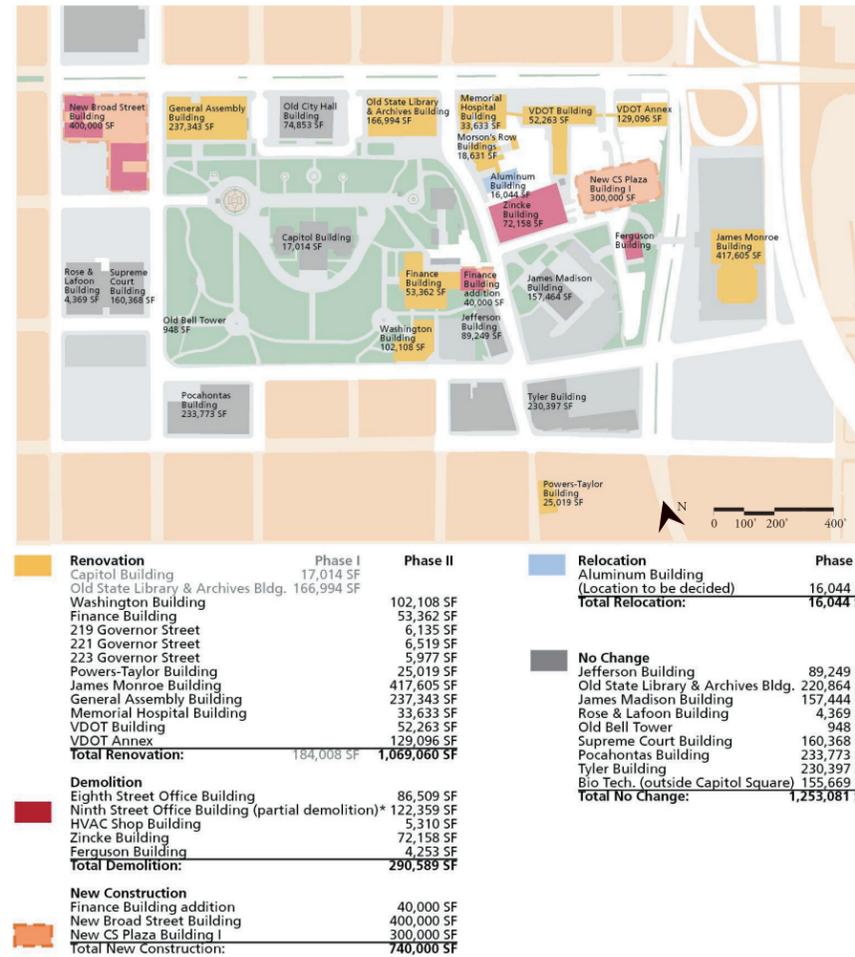


Fig. 5-4 Option B: Moderate Capitol Square Utilization

Table 5-2 Summary Medium Capitol Square Utilization

| Building | Existing SF | Proposed Use | Status |
|---------------------------------------|------------------|------------------------|-----------|
| Finance Building | 53,362 | Mix | Renovate |
| Finance Building addition | 40,000 | Mix | New |
| Washington Building | 102,108 | Mix | Renovate |
| Jefferson Building | 89,249 | Health & Human Ser | No Change |
| HVAC Shop Building | 5,310 | | Demolish |
| Old State Library & Archives Building | 220,864 | General Services | No Change |
| Aluminum Building | 16,044 | Space for new | Move |
| Zincke Building | 72,158 | Space for new | Demolish |
| James Madison Building | 157,444 | Health & Human Ser | No Change |
| VDOT Building | 52,263 | Transportation | Renovate |
| VDOT Annex | 129,096 | Transportation | Renovate |
| Eighth Street Office Building | 86,509 | Space for new | Demolish |
| Ferguson Building | 4,253 | | Demolish |
| 219 Governor Street | 6,135 | Health & Human Ser | Renovate |
| 221 Governor Street | 6,519 | Health & Human Ser | Renovate |
| 223 Governor Street | 5,977 | Arts | Renovate |
| James Monroe Building | 417,605 | Admin/Edu/Finance | Renovate |
| Rose & Lafoon Building | 4,369 | Court Appeals | No Change |
| Old Bell Tower | 948 | Preservation | No Change |
| Supreme Court Building | 160,368 | Supreme Court | No Change |
| Ninth Street Office Building | 122,359 | Space for new | Demolish |
| General Assembly Building | 237,343 | General Assembly | Renovate |
| Old City Hall Building | 74,853 | | Rent |
| Memorial Hospital Building | 33,633 | Transportation | Renovate |
| Powers-Taylor Building | 25,019 | Capitol Police | Renovate |
| Pocahontas Building | 233,773 | Mix | No Change |
| Tyler Building | 230,397 | State Corp Comm | No Change |
| Bio-Tech. (Outside Capitol Square) | 155,669 | General Ser | No Change |
| New Broad Street Building | 400,000 | Tax, Soc Ser, Env City | New |
| New CS Plaza Building I | 300,000 | Trans, Natural Res, IT | New |
| Subtotals: | | | |
| No Change | 1,253,081 | | |
| Demolish | 290,589 | | |
| Renovate | 1,069,060 | | |
| Move | 16,044 | | |
| New | 740,000 | | |
| Rent | 74,853 | | |
| Total | 3,443,627 | | |
| Total Less Demolish & Move | 3,136,994 | | |

Source: Carter Goble Associates, Inc.; April 2004 and revised July 2004.



Option C: Low Capitol Square Utilization

Option C addresses only the space needs for high-priority agencies within the Capitol Square complex. This option requires the least amount of new construction and the most renovation of existing space. The associated advantages (+) and disadvantages (-) are listed below.

- + Places all high-priority agencies (55 agency locations) in Capitol Square.
- + Consolidates agencies from multiple locations.
- + Places central administrative offices of moderate-priority agencies in Capitol Square.
- + Results in the least amount of agency relocation and associated moving costs.
- + Requires new addition on one building and construction of one building to adopted standards.
- Does not accommodate all of the moderate-priority agencies in Capitol Square.
- Eliminates the smallest amount of lease square footage.
- Does not co-locate agencies by function.
- Places Department of Transportation (VDOT) Engineering Division in another location.
- Results in the highest renovation costs.

A summary of Option C by building is presented in Table 5-3.



Fig. 5-5 Option C: Low Capitol Square Utilization

Table 5-3 Summary of Low Capitol Square Utilization

| Building | Existing SF | Proposed Use | Status |
|---------------------------------------|------------------|---------------------------|-----------|
| Finance Building | 53,362 | Mix | Renovate |
| Finance Building addition | 40,000 | Mix | New |
| Washington Building | 102,108 | Mix | Renovate |
| Jefferson Building | 89,249 | Health & Human Ser | No Change |
| HVAC Shop Building | 5,310 | | Demolish |
| Old State Library & Archives Building | 220,864 | General Services | No Change |
| Aluminum Building | 16,044 | General Services | Move |
| Zincke Building | 72,158 | Conservation & Recreation | Renovate |
| James Madison Building | 157,444 | Health & Human Ser | No Change |
| VDOT Building | 52,263 | Transportation | Renovate |
| VDOT Annex | 129,096 | Transportation | Renovate |
| Eighth Street Office Building | 86,509 | Space for new | Demolish |
| Ferguson Building | 4,253 | | Demolish |
| 219 Governor Street | 6,135 | Health & Human Ser | Renovate |
| 221 Governor Street | 6,519 | Health & Human Ser | Renovate |
| 223 Governor Street | 5,977 | Art, Veterans | Renovate |
| James Monroe Building | 417,605 | Admin/Edu/Finance | No Change |
| Rose & Lafoon Building | 4,369 | Court Appeals | No Change |
| Old Bell Tower | 948 | Preservation | No Change |
| Supreme Court Building | 160,368 | Supreme Court | No Change |
| Ninth Street Office Building | 122,359 | Space for new | Demolish |
| General Assembly Building | 237,343 | General Assembly | No Change |
| Old City Hall Building | 74,853 | | Rented |
| Memorial Hospital Building | 33,633 | Transportation | Renovate |
| Powers-Taylor Building | 25,019 | Capitol Police | Renovate |
| Pocahontas Building | 233,773 | Mix | No Change |
| Tyler Building | 230,397 | State Corp Comm | No Change |
| Bio-Tech. (outside Capitol Square) | 155,669 | General Services | No Change |
| New Broad Street Building | 400,000 | Mix | New |
| Subtotals: | | | |
| No Change | 1,908,029 | | |
| Demolish | 218,431 | | |
| Renovate | 486,270 | | |
| Move | 16,044 | | |
| New | 440,000 | | |
| Rent | 74,853 | | |
| Total | 3,143,627 | | |
| Total Less Demolish/Move | 2,909,152 | | |

Source: Carter Goble Associates, Inc.; April 2004 and revised July 2004.



SUMMARY

A summary of square foot totals for high-, moderate-, and low-priority agencies by option is presented in Table 5-4. In addition to presenting the square foot totals by action (e.g., demolish, renovate, etc.) for the Capitol Square complex, the table also shows the resulting amount of lease space (based on the 2013 space projections as presented in the Program Needs Summary Report) for high-, moderate-, and low-priority agencies.

Table 5-4 Summary of Space Program Options

| SF | Option | | |
|-----------------------------------|------------------|------------------|------------------|
| | A | B | C |
| No Change | 1,253,081 | 1,253,081 | 1,908,029 |
| Demolish | 290,589 | 290,589 | 218,431 |
| Renovate | 1,069,060 | 1,069,060 | 486,270 |
| New | 1,020,000 | 740,000 | 440,000 |
| Move | 16,044 | 16,044 | 16,044 |
| Rent | 74,853 | 74,853 | 74,853 |
| Total | 3,723,627 | 3,443,627 | 3,143,627 |
| Adjusted Total¹ | 3,416,994 | 3,136,994 | 2,909,152 |
| Lease | 0 | 480,845 | 599,095 |

Source: Carter Goble Associates, Inc.; April 2004 and revised July 2004.

¹ Total less Demolish and Move.

Option A (aggressive) results in the highest total square feet, the most new construction, and the elimination of lease space. Option C (conservative) results in the lowest total square feet, the least amount of new construction, and the highest amount of lease space.

The master plan recommends adoption of Space Program Option A, which serves as the basis for the master plan urban design framework (described in Chapter 6) and other recommendations.

Agency Drivers

The options attempt in varying degrees to maximize utilization of the Capitol Square complex by 1) placing high- and moderate-priority agencies in the complex, 2) consolidating agencies from multiple locations, and 3) grouping agencies based on function. Each option focuses on addressing the needs of particular agencies—hereinafter referred to as the “agency drivers”—to achieve maximum utilization of the Capitol Square complex.

One agency driver for all options is the consolidation of:

- DGS administrative units that are currently located in the Old State Library & Archives Building (excluding Fleet, Consolidated Laboratory, and branch Facility Management offices).

Agency drivers for Option A are summarized as follows:

Option A Drivers

Option A agency drivers include the consolidation of DGS and the following:

- Department of Transportation branch offices (not at the main locations of Department of Transportation Building, Department of Transportation Annex, and Memorial Hospital) and growth overflow.
- Capitol Police.

- Correctional Education.
- Social Services.
- Taxation.
- Conservation & Recreation.
- Agriculture & Consumer Services.

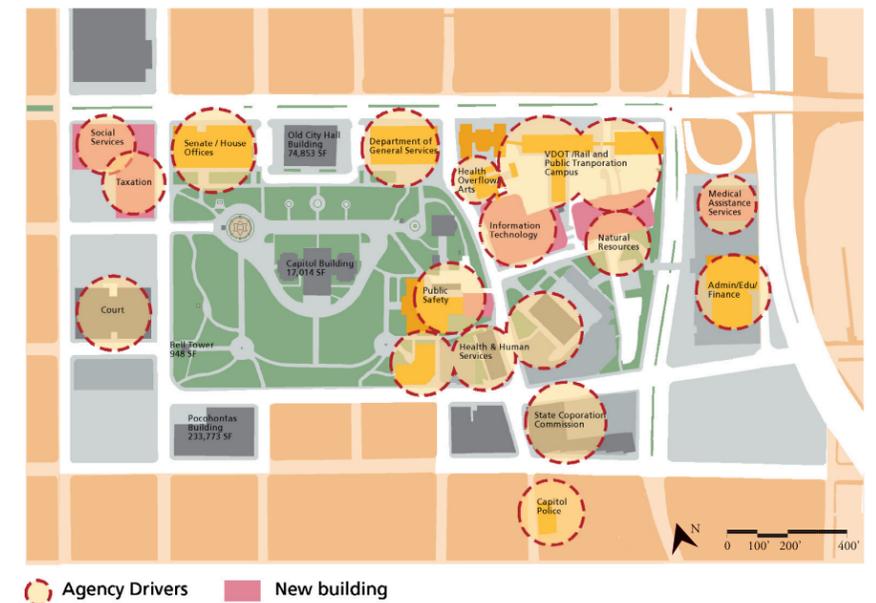


Fig. 5-6 Option A High Capitol Square Utilization - Agency Drivers



Also included is the location of the following central office:

- Information Technology.

In addition, Option A maximizes the co-location of agencies by function (e.g., placement of all Natural Resources divisions in one building).

Agencies with Multiple Locations in Capitol Square Locations

Department of General Services (11 locations)
Total (139,203 SF)

Department of Criminal Justice Services (2 locations)
Eighth Street Office Building (35,927 SF) and Ninth Street Office Building (592 SF)

Department of Conservation and Recreation (4 locations)
Aluminum Building (10,912 SF), 219 Governor Street (1,467 SF), Zincke Building (41,974 SF), Monroe Building (12,013 SF)

Board of Elections (2 locations)
Eighth Street Office Building (2,524 SF Storage) and Ninth Street Office Building (9,805 SF)

Department of Health (3 locations)
Madison Building (157,581 SF), Monroe Building (16,987 SF), and Pocahontas Building (5,552 SF)

Division of Capitol Police (3 locations)
Supreme Court Building (3,142 SF), Ninth Street Office Building (4,575 SF), General Assembly Building (80 SF)

Department of Transportation (5 locations)
Department of Transportation Annex (129,096 SF), Department of Transportation Building (52,263 SF), Memorial Hospital (33,633 SF), Monroe Building (15,707 SF), and Washington Building (8,472 SF)

Department of Correctional Education (2 locations)
Monroe Building (11,016 SF) and Washington Building (5,681 SF)

Space Planning Evaluation Factors

The three long-term Phase II (2013) space program options explore variations in accommodating future space needs of existing Capitol Square agencies as well as the future space needs of moderate- and high-priority agencies relocated to Capitol Square. There are several factors that DGS must consider in evaluating these options, including:

1. Owning versus leasing.
2. Consolidation of agencies from multiple locations.
3. Co-location of agencies by agency function.
4. Funding for debt service.

COST-BENEFIT EVALUATION

The consultant team prepared a cost-benefit comparison of the options, based on recent cost data for demolition, renovation, new construction, and lease space. To address the variations in the types of renovation and new construction, high and low calculations were prepared. The high includes renovation with historic standards and new construction with an underground parking garage. The low includes renovation without historic standards and new construction without a parking structure. A cost-benefit comparison of the options in 2004 dollars is provided in Table 5-5.

Table 5-5 Cost/Benefit Comparison

| SF | Option | | |
|---|---------------------|---------------------|---------------------|
| | A | B | C |
| High | | | |
| Demolition @ \$17.50/SF | \$5,085,308 | \$5,085,308 | \$3,822,543 |
| Renovate w/ Historic @ \$125/SF | \$133,632,500 | \$133,632,500 | \$60,783,750 |
| New w/ Parking @ \$250/SF | \$255,000,000 | \$185,000,000 | \$110,000,000 |
| New-related Costs @ 20% ¹ | \$51,000,000 | \$37,000,000 | \$22,000,000 |
| New Construction Subtotal | \$306,000,000 | \$222,000,000 | \$132,000,000 |
| High Total | \$444,717,808 | \$360,717,808 | \$196,606,293 |
| High Annual Debt Service ² | \$35,685,307 | \$28,944,930 | \$15,776,198 |
| Low | | | |
| Demolition @ \$17.50/SF | \$5,085,308 | \$5,085,308 | \$3,822,543 |
| Renovate w/o Historic @ \$80/SF | \$85,524,800 | \$85,524,800 | \$38,901,600 |
| New w/o Parking @ \$175/SF | \$178,500,000 | \$129,500,000 | \$77,000,000 |
| New-related Costs @ 20% ¹ | \$35,700,000 | \$25,900,000 | \$15,400,000 |
| New Construction Subtotal | \$214,200,000 | \$155,400,000 | \$92,400,000 |
| Low Total | \$304,810,108 | \$246,010,108 | \$135,124,143 |
| Low Annual Debt Service ² | \$24,458,752 | \$19,740,488 | \$10,842,711 |
| Lease @ \$20/SF ³ | \$0 | \$9,616,900 | \$11,981,900 |
| High Total Annual Debt and Lease | \$35,685,307 | \$38,561,830 | \$27,758,098 |
| Low Total Annual Debt and Lease | \$24,458,752 | \$29,357,388 | \$22,824,611 |

Source: Carter Goble Associates, Inc.; April 2004 and revised July 2004.

¹ New construction-related cost factor at 20% to cover fees, FF&E, and basic equipment.

² Debt service based on total capital cost amortized over 20 years at 5.0% interest.

³ Lease cost based on research by Economic Research Associates.



Parking

Vanasse Hangen Brustlin, Inc. (VHB), the traffic planning sub-consultant, conducted a review of existing and planned state-provided employee parking in the Capitol Square complex, including a review of existing parking space inventories, employee and visitor parking space assignments, a parking use survey, and building daytime employee population.

For planning purposes, the new 1,500-space DGS parking deck was included in the existing parking supply inventory instead of the current parking spaces at the Main Street Station lot and at the 1500 Cary Street parking lot. With the completion of the new parking deck to be located on the block bordered by 14th Street, Franklin Street, Main Street, and a relocated 15th Street, the existing Main Street Station and 1500 Cary Street parking lots will be transferred to City ownership, and state employees are assumed to be using the new facility. With a commitment to provide 350 parking spaces to the City for patrons and employees of Main Street Station, the new DGS deck will provide a total of 1,150 parking spaces for state employees. This is 180 parking spaces more than the existing parking supply at the Main Street Station and 1500 Cary Street lots.



Fig. 5-7 New parking deck under construction

Parking Analysis Reconciliation

The parking assessment differs from the space needs assessment in that parking supply and demand must consider all Capitol Square agencies. Significant effort was therefore required to correlate parking supply and parking assignments obtained from DGS Parking Services, with overall daytime population provided by DGS, and with agency location and employment inventoried by WRT.

Based on this analysis, the consultant team identified that the daytime population on the west side of the Capitol Square complex is 1,860 vs. the 2,300 population identified by DGS. It should also be noted that the Department of Transportation (VDOT) has future plans to relocate its Engineering Division to the Ponderosa Road/Riley–Ridge Road site (near I-295 and I-64). The timing, magnitude (number of employees), and the space-need impacts of this relocation are not known. It is assumed with this future relocation that all VDOT employees would be concentrated in their three main buildings along Broad Street, with the Monroe Building office space vacated.

Comparison of Parking Data to Parking Survey

Currently, the Capitol Square complex has a total of 4,956 parking spaces with peak in-session parking assignment of 5,304 parkers. For planning purposes, DGS aims to provide parking for approximately 80 percent of all employees. Subsequent discussion with DGS suggested a possible change in the parking policy. However for the master plan purposes, the goal of 80 percent employee parking was assumed. The change in this percentage would require significant effort or incentives for the employees to use alternative modes of transportation, provided they are available.

Overall, the complex provides parking assignments equal to 76 percent of the total daytime population. The distribution of parking is very uneven, largely due to the location of parking facilities.

As shown in Table 5-6, this parking shortfall is unevenly distributed across the complex. For planning purposes, parking locations were categorized within one of four geographic quadrants in relation to the Capitol building. Overall, the Capitol Square campus has a parking deficit of 501 parking spaces during the General Assembly session. Parking by quadrant, however reveals a much different picture. The northeast quadrant has the largest parking deficit (917 spaces), followed by the southwest quadrant (311 spaces). Many employees in both of these quadrants typically park in the southeast quadrant, which has a parking surplus (851 spaces).

While the southwest quadrant does not have the highest parking deficit, parking shortages have a greater impact on state employees due to the walking distance of DGS-owned/managed parking facilities. Most employees working in the Pocahontas Building (between Main Street, Bank Street, 9th Street, and 10th Street) currently park in the Bank Street parking deck (located approximately 950 feet away), the Tyler Building parking deck (located approximately 1,250 feet away), or the James Madison Parking Deck (located approximately 1,500 feet away). In the southwest quadrant, proximate parking is prioritized for the Supreme Court employees and the House of Delegates and State Senate, leaving other employees with a longer walk than typical to reach their parking space.



In the northeastern quadrant, approximately 26 percent of Department of Transportation (VDOT) employee parking is currently provided in the Main Street Station lots (located approximately 1,500 feet from the three main VDOT buildings. With the opening of the new DGS parking deck, walking distances for these employees will be shortened from 1,500 feet to 1,150 feet. The Department of Health, recently relocated to the Madison Building, has 79 percent of their parking permits (332 parking spaces) assigned to the Main Street Station lots as well. With the construction of the new DGS parking deck on 14th Street between Franklin and Main streets, this distance will be significantly reduced (from 1,300 feet to 700 feet).

Table 5-6 Capitol Square Complex Employee Parking Comparison

| Quadrant | Parking Supply* | Parking Assignments | Daytime Population During Session | Design Pop. (80 Percent) | Parking Deficit (Supply vs. Design Pop.) |
|---------------|-----------------|---------------------|-----------------------------------|--------------------------|--|
| Northwest | 959 | 1,185 | **1,354 | 1,083 | -124 |
| Southwest | 230 | 133 | 676 | 541 | -311 |
| Subtotal West | 1,189 | 1,318 | 2,030 | 1,624 | -435 |
| Northeast | 694 | 663 | 2,014 | 1,611 | -917 |
| Southeast | 3,153 | 3,493 | 2,878 | 2,302 | 851 |
| Subtotal East | 3,847 | 4,156 | 4,892 | 3,913 | -66 |
| Total | 5,036 | 5,474 | 6,922 | 5,537 | -501 |

*DGS owned and/or managed parking facilities.

**NW Quadrant includes Capitol building employees.

Based on the recommendations of the Program Needs Summary Report, Table 5.6 summarizes the percentage of current parking assignments that are certain to remain in the Capitol Square complex (rated as high-priority during the space needs assessment).

The northeast quadrant was found to have the least potential to change with approximately 96 percent of all employees fixed, indicating that demand is stable and predictable. This does not include future plans of VDOT to relocate its Engineering Division outside Capitol Square. The southwest quadrant was found to have the most potential to change with only 28 percent of all employees fixed. The southeast quadrant, with 71 percent of all employees fixed, appears relatively stable; however, it is important to note that this quadrant currently has the most vacant office space, so this may be misleading.

Opportunity Areas for Parking

This effort focused on four separate criteria in order to identify where new parking would ideally be located. These criteria are:

1. The current and projected parking deficit by quadrant.
2. The average walking distance for parkers between their building and their assigned parking space.
3. The impact that a new parking facility could have in shifting demand, which could either improve conditions or worsen conditions in parts of the complex.
4. The availability of land to build new parking facilities.

As part of the master plan process, a survey was sent out to most state agencies in the Capitol Square complex. One of the questions was focused on determining current parking usage. The response to this survey was low (51 percent overall or 2,713 responses) with many agencies not responding at all (i.e., VDOT, Department of Health, and Department of Veterans Services). This low response necessitated the use of a more assumption-based analysis than a factual one.

Future Space Considerations

Agencies rated as a high-priority to remain in Capitol Square and agencies that were excluded from the Program Needs Summary Report's assessment, have been assumed to remain in the Capitol Square complex into the future (although not necessarily at their current location).

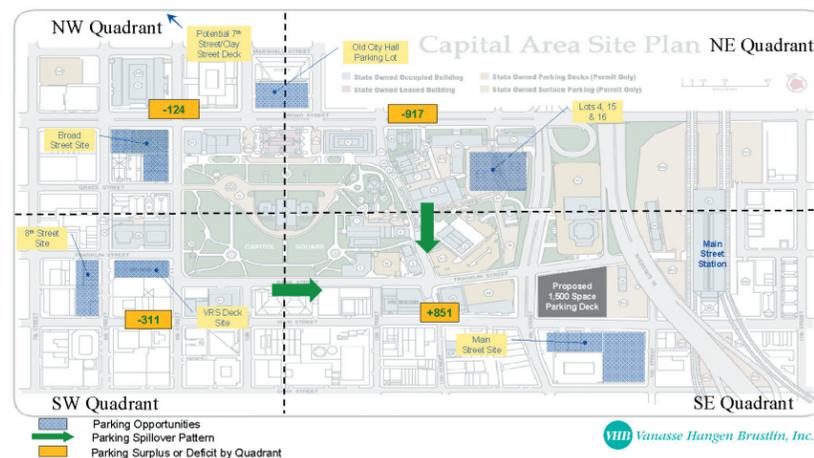


Figure 5-8 Analysis of existing parking by quadrant



Parking Deficit by Quadrant

Application of the first criterion would suggest that new parking facilities should be planned in both the southwest and northeast quadrants.

Average Walking Distance

Application of this second criterion further reinforces the first by prioritizing the southwest and northeast quadrants as the areas most in need of addition parking facilities.

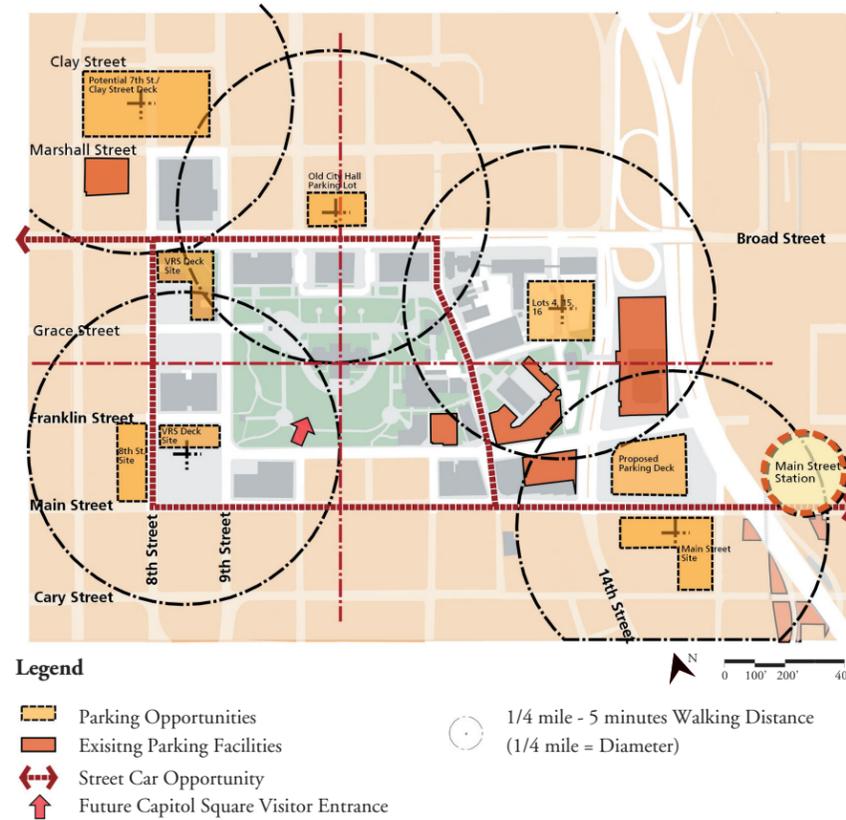


Fig.5-9 Parking locations and 5-minute walking distance

Availability of New Land for Parking Facilities

Parking cannot always be provided where the demand is the greatest. The potential to increase parking supply can occur by converting existing surface parking lots to parking decks, by selecting demolition of deficient buildings to create new parking spaces, or by building excess parking (over building needs) as part of new building development. Considering these factors, parking opportunities have been identified at the following locations:

- Old City Hall Parking Lot – This site is currently being proposed as a 650-space parking deck by the Richmond Industrial Development Authority. Increased parking on this site could be used by Capitol Square uses as well as the City of Richmond and the VCU Medical Center.
- Broad Street between Eighth Street and Ninth Street office buildings – A parking deck could be constructed on this site as part of new office development or independently; however, the benefits of this parking addition to Capitol Square employees now experiencing long walks to their assigned parking space could be minimal unless direct parking assignments are made or differential parking pricing is implemented to make more proximate parking more costly.
- Lots 4, 15, and 16 – Building a parking deck in this area behind the Department of Transportation Building and the Department of Transportation Annex would significantly improve the northeast quadrant parking supply.



- VRS Parking Deck – While DGS currently has up to 200 parking spaces in this parking deck, there are a total of 505 parking spaces. This deck could be used more conveniently by employees in the Pocahontas Building, for instance, with VRS employees shifting to either the Bank Street parking deck or the James Madison parking deck.
- Privately owned land on 8th Street between Main and Franklin streets. This land is now occupied by a low-level parking structure, low-rise commercial buildings, and a 4- to 5-story small office building. This partial block is bisected by Traveler’s Alley, which is historic and may make full development on this assemblage difficult for siting a large parking deck.
- Privately owned land on the south side of Main Street between 14th and 15th streets. This land is now occupied by surface parking lots, and a small building. It is located directly south of the proposed DGS parking deck.
- 7th Street/Clay Street parking deck – Originally proposed in the City of Richmond parking study, a parking deck at this site, located only two blocks north of Broad Street, would likely serve a variety of interests, including City Hall, the VCU Medical Center, the new federal courthouse, and Capitol Square.

Other Parking Considerations

While not examined in detail, there are currently considerable parking pressures on almost all sides of the Capitol Square complex with:

- Visitor parking demand generated by the new agency locations and increased tourism activity with the restoration of the Capitol.
- City Hall, the VCU Medical Center, and the Biotech Park to the north.
- The James Center and Shockoe Slip to the south.
- Shockoe Bottom and the proposed Main Street Station development to the east.
- Downtown Richmond, a proposed federal courthouse, the Broad Street redevelopment proposal, and the Convention Center to the west.

SUMMARY

Significant adjacent parking opportunities exist around the Capitol Square complex. Overall, the Capitol Square complex itself has a deficit of 501 parking spaces with the greatest deficit being in the northeast and southwest quadrants. Improving the parking situation in these quadrants will also reduce the walking distances from the parking garage locations. There are other significant parking pressures on the Capitol Square complex due to the visitor parking demand as well as other downtown Richmond developments.



Wayfinding

Signage and wayfinding sub-consultant, Cloud Gehshan Associates, provided a series of prioritized recommendations covering signage, interpretation, and web and print materials in a comprehensive environmental communications plan that provides an opportunity to make the Capitol Square complex more accessible and inviting to its visitors. Sample illustrations of the plan are included in Chapter 6. The complete signage plan can be found in the Appendix.

The following is a summary of the wayfinding needs analysis, signage audience analysis, and a series of recommended goals to make the visitor experience unified and positive.

Wayfinding Needs Analysis

A range of issues affects the need for wayfinding and interpretive signage within the Capitol Square complex. Some of these are easily quantified, such as the number of annual visitors to a particular destination, while others are more difficult to ascertain.

Questions addressed in the wayfinding analysis included:

- Who is the program intended to reach?
- How comprehensive a program is appropriate?
- How effective is the current signage and what might be retained?
- To which destinations are we signing?
- Who will purchase, maintain, update, and replace the signs?

The outcome of the analysis was the identification of a series of signage-related issues and needs for the Capitol Square complex. In addition, opportunities outside the scope of this signage audit were identified that have an impact on the findings. Policy,

personnel, budget, and procedural issues were evaluated in order to improve the overall information system.

Major signage issues include:

- For motorists, existing signs are inadequate whether approaching the site, looking for parking, locating buildings or exiting the site. Some people will simply exit the site or become frustrated.
- To vehicular travelers, the Capitol Square complex appears exclusive and unwelcoming; to some, the wrought iron fence is fortress-like. There is no sense of arrival or formal entrance to the site.
- Visitors on foot have an equally difficult time, with few signs to assist them. Unclear or non-existent signs make it difficult to determine pathways and entrances.
- There is no central source of information for finding directions, hours of operation, or event listings.
- There is no temporary signage to indicate to visitors that a special event is underway at the square.
- The area is devoid of ADA-friendly signage welcoming those with disabilities.

Major interpretive issues include:

- A tremendous wealth of historic information about this site, spanning the full continuum of American history, is inaccessible to visitors, students, and the general public.
- The only information available to visitors is a limited guided tour and a few miscellaneous plaques.
- Physical features and artifacts are not highlighted to animate the visitor experience and make history tangible.

- There are no maps or interpretive signs that assist visitors.

Other issues and considerations include:

- The image and presentation of the Capitol Square complex does not create an atmosphere that supports a publicly accessible or inviting government.
- There are inadequate promotional activities, whether through traditional media or virtual media, to announce tours and other special events.

The Visitor Experience

The primary focus of the signage study was the visitor to the Capitol Square complex, including potential visitors from new demographic groups. By defining the audience and examining its current knowledge of the site, along with its interests and expectations, it is possible to design a system that promises a quality visitor experience.

A successful interpretive plan has the power to engage the visitor on a personal level. Such engagement often leads to further support, such as stewardship and patronage, which can only benefit the district.

The main components of a visitor experience include the visitor's knowledge, attitudes, behavior, sensory experiences, comfort, and convenience, as well as the visitor's direct contact with the site through web information, directional signage, interpretive programs, and educational programs.



Audience Analysis

An effective sign program stems from an understanding of an institution's audience. In general, visitors to the Capitol Square complex—whether first-time or repeat visitors, using the site for recreation or special events—have little to no knowledge or inaccurate preconceptions of the historic structures and the people who built and occupied them.

Approximately 65,000 to 100,000 people visit Capitol Square annually. The following profiles have been identified as current and potential audiences:

- Individuals and families of the Richmond area who visit Capitol Square for a casual shared family experience may not have a specific learning agenda as their primary reason for visiting. They may take the tour or just explore the outbuildings and larger site on their own. It is anticipated that through increased marketing and better signage indicating the hours when Capitol Square is open to the public, this visitor category will grow, and with an increased web presence will include individual and family visitors from outside the Richmond area.
- Organizations and groups from historical societies, senior citizen communities, and religious organizations visit Capitol Square primarily to learn about the state government, history and site. They are led on group tours focusing on specific interests. Three hours spent at the Square is typical for such groups. Increased participation in local historic site consortiums will increase this visitor category and increase the potential for repeat visits.

- It is anticipated that casual users from the local community will be encouraged by a sign program to return to learn about Capitol Square for educational purposes and view this historic site as a community asset worthy of their stewardship.
- School aged groups from local schools seeking educational field trips participate in formal programs offered by Capitol Square. These programs address school curriculum needs and offer grade-appropriate, hands-on learning. Tours given to students include the House and Senate Chambers where students are able to participate in role playing, even to vote on a sample bill. Through ongoing program development and increased awareness of these programs, growth in this area is anticipated. The development of these group programs can also address ways to engage children who are visiting with families.
- Special event participants attending private parties or special events come for a specific purpose and are often unaware that Capitol Square is an institution open to the public. A goal of a sign program is to provide visitors with visual cues identifying Capitol Square as a historical and educational destination. A sign program can also be an invitation to return with friends and family to learn more about the site. Currently there are approximately 30 to 40 special events at Capitol Square.
- Business Travelers visit Capitol Square in addition to attending meetings and other state-related business within the complex. This user may come back to the area for recreation alone or with family and friends for recreation, educational, or leisure if impressed with the offerings of Capitol Square. The business traveler will typically spend from two hours to a couple of days, depending on the type of business.

Toward a Unified and Positive Experience

Clear communication is essential to understanding. Strong print, web, signage, and interpretive systems are some of the most important tools an institution can have. Using these varied forms, it is important that the Capitol Square complex communicate with a unified and consistent voice whenever possible. An enhanced system is one that provides compelling and overlapping verbal and visual cues for the user and visitor. These cues fall into four categories:

- The identity component of the system should ensure that Capitol Square's name and image are presented in an effective, legible, and consistent manner in all applications.
- The functional component of wayfinding and interpretive signage should be user friendly so that visitors can safely and efficiently locate Capitol Square, its buildings, gardens, events, and parking. Since a sign system can not be all things to all people, it is recommended that it be designed for visitors and not staff or vendors. In addition, the signage and interpretive elements should be designed for longevity, vandal resistance, and easy replacement and maintenance.
- The promotional component of the system is to raise awareness of events, create interest, and make the site attractive to new visitors. A well-designed system for the Capitol Square complex should be simple, memorable, and have an aesthetic character consistent and compatible with building architecture, history, and the surrounding landscape.



VIRGINIA STATE CAPITOL MASTER PLAN

- The educational component of the system seeks to elevate Capitol Square's rich physical and cultural content to make it accessible and enjoyable for everyone and give them the opportunity to self-guide and self-regulate their interpretive experience. The interpretive messages should be developed to accommodate varying levels of interest and comprehension.

Goals

An enhanced system for the Capitol Square complex is one that provides overlapping layers of information to users and visitors so they can orient themselves, navigate an appropriate route to and from their destination, and have an enriching experience. These overlapping tools divide into four principal categories: identity, wayfinding and interpretive signage, virtual systems, and other systems.

Identity

Goal 1: Develop a new identity program.

Create a clear visual identity appropriate to the stature of the institution that is memorable, easy to understand, and can be successfully applied to the widest possible range of media.

Wayfinding and Interpretive Signage

Goal 2: Develop a comprehensive wayfinding and interpretive signage system.

This audit should serve as the planning and programming phase for the development of a comprehensive signage, wayfinding, and interpretive system for the Capitol Square complex.

Goal 3: Create a central visitor reception and information station.

In addition to a proposed visitor center, an information station or kiosk should be located at the edge of parking areas or in close proximity to main pathways into the

site. This station or kiosk should serve to welcome visitors, orient them to the site, and provide current events and special bulletins about Capitol Square programs.

Virtual Systems

Goal 4: Create a virtual wayfinding information guide through the web.

Clear information should be provided for visitors traveling to and from the Capitol Square complex. It should contain a brief history and interpretive snapshot, directions, event information, and maps. It could also include a virtual tour and/or self-guided tour.

Other Systems

Goal 5: Establish a system for consistent verbal information and directions.

Provide a common phone number where pre-recorded directions, event listings, and assistance from Capitol Square staff can be obtained.

Goal 6: Establish a mechanism that ensures ongoing administration and maintenance of the overall program. There will be ongoing coordination, administration, and maintenance considerations that will need to be addressed in order to ensure the program's success and longevity.



Tourism Potential

The following recommendations for the tourism plan and program for the Capitol Square complex are part of the Tourism Potential Report (April 2004) prepared by WRT along with sub-consultant Economic Research Associates and submitted to DGS. The recommendations include alternative transportation and parking concepts and proposed improvements that have not yet been adopted by federal, state, and local governments. A focus group meeting is recommended that includes all agencies involved in planning for the year 2007 celebration as well as long-range tourism management.

The preliminary findings of the Tourism Potential Report include:

- Visitors to the Capitol have decreased since 9/11, the economic recession, and the northern Virginia sniper attacks. Still, the area receives an estimated 5 million visitors each year and the Capitol visits are nearly 100,000.
- Many other southern state capitols are visitor attractions. A brief description of four capitols is included in the report.
- Richmond attractions that draw the most visitors are proposing expansion including the Virginia Museum of Fine Arts and the Science Museum of Virginia. Downtown improvements include the Convention Center expansion, the proposed Performing Arts Center, First Freedom Center, and extension of the Canal Walk.

Table 2 Visitors to Capitol Square

| Month | TOTAL | Group Visitors | Walk-ins | Students | Adults |
|--------------|---------------|----------------|---------------|---------------|--------------|
| Feb '03 | 1,550 | NA | 1550 | NA | NA |
| Mar | 1,288 | NA | 1288 | NA | NA |
| Apr | 9,458 | 7733 | 1725 | 6975 | 758 |
| May | 9,202 | 7602 | 1600 | 6759 | 843 |
| Jun | 5,545 | 2323 | 3222 | 1563 | 760 |
| Jul | 4,790 | 941 | 3849 | 383 | 558 |
| Aug | 3,849 | 651 | 3198 | 211 | 440 |
| Sep | 2,978 | 1213 | 1765 | 134 | 1079 |
| Oct | 7,258 | 4202 | 3056 | 2652 | 1550 |
| Nov | 4,329 | 2850 | 1479 | 2466 | 384 |
| Dec | 3,252 | 2077 | 1175 | 1779 | 298 |
| Jan '04 | 4,021 | 2217 | 1804 | NA | NA |
| Feb | 7,076 | 4245 | 2831 | NA | NA |
| TOTAL | 64,596 | 36,054 | 28,542 | 22,922 | 6,670 |



Fig. 5-11 Visitors to Capitol Square

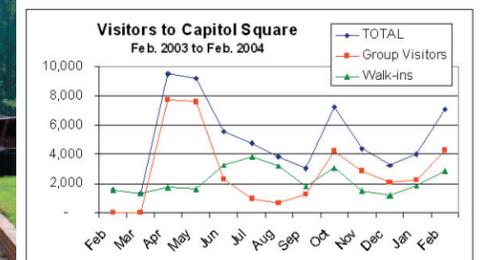
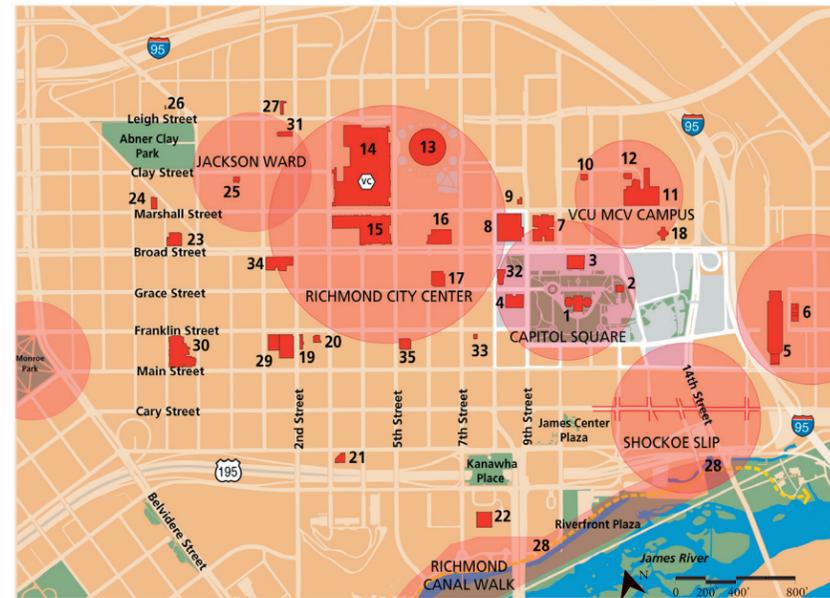


Fig. 5-12 Capitol Square visitor data from Feb. 2003



VIRGINIA STATE CAPITOL MASTER PLAN



| | | |
|--|---|------------------------------------|
| 1 State Capitol Building | 19 Chamber of Commerce | Legend |
| 2 Governor Mansion | 20 Bolling Haxall House | |
| 3 Old City Hall | 21 Richmond Ballet | Attractions and Landmarks |
| 4 St. Paul's Episcopal Church | 22 Federal Reserve Building/Money Museum | Parks and Public Areas |
| 5 Main Street Train Station | 23 Theatre IV's Historic Empire Theater | Capitol Square Buildings |
| 6 17th Street Farmer's Market | 24 VA Fire and Police Museum | Major Concentration of Attractions |
| 7 Richmond City Hall | 25 Black History Museum and Cultural Center | Visitor Center |
| 8 Library of Virginia | 26 Bill Bojangle's Robinson Monument | Richmond Canal Walk |
| 9 John Marshall House | 27 Maggie Walker National Historic Site | |
| 10 Richmond History Center | 28 Richmond Canal Walk | |
| 11 Medical College of VA Hospital | 29 Richmond Public Library | |
| 12 Museum and White House of the Confederacy | 30 Historic Jefferson Hotel | |
| 13 Richmond Coliseum | 31 St. Peter's Catholic Church | |
| 14 Greater Richmond Convention Center | 32 Hippodrome Theater | |
| 15 Ballroom | 33 Lee House | |
| 16 6th Street Marketplace | 34 Elegba Folklore Society | |
| 17 Carpenter Center for the Performing Arts | 35 Virginia Center for Architecture | |
| 18 Monumental Church | | |

Fig. 5-13 Richmond Capitol area attractions

- Spring and fall are the strongest visiting seasons. Over the last 12 months over 1,100 tour buses have brought visitors to Capitol Square, and the Capitol is considered the prime attraction for many tour operators. The number of visitors to the Capitol and other attractions as part of the same trip are handicapped by topography and the lack of visitor friendly parking.
- Buildings facing Capitol Square are not pedestrian friendly. Consideration should be given to locating visitor attractions or amenities on the ground floor of buildings facing the historic open space. The landscape master plan prepared by Rhodeside & Harwell, Inc. in March 2004 recommends elimination of parking on the grounds, which will help make the experience more pedestrian friendly.
- There are three major transportation challenges to Capitol Square visitors:
 - Easy access to parking near the Capitol.
 - Lack of a cohesive visitor information system.
 - Difficulty of linking to other tourist attractions because of topography and distance
- Civil engineer and traffic planner Vanasse Hangen Brustlin, Inc. has recommended preliminary solutions to these challenges including the designation of the Bank Street Garage for visitors.
- The present method of touring Capitol Square includes guided tours of the Capitol and the Governor's Mansion as well as informal walks throughout the grounds. In the future, visitors will enter the Capitol building by an underground entrance from Bank Street. The Legislature and other government officials will have an alternative entrance.
- There are many agencies involved in Richmond tourism. As a result there is no single location for visitors and no central location for arriving tourists. The celebration of the 400-year history in 2007 is an opportunity to coordinate attractions, programs, and access in advance. The Virginia Tourism Commission presently operates the tours from the historic Bell Tower on Capitol Square. There is not yet a decision on who will be responsible for visitors when the Capitol is renovated.
- The potential for increasing tourism depends on improvements in programs, operations, and a new visitor center operation, which can tell the story of Capitol Square and its history. Economic Research Associates believes that at least 10,000 SF should be devoted to the center. At the present time there are three "centers"—one at the convention center, the NPS center at Tredegar, and the Bell Tower at Capitol Square.