

**REPORT OF THE
COMMISSION ON LEGISLATIVE PROCESS
To
THE GENERAL ASSEMBLY OF VIRGINIA**



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COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply
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SPEAKER

COMMONWEALTH OF VIRGINIA

HOUSE OF DELEGATES

SPEAKER'S ROOM

RICHMOND 23219

January 28, 1974

To: THE GENERAL ASSEMBLY OF VIRGINIA

The Commission on the Legislative Process emphasized in its last report to the General Assembly the importance of improving the staff and facilities available to our legislature. It is the hope of the Commission that through improvements in the system in which we work the full potential of the General Assembly may be realized without the necessity of altering the historical role of our members as "citizen" legislators.

In nineteen hundred seventy-three you recognized the need for improved staffing and facilities. With respect to staffing, the role of the Division of Legislative Services was expanded and research capabilities initiated. As to facilities, you recognized the need for expansion by the enactment of § 51-111.52:5 of the Code of Virginia which gives the statutory authorization to the Committees on Rules to proceed with the construction of additional buildings for use by the General Assembly upon direction of both Houses. The ground work for change in staffing has been implemented by the Division and further improvements and additional staff are anticipated to provide a broader range of services. To date, however, the actual execution of plans for Capitol expansion has not been effected, as it was your desire that further study be directed to the matter by this Commission.

During nineteen hundred seventy-three the primary thrust of the efforts of the Commission has gone toward studying alternative solutions to the expansion plans advanced during the last session. We feel that the need for additional space has been clearly demonstrated, but the most satisfactory manner for providing such space has not proven easy to ascertain. After substantial study and discussion of the problem, the Commission adopted the following motion: "It is the sense of the Commission that the present Capitol of Virginia be retained as a functional Capitol, and that to meet the needs of the legislature, new facilities must be erected within the bounds of Capitol Square, coordinated with the present Capitol Building."

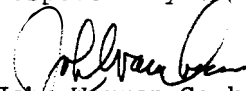
Pursuant to the adoption of this motion, the Commission has developed and now endorses the proposal which includes new legislative office facilities on the site of the present Finance Building and new, underground legislative chambers immediately north of the present Capitol Building. The Commission feels that such a proposal provides adequate and convenient space to meet the General Assembly's needs, retains the present Capitol as an integral part of the legislative process, and maintains Capitol Square as a park for Richmond and all Virginia.

The need for improved facilities has increased even in the one year since our last report to the General Assembly. With every year that passes not only does the need increase but the costs rise. If the General Assembly is to function effectively, conditions must be improved. The time for improvement is now. I urge each member to consider objectively the proposal of the Commission.

The work of the Commission on the Legislative Process, like that of the General Assembly, is an ongoing function. By no means does this report

include the final recommendations which we shall make. While our energies have gone toward developing programs for Capitol expansion, we have taken cognizance of other features of the process which demand attention, specifically the legislative budget, informational services and computer technology. In the years to come the attention of the Commission will again turn toward developing the ways by which the legislative process can best respond to the needs of the Commonwealth.

Respectfully submitted,



John Warren Cooke
Chairman

JWC/bc

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Report of the
Commission on Legislative Process
to
The General Assembly of Virginia

Richmond, Virginia

January, 1974

To: THE GENERAL ASSEMBLY OF VIRGINIA

The Commission on the Legislative Process made its most comprehensive report to date to the 1973 Session of the General Assembly. That year a total of 38 recommendations were incorporated in the report of the Commission relating to staffing, computer technology, legislative procedures, facilities and other related matters. Many of these recommendations were approved legislatively or otherwise by the Assembly but other matters remained to be considered in greater detail. In order that the Commission might continue its review of the legislative process, House Joint Resolution No. 244 of 1973 was approved as follows:

HOUSE JOINT RESOLUTION NO. 244

Continuing the Commission on the Legislative Process.

Whereas, the Commission on Legislative Process has initiated, and to a large measure, accomplished, a comprehensive review of facilities, staff and procedures designed to facilitate efficient operations of the General Assembly, and particularly has studied needs and space requirements to have a more efficient legislature to meet the expanding needs of Virginia into the twenty-first century; and

Whereas, the constant development of new techniques and innovations, the use of which will continue to improve the effectiveness of the work of the General Assembly, require constant study and review, with the view to adopting such techniques and innovations to the benefit of the Commonwealth; and the further study of the matter of facilities for the General Assembly is required, including alternative proposals previously studied, one of which provides for the continued legislative use of the present House and Senate Chambers, all of which constitute sound reasons for continuing the Commission; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That the Commission on the Legislative Process be continued. The Commission shall be composed of twelve members appointed as follows: The Speaker of the House of Delegates and six persons appointed by him; the President of the Senate, the President pro tempore and three persons appointed by the Committee on Privileges and Elections of the Senate. The Commission shall be composed, insofar as it may be practicable, of the same persons who were appointed to the Commission in nineteen hundred seventy-two. The members so appointed shall elect from their membership a chairman and a vice-chairman.

The Commission shall continue its study of the legislative process in Virginia. The Commission shall consider, but shall not be limited to (1) facilities for the legislature, including additional in-depth review of plans for expansion thereof, including alternative proposals, one of which provides for the continued legislative use of the present House and Senate Chambers and the acquisition of existing improved properties and facilities adjacent to the Capitol Square for conversion into support facilities for the legislative branch,

and other appropriate sites, in cooperation with the Public Buildings Commission; (2) staff assistance for the General Assembly; (3) the continued development of the use of computer technology and (4) procedures designed to improve the processing of legislation.

Resolved further, That the Commission is also directed to make a study of the feasibility of establishing standard procedures for certain legislative action, including:

(1) Establishment of a standard date to limit introduction of bills and joint resolutions in both sixty and thirty day sessions;

(2) Establishment of a standard date to limit consideration of bills and joint resolutions by the house of origin in both sixty and thirty day sessions;

(3) Advisability of a short recess of the General Assembly after the date set to limit introduction of bills and resolutions to allow the public and the members of the General Assembly to familiarize themselves with the issues confronting them.

Members of the Commission shall receive the compensation provided by law for members of legislative committees and be reimbursed for their actual expenses, which shall be paid from the contingent fund of the General Assembly. In addition, the Commission is hereby authorized to expend a sum sufficient, estimated at one hundred twenty-five thousand dollars, from the contingent fund of the General Assembly, to defray the cost of conducting the study, which cost shall include the employment of such personnel as it deems advisable.

The Commission shall complete its study and report its findings and recommendations to the members of the General Assembly not later than November fifteen, nineteen hundred seventy-three. All agencies of the State shall assist the Commission in its study upon request. The Director of the Division of Legislative Services shall serve as secretary to the Commission.

The study directive specified that the membership of the Commission should remain unchanged to the extent practicable. Accordingly, the Speaker of the House of Delegates, John Warren Cooke, President of the Senate, Henry E. Howell, Jr., and President Pro Tempore of the Senate, Edward E. Willey, were appointed to serve on the Commission. Pursuant to the appointive power delegated by the resolution, the Speaker appointed to serve on the Commission Don E. Earman of Harrisonburg, Robert R. Gwathmey, III of Hanover; Lewis A. McMurrin, Jr. of Newport News, Ford C. Quillen of Gate City; J. Lewis Rawls, Jr. of Suffolk and James M. Thomson of Alexandria. The Committee on Privileges and Elections of the Senate appointed Hunter B. Andrews of Hampton, Joseph V. Gartlan, Jr. of Fairfax and William F. Parkerson, Jr. of Henrico. Mr. Cooke was reelected to serve as Chairman of the Commission and Lieutenant Governor Howell as Vice Chairman. John A. Banks, Jr., Director of the Division of Legislative Services, served as Secretary to the Commission in compliance with the terms of the study directive.

The Commission received staff assistance from several agencies serving the General Assembly. Louise O. Lucas, Clerk of the Senate; George R. Rich, Clerk of the House of Delegates; J. T. Shropshire, Deputy Clerk of the Senate; Joseph E. Holleman, Assistant Clerk of the House of Delegates; H. Bryan Mitchell, Administrative Assistant to the Speaker of the House of Delegates; Constance D. Sprouse, Legislative Research Associate of the Division of Legislative Services; Steven L. Micas, Staff Attorney of the Division of Legislative Services and Laurens Sartoris, Senior Attorney of the Division of Legislative Services, assisted the Commission in its work.

Of the greatest concern to the Commission during this most recent year of

its study was the expansion of legislative facilities to provide more adequate space in which the legislative process may function. In order to assist the Commission in this phase of its study the services of three joint venture architectural firms were retained; Saunders, Cheng and Appleton; Oliver, Smith, Cook and Lindner; and, Tecton, Inc. The reports submitted to the Commission by these consultants are included in the appendices to this report.

Following the deliberations and efforts of another year of study the Commission is now able to make other recommendations to the General Assembly.

II. RECOMMENDATIONS

1. The General Assembly should endorse, as does this Commission, the concept of the renovation of the Capitol building as outlined in the appended consultant's report. This renovation would include a low profile structure on the site of the present Finance Building to provide offices for the General Assembly and its staff and a subterranean structure to the rear of the existing Capitol building to house new chambers.

2. The General Assembly should enact legislation to provide for the preparation of the budget of the Assembly by the legislative branch of government.

3. The Committees on Rules of the House of Delegates and the Senate should examine the desirability and feasibility of expanding telephone informational services available to the public.

4. The staff of the General Assembly should include persons knowledgeable in matters relating to computer technology so that further advances can be made in the disposition of legislative matters.

5. The Commission on the Legislative Process should be continued in existence by the General Assembly for the purpose of investigating further matters relating to the legislative process.

III. DISCUSSION

1. THE GENERAL ASSEMBLY SHOULD ENDORSE, AS DOES THIS COMMISSION, THE CONCEPT OF THE RENOVATION OF THE CAPITOL BUILDING AS OUTLINED IN THE APPENDED CONSULTANTS' REPORT. THIS RENOVATION WOULD INCLUDE A LOW PROFILE STRUCTURE ON THE SITE OF THE PRESENT FINANCE BUILDING TO PROVIDE OFFICES FOR THE GENERAL ASSEMBLY AND ITS STAFF AND A SUBTERRANEAN STRUCTURE TO THE REAR OF THE EXISTING CAPITOL BUILDING TO HOUSE NEW CHAMBERS.

Virginia is indeed fortunate in having as part of its continuing heritage and tradition a Capitol building originally constructed in the Eighteenth Century according to plans partially conceived by one of the Commonwealth's and the nation's greatest statesmen and thinkers, Thomas Jefferson. Our Capitol is in the minds of many, the most beautiful such structure in the United States. The building that has developed through the years has been touched by the history of every period of the American republic and bears witness today to the efforts of past generations of Virginians.

Among the facts brought to light during the years of study of this Commission were those relating to the history of the Capitol; a building which has undergone constant change since its original construction. Thomas Jefferson was one of the members of a commission created by statute in 1780 to plan for a new capitol structure to be erected in the then new capitol of Richmond. Jefferson was out of the country at the time that the final plans for

the construction were accomplished, though with the help of the French architect, Charles Louis Clerissault, prepared the original designs based on the Maison Carrée ancient Roman temple at Nimes, France. They adapted the interior and exterior of the plans to suit Eighteenth Century legislative, judiciary and executive purposes; however, the plans were carried into execution not in compliance with Jefferson's wishes and he was disappointed with the final results. Several years after the original construction of the building in 1786, additional modifications were made in the building to make it conform more closely to the original design but renovations were not to end here. Twice again as the Eighteenth Century drew to a close the exterior of the building was modified. The portico was added in 1790 and in 1800 the former red brick building was stuccoed. The front steps were removed in 1846. The interior of the building underwent extensive alteration in the Nineteenth Century. The most extensive of all changes was made in 1904 when the two wings now housing the chambers were added and the south portico steps reconstructed. A hall was also added from the south portico thus destroying forever the old Senate chamber.

The exterior appearance of the building has remained substantially unchanged since the turn of the century. Over twenty years ago it was realized that changes needed to be made to accommodate the requirements of a Twentieth Century legislative body. Though a commission recommended the extension of the existing wings to provide additional space, the proposal was never carried into operation. The most recent changes were made when the halls to the wings were widened, interior stairs and offices were provided, attic space was converted to office and committee room use and a second elevator added. Other alterations to the Capitol have been made but have not been enumerated here. Thus, the Capitol today is a building which has undergone constant renovation during the almost 200 years of its existence. Our proposal is to extend the space available for legislative use within the immediate Capitol area while leaving unaltered the exterior detail of the existing structure. We hope to provide on Capitol Square a structure adequate to meet the needs of a modern legislature which can serve as the contribution of our time to that which has evolved in the past.

As is noted above, the need for additional facilities was recognized in the early 1950's. In the years that have passed since that early commission proposal for expansion, the requirements of the General Assembly occasioned by annual sessions, more active committees and greater constituent demand have increased exponentially. The need for new space today is desperate and must be solved if we are to meet the demands of our time. This commission made a recommendation that Capitol expansion be effected in its last report. In principal this proposal for expansion was accepted by the legislature in its enactment of legislation to provide that such expansion should be accomplished under the aegis of the Committees on Rules with the funds provided by the Retirement System. It is a fair statement of fact to state that while the Assembly approved in spirit our earlier recommendation it felt that further study should be devoted to alternatives to the proposal advanced in 1973. During our study culminating in this report much additional time and effort has been expended in attempting to determine the best avenue for expansion. Of special significance has been the study commissioned by us of the present Federal Reserve Building. Its conversion for legislative purposes was studied in great detail, and the possibility of its use was rejected by this Commission. Based on the findings of the study commissioned for our use, we feel the use of the Federal Reserve Building would be a short-sighted solution to our current problems. The needs of today would be met, but, assuming that the legislature's needs continue to escalate, the Federal Reserve Building would soon be outmoded. Our stated objective has been to provide legislative facilities adequate to meet the needs of the future, and we feel that the Federal Reserve

Building fails to meet that criterion. Coinciding with our study of the use of the Federal Reserve Building was one for the renovation of the existing chambers. Again, the facts of considerable cost and continued inadequacy of remodeled chambers caused the Commission to reject such remodeling. In neither the case of the use of the Federal Reserve Building nor that of the existing chambers does the Commission feel that great improvements might be made over present conditions. The proximity of the Federal Reserve Building to the existing Capitol is not much, if any, better than that of the Eighth Street Office Building where legislative offices are now maintained. Renovation of outmoded structures would stifle the Assembly's function in years to come. Construction of contemporary, well designed legislative facilities created for the purpose would in the long run serve the ends of the Assembly better.

The proposal which we now make is for the construction of a "low profile" office structure on the site of the existing Finance Building in which offices for legislators and legislative staff can be housed. In conjunction with this structure we recommend the erection of new chambers to the north of the existing Capitol. This second structure would be largely underground creating on the surface a formally landscaped plaza. The existing Capitol building would be maintained, the first floor being used, as now, for committees and the existing chambers renovated to provide adequate committee space for the House Committee on Appropriations and Senate Committee on Finance.

There is appended to this report the study made by the consultants to the Commission including material relating to the Federal Reserve Building and renovation of the existing chambers for legislative purposes.

The most balanced representation of the deliberations of the Commission can be found in this report and for thorough delineation of our recommendation, a careful review should be made of its contents.

2. THE GENERAL ASSEMBLY SHOULD ENACT LEGISLATION TO PROVIDE FOR THE PREPARATION OF THE BUDGET OF THE ASSEMBLY BY THE LEGISLATIVE BRANCH OF GOVERNMENT.

In past years this Commission has made recommendations based largely on an awareness of the evolving role of State legislatures in the United States. We have emphasized that all too often legislatures have taken at best second place to the executive branch of government, merely rubber stamping the legislative programs proposed by state governors. It has been our belief that in so doing the elected representatives of the people charged with the responsibility of making the laws which shall govern have been derelict in their responsibilities. Our efforts have gone toward creating a viable, confident legislative organ capable of responding to the needs of the people as they may arise. We believe that in order to accomplish this end, all matters relating to the functions of the legislature must be carried out within the "house" of the legislature. As a consequence we have made recommendations to improve procedures and staffing.

A matter of some importance which will be an additional step in the direction of allowing the legislature to keep its own house in order is our proposal to amend § 2.1-55 of the Code of Virginia. As the law now reads it is the responsibility of the Comptroller an officer within the executive branch of government, to estimate the financial needs of the General Assembly. This is a misplaced responsibility. While we do not question the sincerity or competence of the Comptroller in carrying forth the duty prescribed by this section, we feel that it would be better for the Assembly to specify its own financial requirements. Accordingly, our proposal would be that the Committees on Rules of the two houses of the General Assembly prepare the catalog of financial needs of the Assembly and thereafter transmit to the Governor such estimates for inclusion in the appropriations bill.

3. THE COMMITTEES ON RULES OF THE HOUSE OF DELEGATES AND THE SENATE SHOULD EXAMINE THE DESIRABILITY AND FEASIBILITY OF EXPANDING TELEPHONE INFORMATIONAL SERVICES AVAILABLE TO THE PUBLIC.

During sessions of the Maryland legislature, a public service information system is operated whereby citizens of that state are able to place toll free telephone calls to the state capitol to obtain information respecting the status of bills and other legislative matters. There was some feeling on the Commission that the installation of additional telephone lines and employment of additional personnel to man these might be beneficial to the public.

The service would be operated in conjunction with the current computerized bill status system which has functioned in the Capitol and adjoining buildings for several years. Telephone operators would have at their disposal computer terminals and could give up to the minute information to persons making inquiries. Obviously, the service would be most beneficial to persons who are not located in the Richmond area and must now make calls for information at their own expense. In the past two operators have been available to receive such calls at the Capitol; however, as the information service has not received wide publicity and as the citizens must bear the cost of communicating with the State Capitol, the service has not developed to the extent that it has in Maryland.

While projections as to the cost and space can be made now, no accurate determination of the demand for this service is available. To the end that further investigation of possibility of implementing such extended informational services may be made, the Commission requests the Committees on Rules of the House of Delegates and the Senate to undertake an examination of the matter and if their findings prove satisfactory, to implement the program along the lines discussed herein.

4. THE STAFF OF THE GENERAL ASSEMBLY SHOULD INCLUDE PERSONS KNOWLEDGEABLE IN MATTERS RELATING TO COMPUTER TECHNOLOGY SO THAT FURTHER ADVANCES CAN BE MADE IN THE DISPOSITION OF LEGISLATIVE MATTERS.

The computerized services available to the General Assembly are becoming as advanced as any in the nation. Several years ago the bill status system was inaugurated to provide current information to interested persons at computer terminals located throughout the Capitol area. Also, several years ago under the leadership of the Virginia Code Commission, the statutory contents of the Code of Virginia were incorporated on computer discs allowing reference to Code sections to be made by the Code Commission or drafting service agency.

As a result of the recommendations of this Commission made to the 1973 Session of the General Assembly, the Committees on Rules were delegated the responsibility of supervising the installation of a computerized bill preparation system for the use of the Division of Legislative Services. This system has been installed and the legislative material introduced into the 1974 Session will all be prepared on it. The system allows for existing Code language to be summoned from the memory of the computer and thereafter deletions or additions made. From this point the draft is permanently recorded on tape and a printout of same is prepared for introduction. While it was not envisioned that the computer services just described would be advanced beyond such description at this time, it has been possible for additional steps to be taken. As the capability of computer technology is now available all bills and resolutions this year will be printed indirectly from computer tapes prepared in the Division of Legislative Services. This allows for a procedure which is more accurate, less costly and more rapid. Following the passage of legislation by the

General Assembly it will also be possible to enroll bills on the computerized system and thereafter for such bills to be printed by a company capable of computerized printing and for the acts of Assembly thereafter to be printed from such tapes. The hot lead processes of former years are now obsolete in the legislative process in Virginia.

Because of the successes of the computer program so far implemented, this Commission is most anxious for the computerized programs available to the General Assembly to go forward. The proper utilization of computerized equipment cannot help but improve the efficiency of the legislative process and every effort should therefore be made to implement the most modern technology available. We now have a computerized program which is as advanced as any in the nation, yet it should not deter us from seeking additional ways in which programs and performance can be improved. Thought should be given by the Division of Legislative Services to the possible employment of a staff of computer specialists to serve the General Assembly alone thereby not causing the Assembly to rely on other agencies. Additional consideration should be given to centralizing all computer functions within a single agency in order that duplication of effort may be avoided and efficiency promoted.

IV. CONCLUSION

The legislative process is an ongoing institution. Circumstances are at all times in a state of flux with the work of the General Assembly changing as the years pass. This Commission has now been in existence for six years and has made many recommendations which upon implementation have gone to promote the efficiency of our legislature. Nevertheless, the job of reviewing our procedures, staffing and facilities is one which is never done. We, therefore, respectfully request that the Commission be continued in existence for a period of two more years in order that further improvements may be realized.

Respectfully submitted,

Lewis A. McMurrin, Jr.

Ford C. Quillen

J. Lewis Rawls, Jr.

** James M. Thomson

*** Edward E. Willey

John Warren Cooke

* Henry E. Howell, Jr.

Hunter B. Andrews

Don E. Earman

Joseph V. Gartlan, Jr.

Robert R. Gwathmey, III

* ADDITIONAL STATEMENT OF HENRY E. HOWELL, JR.

I approve the report of the Commission on Legislative Process subject to the following comments.

As a member of the House of Delegates in 1964, I introduced a resolution to constitute a committee to study the need for revitalizing the legislative process.

I re-introduced a similar resolution in the Senate of Virginia in 1966, and I am pleased to have been able to serve on this Commission which was subsequently constituted in my capacity as Lieutenant Governor.

I approve the report and wish to emphasize the importance of establishing meaningful, toll-free facilities for citizens to communicate with the Legislature when in session as is recommended.

In addition, I want to urge that adequate facilities be provided for the wives of the legislators to meet and be comfortable while attending the legislative session in which their husbands are serving.

Further, I want to make certain the final architectural plans give priority to accommodating the public in visiting the chambers and attending committee hearings and be afforded adequate luncheon facilities while the Assembly is in session. The current luncheon staff does a superlative job, but additional accommodations are necessary.

The architects in the preliminary sketches have assured me that adequate space has been allocated for the news media, both print and electronic.

**** ADDITIONAL STATEMENT OF JAMES M. THOMSON**

The need for greatly expanded Capitol facilities is beyond dispute. It is equally obvious that the people of Virginia do not want to make any changes in the present Capitol Square. I must, therefore, reiterate my initial support for moving the new Capitol structure to an entirely new location. Such a location is between Ninth and Twelfth Streets and south of Cary Street to the river.

***** ADDITIONAL STATEMENT OF EDWARD E. WILLEY**

I concur in the Report of the Commission on Legislative Process with one exception; that being the construction of a subterranean structure to the rear of the existing Capitol building as our new chambers.

My reason for this comes from a tremendous number of complaints by my constituents. So far I have not heard one word spoken in favor of this plan.

While personally I feel very strongly that we do need new chambers, I do not want to commit myself to any project that would not be well received by the citizens I represent. It seems to me that with the construction of a new office building on the site of the old Finance Building and the possible removal of the old existing State Office Building that this would be an acceptable site. Further, I might add that I do not favor the renovation of any surrounding building for the purpose of housing members of the legislature. Any corporation having as many complex services and responsibilities as the General Assembly with a budget of 6 billion dollars certainly cannot be expected to operate efficiently in makeover or stopgap quarters.

Whatever the future of the facilities for the General Assembly, I am convinced that they should be constructed for this unique service as any other good business corporation would be expected to do.

DISSENT OF WILLIAM F. PARKERSON, JR.

The Commission on the Legislative Process was created in 1968 and has been continued in existence to the present time. Through the efforts of this Commission the operation of the legislative process is being improved and rendered more efficient. A comprehensive review of facilities, staffing and procedures has been accomplished. Computer technology has been utilized that contributes to efficiency and makes information readily available to the general public as well as to legislators and staff.

I have been privileged to serve as a member of this Commission for only a brief while but during this time I have come to appreciate the work and the dedication of those members who have served so well for so long.

My dissent to the present Report is addressed primarily to the solutions recommended by the majority for resolving the needs for improved physical facilities for the legislature. That Committee rooms, legislative offices, staffing areas and other support facilities are presently inadequate is a fact, and I concur with the majority that this situation should be remedied.

Background

The Report of the Commission on the Legislative Process submitted to the General Assembly at the 1973 Session attempted to solve these needs by proposing the construction of new chambers for both House and Senate, three-room office suites for each legislator, offices for all legislative support services, committee rooms, dining facilities, parking, etc., in a plan that required about 420,000 gross square feet of space. The proposed location was a terraced subterranean structure on the South Lawn of Capitol Square.

The magnitude of this proposal, the great cost and the proposed site caused the General Assembly to direct the Commission to continue its work and to consider, among other things, an alternative approach that would (1) retain the present House and Senate Chambers and (2) acquire existing improved properties and land adjacent to Capitol Square for conversion to support facilities for the legislature.

At the June 6, 1973, meeting of the Commission the same architects who had proposed the South Lawn subterranean plan were employed to study and report to the Commission on the feasibility of: acquiring the Federal Reserve Bank of Richmond building on the north side of Franklin Street at Ninth Street as well as the parking lot and building on the south line of Franklin Street at Ninth Street; converting these properties to support facilities for the legislature; and retaining for legislative use the present House and Senate Chambers at the Capitol.

Feasibility of the Federal Reserve Bank Building

This feasibility study was made by the architects and is dated July, 1973. It was presented to the Commission at its July 12, 1973, meeting and is attached to the present Report as Appendix IIIa and IIIb.

It is important to note that this Feasibility Report finds that the generous space requirements set forth in the Report to the 1973 Session can be accommodated in the Federal Reserve Bank properties. The major deficiency shown in the feasibility study is a reduction in Committee room sizes.

After reviewing this study and after careful consideration of this noted deficiency, I communicated with all Commission members and all of the architects by letter dated August 1, 1973, addressed to the Honorable John Warren Cooke, Chairman, copies of which were sent to each Commission member and to all of the architects. In this letter, I proposed a simple means of

alleviating this deficiency and offered a scheme for a rearrangement of the first floor space at the Capitol which to me seemed to have merit. These suggestions were not acted upon by the Commission and the architects were not directed to respond nor have they volunteered a response. Attached to this dissent are my suggestions of August 1, 1973, which hopefully will be more favorably received by the members of the General Assembly.

Capitol House and Senate Chambers

I take the position that the Senate Chamber space in the Capitol is adequate and that a rearrangement within the House Chamber will greatly improve that space use. Ref: Feasibility Report IIIa, at pp. 51 and 52. While I do not agree with the architects' proposed seating arrangements (because they eliminate the center aisle), yet their idea of better use of the rear of the Hall to provide better seating and storage is admirable.

Their relatively minor proposed changes in the balcony supporting columns has merit and is not overly costly. Overall this proposal, which requires no change as such to the Chamber, provides improved viewing and storage facilities for the members as well as a stairway for easy access to the member's lounge below.

Gallery Space

The Senate gallery space and certainly the House gallery space are less than could be desired. The fact that they are minimal does not justify any change in this regard. Certainly the Link Expansion discussed in the Feasibility Report pp. 52 et seq., is objectionable both from a cost standpoint as well as in the damage it would do externally to the Jeffersonian Capitol. This idea could well have been discarded by the architects and not dignified by inclusion in their Report.

Current Majority Proposal

At the August 10, 1973, meeting of the Commission, the majority laid to rest the feasibility of using the Federal Reserve Building by formally agreeing to consider only a concept of *new facilities within the bounds of Capitol Square*.

Having reached this decision, which in essence provides for two Capitols within the same area, the old problems from the first report reappeared: How do you build new Capitol facilities within Capitol Square and not dominate or detract from the Jeffersonian masterpiece? The solution was the same again, i.e., go underground but at a different location within the Square.

The plan that the Commission majority currently recommends is of the same magnitude as the original proposal. The estimated cost for a total of 420,000 gross square feet of space, will range from \$31,000,000 to \$35,000,000, not including architectural and engineering fees, interior furnishings or special landscaping costs.

The present State Finance Building would be demolished and new legislative chambers would be constructed underground on the north side of the Capitol with support facilities being located in the ravine to the east.

This current proposal retains the identical objectionable underground features of the original proposal. To house Virginia's seat of government in underground facilities is not appropriate and it is not necessary.

A Philosophical Question

The majority proposal raises a serious question: Why does the Legislature of Virginia require all of this expensive space? The majority opinion leaves only

one conclusion; the citizen legislature of Virginia will be replaced by a full time professional legislature.

Is this what the citizens of Virginia want? If one answers the question in the negative, as I believe the overwhelming majority of Virginians would, then the question becomes:

Can the construction of facilities on this scale be justified to serve the needs of legislators in session for 60 days in even numbered years and 30 days in odd numbered years?

To offer a contrast that will put into perspective the grandeur of the majority proposal, the programmed net square feet (75,800) for just the office suites for members is more than double the net square footage (35,500) in the entire present Capitol.

The Federal Reserve Bank Properties

The Commission majority feels that "the use of the Federal Reserve Building would be a short-sighted solution to our current problems. The needs of today would be met, but, assuming that the legislature's needs continue to escalate, the Federal Reserve Building would soon be outmoded." Ref: Report of the Commission on the Legislative Process, III, Discussion 1. at page 4.

My response is that the 1973 Report of the Commission examined the needs for facilities of the Virginia General Assembly projected to the year 2020 and reached the conclusion that a building of 420,000 gross square feet would be needed. Ref: Facilities for the General Assembly: Toward the year 2000 - and beyond.

The feasibility study of the Federal Reserve Building, made by the Commission's consulting architects, has concluded that the programmed space called for to meet the needs of the General Assembly until the year 2020 is available in the Federal Reserve properties. Ref: Report to the Commission on the Legislative Process, Part I Feasibility of the Federal Reserve Bank.

Having made a feasibility study based on the criteria of needs until the year 2020, and having found the Federal Reserve Bank properties to meet this test, how can the Commission majority support a statement that the Federal Reserve Bank properties will soon be outmoded.

Attached to my minority report is a General Physical Data resumé of the Federal Reserve Bank Building and a picture of the building. The exterior appearance of the main structure itself is imposing and in character with a governmental building. And, in keeping with a governmental building, it is above ground for all to see, strategically located adjacent to Capitol Square. Additional parking can be provided above ground by means of a modern parking deck on the present ground level parking lot.

On the interior, the building is highlighted by a magnificent two-story marble lobby which could serve for large public hearings as well as for a legislative reception hall. Other distinguishing features are lounge rooms, panelled conference rooms and commodious kitchen and dining facilities. Numerous dispersed elevators, recently renovated, serve the building.

As stated in the feasibility study, the building is in good condition, was built to high quality standards and maintenance has been outstanding.

The architects assigned an acquisition cost of \$5,000,000 for all of the Federal Reserve properties. This figure is the approximate appraised value and I accept it, although the cost to the Commonwealth of Virginia from the Federal Reserve System conceivably could be less.

The renovation costs assigned by the architects are extremely high and are due primarily to the proposed tunnels to the Capitol under Franklin and Ninth Streets. Obviously this great expense could be avoided if the legislators decided to continue to cross these two streets at grade level and under their own power. In evaluating the tunnel, the consultant architects stated that the tunnel is a relatively independent consideration since the Federal Reserve Building and parking garage can be used without the tunnel. Ref: Appendix IIIa, p. 55.

I am presently investigating the feasibility of slightly depressing a portion of Ninth Street that would permit a plaza type pedestrian walkway over Ninth Street at grade.

Summary

The Federal Reserve properties will serve all the programmed needs set forth in the 1973 Report and at a fraction of the cost of new facilities. The natural landscape of Capitol Square will be totally preserved and enhanced by the removal of the existing asphalt driveways and parking areas. The magnificent chambers of both the House and Senate can continue to serve their intended use and can continue to exert a restraining and moderating influence over those privileged for a time to serve the people of Virginia.

The reassignment of use of the first floor of the Capitol will provide suitable quarters for the leadership of both House, a lounge for the House members, more space for the press and a Capitol station for the Division of Legislative Services. (Reference: Attachment 1 to letter of August 1, 1972, to Honorable John Warren Cooke).

Conclusion

We have just received the address of Governor Holton in which he refers to Capitol Square. Ref: Senate Document No. 1, pp. 11, 12.

Governor Holton wisely recommends against the construction of any legislative facilities within Capitol Square. His recommendation is for the construction of such facilities on state-owned property at 12th and Broad Streets.

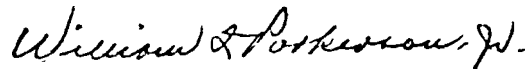
Overall the Governors' views represent to me, an improvement over the proposals of the Commission majority.

The Federal Reserve properties and the state property at 12th and Broad Streets are the same approximate distance from the Capitol building. To me the Federal Reserve location has a better relation, both geographically and esthetically, to Capitol Square than does the site at 12th and Broad Streets.

The added advantage, as I still see it, of the Federal Reserve properties is that they can appropriately be converted to the legislative needs at less cost than would be involved in demolishing existing buildings and constructing new facilities.

As government continues to expand the representatives of the people must respond to their justifiable legislative needs in moderation and in a manner commensurate with the tradition of Virginia government.

Respectfully,



William F. Parkerson, Jr.

REPORT
Legislative Process

COMMONWEALTH OF VIRGINIA



WILLIAM F. PARKERSON, JR.
12TH LEGISLATIVE DISTRICT
HENRICO COUNTY
NORTHWESTERN PART OF
700 BUILDING, SUITE 404
RICHMOND, VIRGINIA 23219

SENATE

COMMITTEE ASSIGNMENTS
LOCAL GOVERNMENT, CHAIRMAN
COMMERCE AND LABOR
COURTS OF JUSTICE
PRIVILEGES AND ELECTIONS

August 1, 1973

Honorable John Warren Cooke, Chairman
Commission on the Legislative Process
State Capitol
Richmond, Virginia 23219

Dear John Warren:

I have reviewed the feasibility report of July, 1973, prepared by our architects, and would like to offer a few suggestions for their consideration along with that of the Commission membership.

First, I believe we can remove all committee rooms from the Capitol and contain them in the Federal Reserve building. The added benefit to be gained, besides unifying this function, would be to free the space in the Capitol for other use.

My first suggestion is to retain the modern three-story building at the southwest corner of Ninth and Franklin Streets (proposed to be removed for parking), and use this building to house the Division of Legislative Services. The programmed size for DLS is 12,200 square feet, and the existing building contains approximately 18,000 square feet.

First impression to this proposal may be that this represents yet another function split between buildings. Reflection, however, upon the nature of the work of DLS will indicate the advantage of some slight physical separation from other legislative traffic of this basic research and development function. The separation is in fact minimal, being connected to the proposed legislative building by a short covered way. The added benefit is an additional floor of 6,000 square feet for future expansion. Further suggested space for DLS at the Capitol is mentioned later.

The lost parking space can be recovered, I am informed, by an additional parking level which would be below ground. I shall have available shortly the detailed construction plans of the extensive supports for the adjacent Bank of Virginia building which will indicate that lateral support for this structure would not be a factor in excavation for one or two below ground level parking decks. The tunnel connection under Franklin Street could be swung to connect somewhat to the east of its presently proposed terminus on the south line of Franklin Street.

I was impressed that the Federal Reserve building could accommodate to such an extent the square footages programmed in the initial study, and I am quite impressed with our architects' ability to most appropriately allocate legislative functions within the existing structure. I am of the opinion also that their decision to give a higher priority to legislators' offices than to committee rooms was proper.

Honorable John Warren Cooke -2- August 1, 1973

It appeared to me in reading their feasibility report that the committee room sizes, as well as number, presented substantial questions. See chart, page 18 of report, which indicates a severe disparity in program size and available space.

To greatly improve this situation, I am advancing the suggestion that the basement of the 1950 section of the Federal Reserve building (the space that would be vacated by DLS) be used for committee rooms. This additional space would achieve about the overall program size for committee rooms and also would contain all committee rooms in the Federal Reserve building.

I should add that, although this space is customarily referred to as the "basement", the floor is in fact only a few steps below the sidewalk level of Franklin Street. Further, the height of the space is in the range of 13 to 15 feet.

Should these suggestions be acceptable, greater flexibility in the use of the space on the first floor of the Capitol is established. Attached is a floor plan that provides improved quarters for the leadership of both houses and some additional space that the Senate Clerk could put to good use. In addition, there is furnished a Capitol station for DLS.

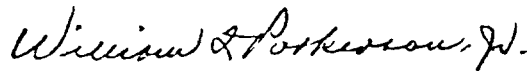
I suggest a modification to the proposed Mezzanine floor plan that would retain the existing Senate arrangement but would adopt the proposed arrangement on the House side, as shown on the second attachment.

The final attachment indicates the elimination of the Appropriations Committee Room, with this space being used by the Budget Office or some other appropriate function.

I hope these thoughts will prove of some value. Copies of this letter and the attachments are being transmitted to the full membership and to our architects.

With best regards, I am

Sincerely,



William F. Parkerson, Jr.

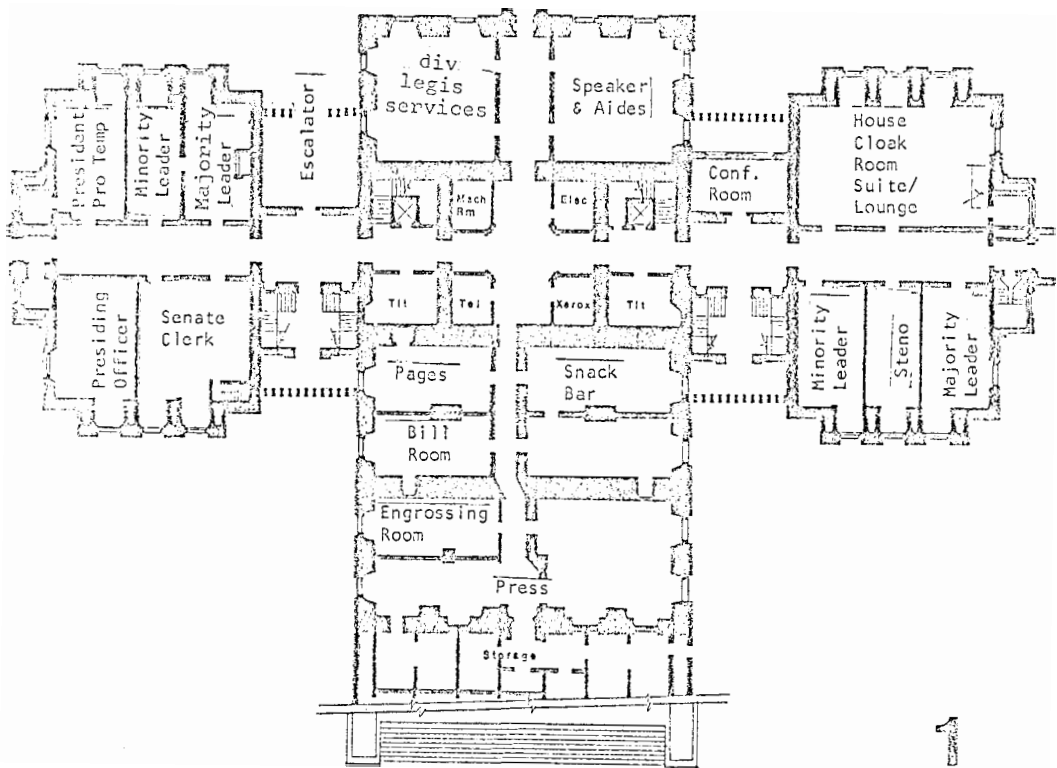
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Honorable John Warren Cooke -3- August 1, 1973

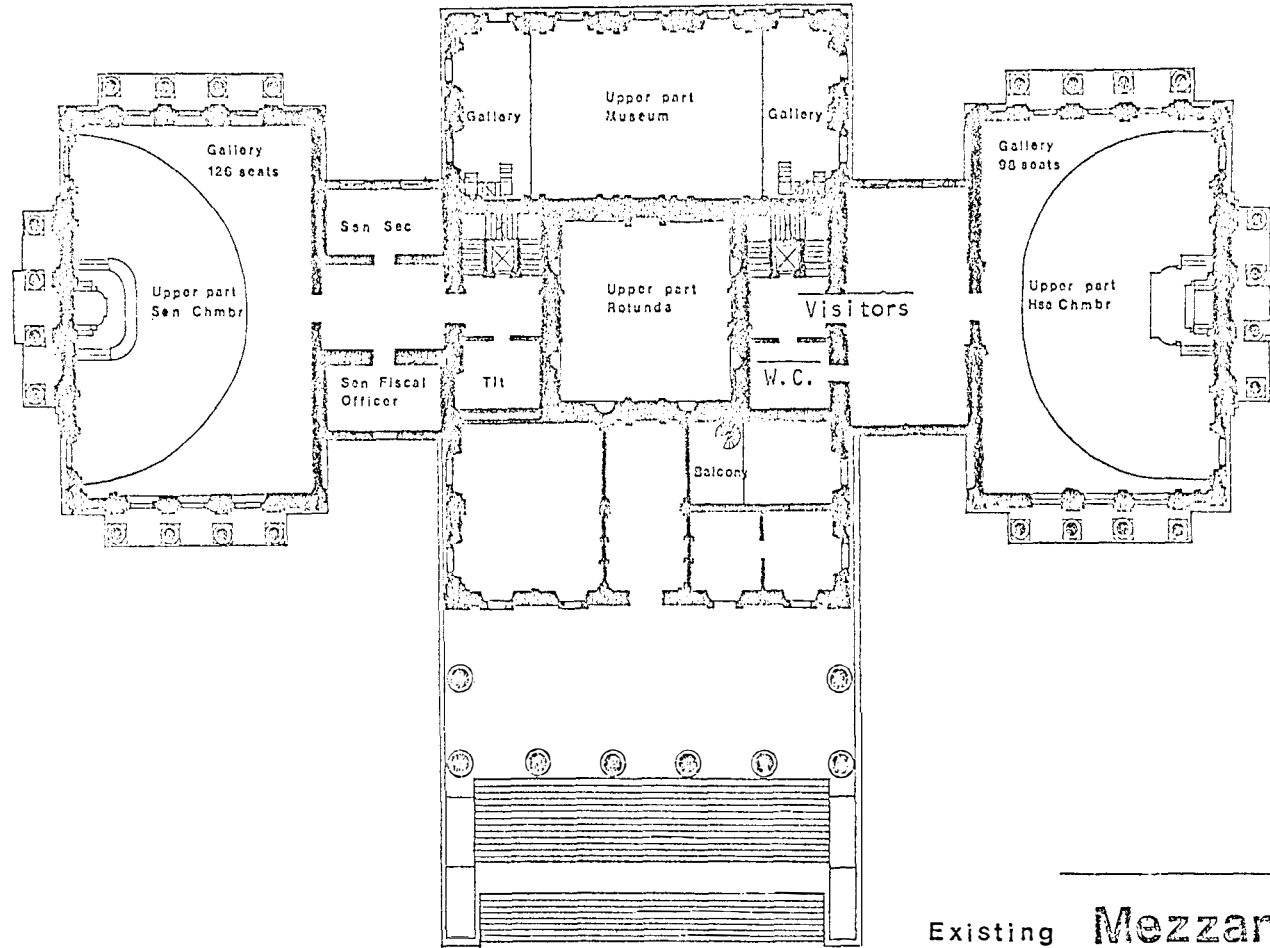
cc: Members of the Commission on the Legislative Process

Mr. Carl M. Lindner, Jr., Architect
Mr. Joseph H. Saunders, Architect
Mr. Herbert L. Smith, III, Architect
Mr. John A. Banks, Jr., Acting Director

Division of Legislative Services
Honorable Louise O'C. Lucas
Clerk of the Senate
Honorable George R. Rich
Clerk of the House of Delegates

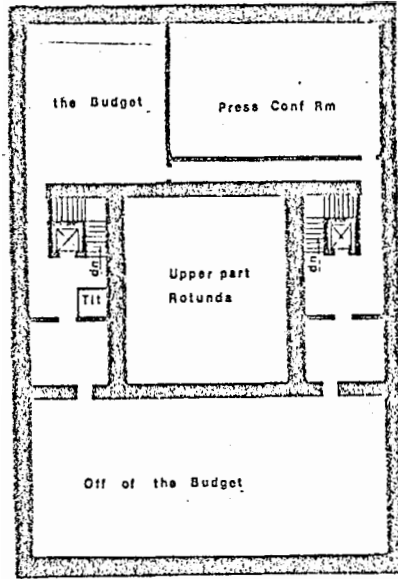


Virginia Legislature, Richmond Va



19

Existing Mezzanine



Existing

4

GENERAL PHYSICAL DATA
FEDERAL RESERVE BANK BUILDING

The Main Building Complex consists of approximately 266,000 square feet. The net usable space ranges between 165,000 square feet to 200,000 square feet.

Note: When making comparisons of efficiencies of buildings, variations exist due to planning standards applicable to the intended use of the building.

There are six floors above grade with a basement and sub-basement below grade.

There are five primary entrance doors:

- A. North Ninth Street
- B. South Ninth Street
- C. Franklin Street
- D. South Eighth Street
- E. North Eighth Street (auditorium)

There are two secondary entrance doors:

- A. *Private Alley* - unloading supplies to freight elevator or for personnel.
- B. *Rear Door* - also located in the private alley. This is a security door from which entrance to the building by personnel, entrance to indoor parking and entrance to an indoor loading and unloading bay (security type) may be manually controlled. This door is particularly useful at night and at other times when public doors are not open.

There are 15 elevators:

- 10 passenger (1 small)
- 1 freight
- 2 connecting security loading bay and First Floor North with vault area at basement level.
- 1 inside vault
- 1 sidewalk for removal of trash, etc. from Sub-basement.

Extensive upgrading of elevators has been recently completed (during 1972). All elevators are automatic and in good condition.

There is an auditorium with a maximum seating capacity of 300 removable seats. It has an entrance from Eighth Street, rest room facilities and a coat room. It is equipped with a projection room from which film may be shown and from which lighting, curtains, sound, etc. may be controlled. There is also an entrance from inside the building.

There is a Dispensary consisting of a reception area, nurses' offices, treatment rooms, examination room, bedrooms and showers.

Dining facilities include:

- A. A complete kitchen, bakery and scullery, walk-in cold storage and freezer boxes, holding refrigerators and dry storage room.
- B. Cafeteria with seating capacity for approximately 250 persons.
- C. Dining Room with seating capacity for approximately 45 persons.

There is an indoor parking garage with space for between 25 and 35 vehicles (depending upon whether or not an attendant is on duty). Chauffeurs quarters are included. Also, facilities for washing automobiles and repairs of a minor nature.

There is an indoor high security loading and unloading area connected with vault areas by elevator.

There is space, presently used, equipped with all utilities to house a large in-house printing facility. This space is joined by space for support activities

such as administrative offices, duplicating equipment and stock room for general office supplies.

There is space arranged to house a small police or security force. This space consists of a Control Room from which building security may be monitored, lounge, locker and rest room facilities, an administrative office, training or classroom, and target practice range.

There are maximum security vaults and several other secure storage areas of lesser importance.

There is a gas fired incinerator for the destruction of classified materials, equipment for the maceration of waste paper and trash, and for baling and storage of waste paper.

There is space equipped with mechanical and electrical facilities for computer systems joined by space for support activities.

There is an in-house Central Tube System for sending and receiving messages.

There is an in-house Telephone Exchange.

There is an in-house Paging System.

There is a refrigerated drinking water system and adequate rest room and lounge facilities at all floor levels.

There are approved Civil Defense Shelter Areas equipped with ventilation, emergency electrical generators and water from an in-house deep well. These shelters are designed for occupancy and survival, under emergency condition, if food is stored, for 700 people for two weeks.

During local emergencies power and water is available in sufficient quantities for business as usual, on a reduced basis.

Most partitioning is movable or removable, thus on all floors partitions may be taken down and reinstalled in a different arrangement, or open areas may be provided consisting of from several hundred square feet up to about 10,000 square feet.

The Heating, Ventilation, Refrigeration and Air Conditioning Systems are adequate and in excellent condition. All other mechanical, electrical, plumbing and drainage systems, etc. are in excellent condition. The building is clean and well maintained.

Maintenance, building operating and housekeeping areas with space for their support activities are adequate for self-sustained operation of the property.

In Addition:

There is across Franklin Street, between Eighth and Ninth Streets and extending southward, a parcel of land of approximately 26,000 square feet. On the southwest corner of Ninth and Franklin Streets, there is a "good" light duty office building known as 817 Franklin Street, occupying 6,000 square feet. This building is three stories. This amounts to 18,000 gross square feet. It has a new cooling tower, new electrical service and the air conditioning system is being upgraded at the present time. The two upper floors have been recently renovated. The lower floor is not now being used for office space. The remaining 20,000 square feet in this parcel of land is paved for parking.

There is adjoining the Main Building Complex, to the north on Eighth Street, a building known as 109 North Eighth Street. This building occupies approximately 2,000 square feet. It is three stories and amounts to about 6,000

gross square feet. This building has a new cooling tower and new electrical service. There is no elevator, and heat is furnished from the Main Building Complex. The lower floor, with entrance from the alley, is used for an Equipment Shop. The upper floors are used for storage and are in from poor to fair condition. The structure is sound and could be used for light office or other space after interior renovation.



A P P E N D I X



Toward the year 2000 and beyond

Report 2

**Facilities for
The General Assembly of Virginia**

A Report to the Commission on the Legislative Process

**Saunders Cheng & Appleton
Oliver Smith Cooke & Lindner
Tecton Incorporated**

December 1973

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SUMMARY AND RECOMMENDATIONS

This report discusses the implications of remodeling both the Federal Reserve Building and the present Chambers for use by the General Assembly. This alternative is rejected despite its lower cost, because of the alterations to the exterior of the Capitol which would be necessary to correct the problems of the House Gallery in particular. The report recommends that no changes be made to the exterior of the Capitol. It proposes the adoption of a planning and design concept involving four major elements:

1. New Chambers and legislative support facilities below a formal garden in the area between the Capitol and Old City Hall.
2. A Legislative Office Building using the site of the Finance Building.
3. A link of committee rooms and corridors connecting the new Chambers, the Capitol and the Legislative Office Building.
4. Continued use of the Committee Rooms on the ground floor of the Capitol and the proposed reuse of the present Chambers for the Senate Finance and House Appropriations Committees.

The recommended solution recognizes the need to effect careful transitions of scale between the Capitol and the Governor's Mansion on the one hand and tall office blocks such as the Blanton Building and the State Office Building on the other. By not exceeding the height of the Senate and House wings, it continues to enable the Capitol to dominate the Square while at the same time screening the Capitol from the potential overpowering mass of the Blanton Building. The design incorporates a handsome plaza off Bank Street in what is now a surface parking lot. It removes all vehicular movement and parking from the surface of Capitol Square (except for the Mansion area) and by its use of some partially below ground facilities, represents a potentially considerable economy in heating and air conditioning operating costs.

In short, the design accomplishes the following:

1. The design meets the needs of both the public and the members of the General Assembly.
2. The design enables the historic Capitol to remain the integral center of the legislative process.
3. The design retains the landscaped hill side 'front' of the Capitol without change.

4. It provides an enhanced setting for the Capitol by imparting a new significance to the relationship of all the components which occupy the Square including the Capitol, Old City Hall, the Mansion and the Washington Monument.

INTRODUCTION

Background

A year has gone by since the decision of the 1973 Session in effect, directing the Commission on the Legislative Process to further study alternative ways of meeting the Legislature's need for more adequate facilities. The problems of physical facilities cited in detail in the Commission's 1973 Report entitled, "Toward the Year 2000 and Beyond" continue unresolved. In the present House Chamber and Senate Chamber, the difficulties in hearing and seeing for both members and visitors continue; the insufficient seating and dangerous lack of emergency exits in the galleries continue; the lack of adequate communications systems and storage space at members' desks continues; the overcrowding particularly on the House floor continues. But these are only the problems within the Senate and House Chambers.

Both the members and the public must also cope with disfunctional working arrangements elsewhere. The lack of offices for members and their staffs in a location close to other legislative facilities; the lack of sufficient space for legislative support operations; the split over two remote locations of the Division of Legislative Services; the insufficiency of committee rooms of needed capacity; the extremely restricted facilities for the news media, for visitors, for parking and dining are only a few of the many operational problems which remain uncorrected. Perhaps the 1974 Session will be able to move toward a positive resolution of the Legislature's urgent needs.

Remodeling of Federal Reserve Building and Present Chambers

Toward the goal of a decision acceptable to both houses during the 1974 Session, the Commission on the Legislative Process has examined in 1973, a series of alternative solutions for providing the facilities needed by the Legislature. The first alternative studies involved acquiring the Federal Reserve Building at Ninth and Franklin, remodeling it for offices and some committee rooms and developing an underground connection between it and the Capitol. However, this alternative was in part, dependent upon finding aesthetically and operationally acceptable ways of correcting the problems in the Senate and House Chambers cited earlier.

Although it was found that the Federal Reserve Building and the use of the property at the northwest corner of Ninth and Franklin could provide for all of the private office suites required by the legislators, (and most of them could have outside windows), there was a penalty of a 44% reduction in the capacity of the needed committee rooms as a result of the constraints of using an

Charles Burchard, FAIA Dean, College of
Architecture, Virginia
Polytechnic Institute

The purpose of this Panel was to bring a wide range of sound professional opinion to bear upon the question of facilities for the General Assembly.

At the first meeting of the members of the Panel, several other alternatives were presented for consideration. Out of the discussion that followed, the suggestion emerged that study should be made of the use of the site of the present Finance Building. This building of about 62,000 gross square feet was originally the State Library Building built in 1895. It has proven increasingly inefficient for the office use for which it is now needed. In addition, the Panel recommended that in conjunction with the use of the Finance Building site, consideration should be given to the use of the area between the Capitol and Old Richmond City Hall for new Chambers for the General Assembly. This area is relatively devoid of landscaping except along Capitol Street and is presently bisected by an asphalt driveway used for parking. It appeared to offer the possibility of providing new Chambers in the immediate vicinity of the Capitol thereby enabling continued use of the Capitol. On August 10, 1973, William O'Neal, representing the Design Advisory Panel, recommended to the Commission that it consider the use of the area between the Capitol and Old Richmond City Hall as well as the site of the Finance Building. It was at this meeting that the members of the Commission agreed upon the following recommendations.

1. That the present Capitol should be retained as a functional Capitol and that to meet the needs of the General Assembly, new facilities should be erected within the bounds of Capitol Square.
2. That there should be no further alterations to the present exterior facade of the Capitol.
3. That consideration be given to plans for new facilities including new Chambers for both houses.

Three major design alternatives were developed as a result of these conclusions. The first consisted of a legislative office building on the site of the Finance Building connected to a limited terrace with new Chambers below on the south or hill side of the Capitol. The second was a legislative office building on the site of the Finance Building connected to new Chambers north of (or behind)

the Capitol with a one-story Gallery structure above grade. The third alternative consisted of a legislative office building on the Finance Building site connected to new Chambers north of the Capitol with a formal garden (replacing the present driveway) above the Chambers. Three dimensional study models as well as schematic plans and sections were made of each of the alternatives.

After a subsequent meeting and deliberation, on the 14th of November, the members of the Design Advisory Panel unanimously recommended to the Commission, the adoption of the third alternative. It is this alternative which constitutes the recommendation of the majority of the Commission members and will be subsequently described in detail. The statement in support of this design made by the members of the Design Advisory Panel forms an appendix to this report.

**RECOMMENDED
ALTERNATIVE**

Description

The design alternative recommended by the members of the Design Advisory Panel and by the Commission is shown in the accompanying plans and sections. It consists of four major elements:

1. A Legislative Office Building on the site of the present Finance Building.
2. New chambers for both houses located below formal gardens in the area between the Capitol and Old Richmond City Hall.
3. A link partially below grade containing committee rooms and corridors connecting the new chambers, the Capitol and the Legislative Office Building.
4. The Capitol Building itself, its exterior unaltered, with its ground floor in continued legislative use providing for House Committee rooms 1-4 and Senate Committee rooms 3 and 4 and the present Chambers used for the Senate Finance Committee and House Appropriations Committee.

**Approaches
Level 145**

Although the plan proposes to remove the asphalt driveway and parking presently encircling the Capitol, several approaches to the expanded Capitol would be available both to the public and to members. On level 145 (15 feet below existing grade of 160) a sheltered vehicular drop-off point would be provided reached by a ramp down from Capitol Street. From this point bus loads of visiting school children would disembark and move directly to the galleries overlooking the Chamber floors. These galleries would be at the same 145 level which would lead to an enlarged elevator and stair connection within the Capitol taking them directly up to the Museum and Rotunda floor level of the Capitol. Thus the movement of large tour groups could be kept separate from legislative work areas. Also on level 145 is a sunken plaza leading to a lobby through which pedestrians approaching the expanded Capitol would move to reach the galleries.

From this level it would also be possible to reach the Legislative Office Building by following a wide curving corridor past committee rooms and looking out through windows down the hill toward the cast-iron fountain near the State Office Building.

Level 130

This level would contain the floor of the new Senate and House Chambers which would be lighted by large windows to the northwest and southeast respectively. The chambers would be

surrounded on three sides by legislative support facilities including office suites for the clerks, the Presiding Officer of the Senate, the President pro tempore of the Senate, Speaker of the House and minority leaders. Connecting the two chambers would be a large 60' x 90' two story lobby or 'Great Hall' illuminated by natural light from windows at the plaza level. Both a lounge for members' guests and much enlarged facilities for the news media would be provided immediately off this lobby. In addition, this level would contain 53 parking spaces to replace the parking lost by the removal of parking from the surface of Capitol Square.

This level would, like level 145, lead to the Capitol by an enlarged elevator and stair connection. In addition one could proceed past committee rooms directly to the Legislative Office Building passing through the lower level of the two story lounge with the view toward the fountain.

Levels (130 and 145) are the only two levels proposed for the area between the Capitol and Old City Hall. The following levels apply only to the Legislative Office Building itself.

Level 118

This level would contain members offices and dining facilities for members and staff (supplementing but not replacing Chicken's snack bar in the Capitol). From the windows of the dining area one would look out across a dining terrace and over a landscaped plaza developed in what is now a surface parking lot between the Blanton Building and the State Office Building.

Approach
Level 106

This level would serve as a major approach level for the Legislative Office Building. The public would reach the building by crossing the plaza from Bank Street entering a lobby from which one could proceed directly into either of two proposed major joint hearing rooms. An enlarged and consolidated facility for the Division of Legislative Services would be provided at this level.

Levels
93, 83 and 73

The three lower levels of the Office Building would consist of parking for members, staff and guests totalling about 300 spaces. This garage would be approached from Governor Street. Elevator connection would take garage users directly to the office floors.

Levels 157,
169 and 181

These levels would like those portions of levels 130 and 145 within the Office Building, consist entirely of office suites for members and their staffs. Office suites for Committee Chairmen would total about 620 net square feet while those

Evolution of Capitol Square

of other members would total about 520 net square feet.*

For nearly two hundred years, Capitol Square has been the location of the seat of the General Assembly. It was originally intended to accommodate not only a new Capitol building, but a house for the Governor, a market, a courthouse and a jail. But despite its highly utilitarian original purpose, the site that became Capitol Square is a remarkable one, which crowns a high hill overlooking the meeting of the valley of the James and Schockoe Valley. It is a site that once commanded the surrounding countryside. It was a statement of the presence and significance of government in the life of the Commonwealth. Old prints and photographs show how the original central portion of the Capitol looked out over the town and the valley. It was not until about 1910 that the tall office buildings along Main Street began to cut off this extraordinary relationship of the Capitol to the larger landscape. Today only a narrow corridor of a view remains over the roof of the old Post Office Building on Bank Street.

But perhaps the greatest single blow to Capitol Square was that of the construction in 1923 of the State Office Building. This building has been described an oversize "corner cupboard" which looms over the Capitol and the Governor's Mansion threatening to dominate them.

Much of the experience of Capitol Square and the Capitol as they exist today depends upon retaining the preeminent significance of the Capitol as the dominant focus of the Square as an urban space. For this reason, it is essential that every effort be made to prevent any increase in the height of buildings around the Square, particularly along Capitol Street. Such an increase in height as has been recently suggested with regard to the former Life of Virginia Building would seriously compromise the classic view of the Capitol up the hill from Bank Street. At present, the Capitol dominates this view as it should; however, an increase in the height of the Life of Virginia Building would duplicate the error of the State Office Building. Clearly, the visual impression of the Capitol depends heavily upon its landscaped, open space setting in Capitol Square. If the perimeter of Capitol Square is allowed to develop with even higher buildings, the Capitol could soon become as Mary Wingfield Scott predicted, "a garden pergola among

* For specific area requirements on which the recommended design is based, refer to the 1973 report of the Commission pages 101-117.

towering skyscrapers.”* Clearly the Capitol, Capitol Square and the buildings which form the perimeter of the Square thereby defining the Square are an urban design entity which should be modified only with care and respect for the relationship of each of its components to the whole.

Conclusion

The provision of expanded facilities for the General Assembly requires the ability to understand and respond both to the very real working needs of the Legislature and the urban design requirements of Capitol Square. To examine the issue as if it is solely a question of design may lead to *operational* consequences not to one's liking. Those who would have the Legislature go outside of Capitol Square may be overlooking the implication of such a decision, namely a further step in the gradual abandonment of the historic Capitol as the center of the legislative process. This process is already well underway as exemplified by the 'temporary' offices in the 8th and 9th Street Office Buildings. However, in 1973 we can either choose to continue this movement of legislative decision-making to expedient locations distant from Jefferson's Capitol or we can at this time, reverse the process by going back to the Capitol by clustering new, expanded facilities about the capitol. However it is resolved, the decision needed should not be based solely upon design considerations.

Similarly, those who would approach the provision of expanded facilities as purely a question of the most efficient operating arrangements for the future, may underestimate the special relevance and stabilizing effect of *tradition* upon legislative process.

The Commonwealth must find a way which reconciles past practice, present circumstance and future possibilities. The recommended design attempts to do precisely this.

'Past Practice'

By being integral with the Capitol, it retains the Capitol as the center of legislative process for the Commonwealth.

'Present Circumstance'

The design provides an enhanced present setting for the Capitol retaining the hill side without change (except for the removal of cars) and improving the relationship of the Capitol, Old City Hall, the Governor's Mansion and the Washington Monument.

'Future Possibility'

The plan meets the operating needs of both the General Assembly and the public. By means of its expanded facilities, it will provide the opportunity

* A Brief History of Capitol Square, M.W. Scott 25 May, 1956

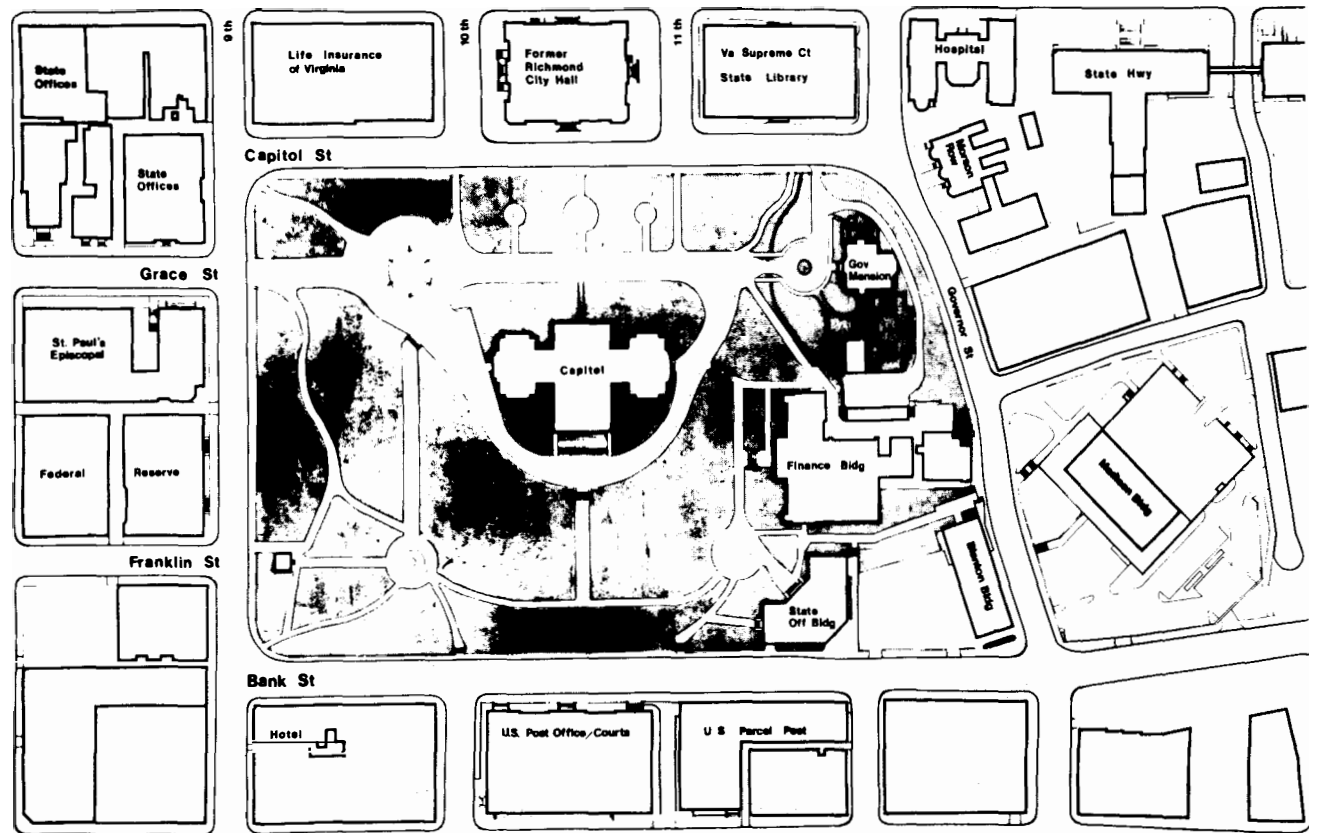
An Opportunity
for Urban
Design
Coherence

for more effective Legislative response to the pressure of continued growth and change in the Commonwealth.

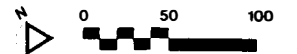
The expansion of facilities for the Legislature presents a special opportunity in regard to Capitol Square. At present, the Square contains great contrasts of beauty as in the hill side between the fountains, the Bell Tower and the Capitol, and also sheer chaos. Although the Square is generally thought of as an attractive oasis in downtown Richmond, that south corner of the Square containing the rear of the Finance Building, the Blanton Building, the parking lot and the State Office Building can only be described as a series of architectural collisions. The relationships of each of these buildings to each other and to the Governor's Mansion are at best, accidents. Thus, the proposed removal of the Finance Building from its location between the Mansion, the Capitol, the Blanton Building and the State Office Building and its replacement by the Legislative Office Building, places a particular charge upon this building. It must respond to the early 19th Century domestic scale of the Governor's Mansion a short way up the hill, and at the same time provide a transition by contrast to the colossal scale of the Blanton and State Office Buildings. The proposed design is accordingly generated by its setting. On the side immediately facing the Mansion it is only one story high reopening a view from the Mansion toward the James Valley for the first time since 1895 when the Finance Building cut it off. The building then descends in a series of steps and terraces down to an entrance plaza extending toward Bank Street. Its face fronting toward the Capitol, stops at the cornice line of the House and Senate wings, permitting the center portion of the Capitol to continue to dominate the park. The terrace at level 120 leads to a pedestrian bridge across Governor Street to the terrace of the Madison Building. In an analogous manner, that portion of the proposed design between the Capitol and Old City Hall attempts to link up and bring into a renewed relationship four disparate but richly contrasting structures. The formal garden with its paths and slight changes of level proposed for the roof of the new chambers seeks to reinforce and enrich the axial relationship between the Mansion and the Washington Monument. It would also bring into rich contrast the austere rear facade of the neo-classical Capitol and the encrusted Victorian Gothic facade of Old City Hall. The qualities of each can be reinforced by the positive treatment of their proximity, giving the interval of space more visual event than a line of parked cars. The three statues are an integral part of the design of the garden.

Thus the proposed design seeks to respond to all the elements of Capitol Square - both landscape and architectural, perhaps giving these elements a new coherence and visual significance. The provision of expanded facilities for the General Assembly presents the 1974 Session with an extraordinary opportunity to enact a long-range responsibility to the citizens of the Commonwealth.

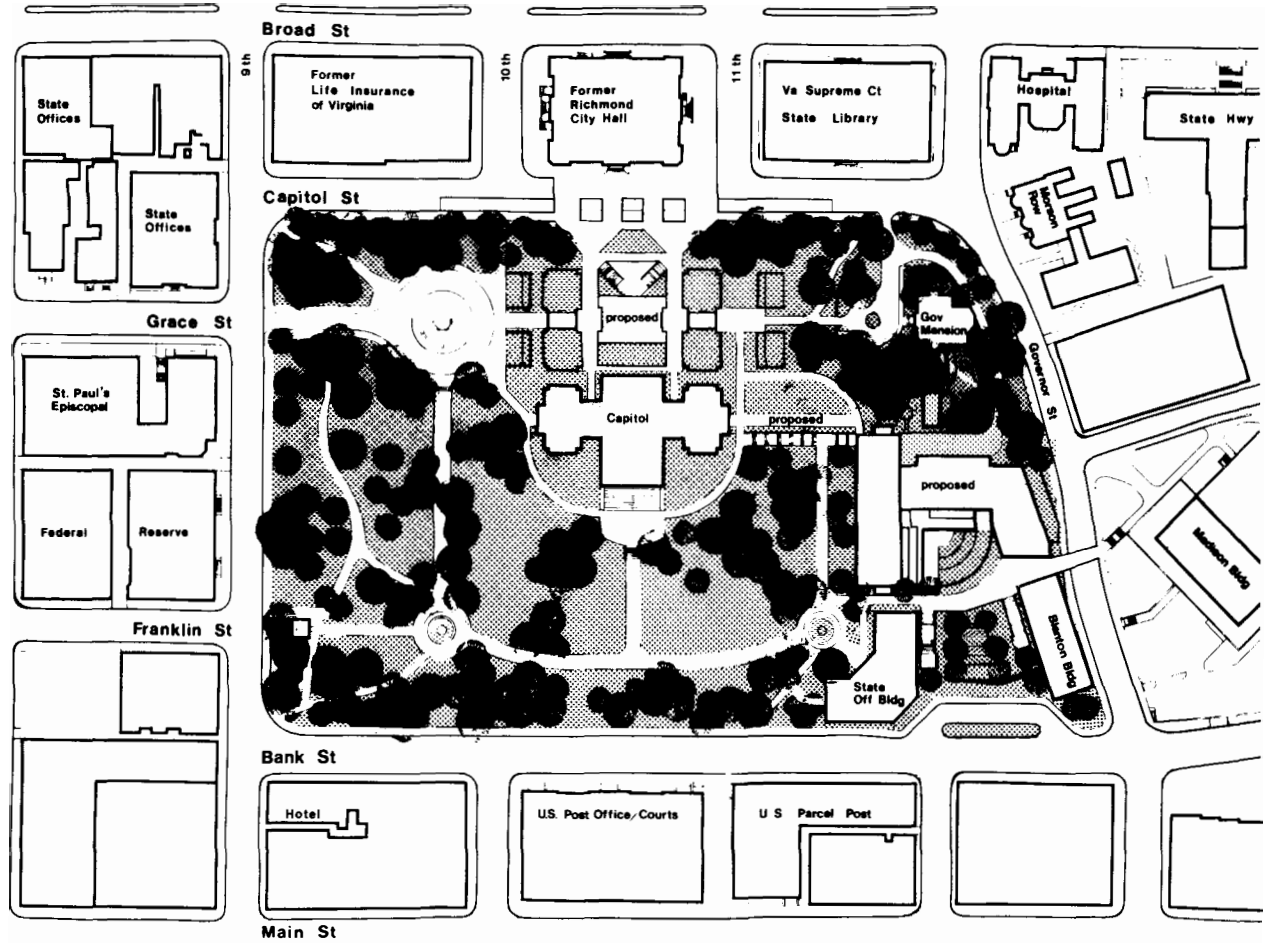
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Virginia Legislature, Richmond, Va. December, 1973



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 Capitol Square Existing



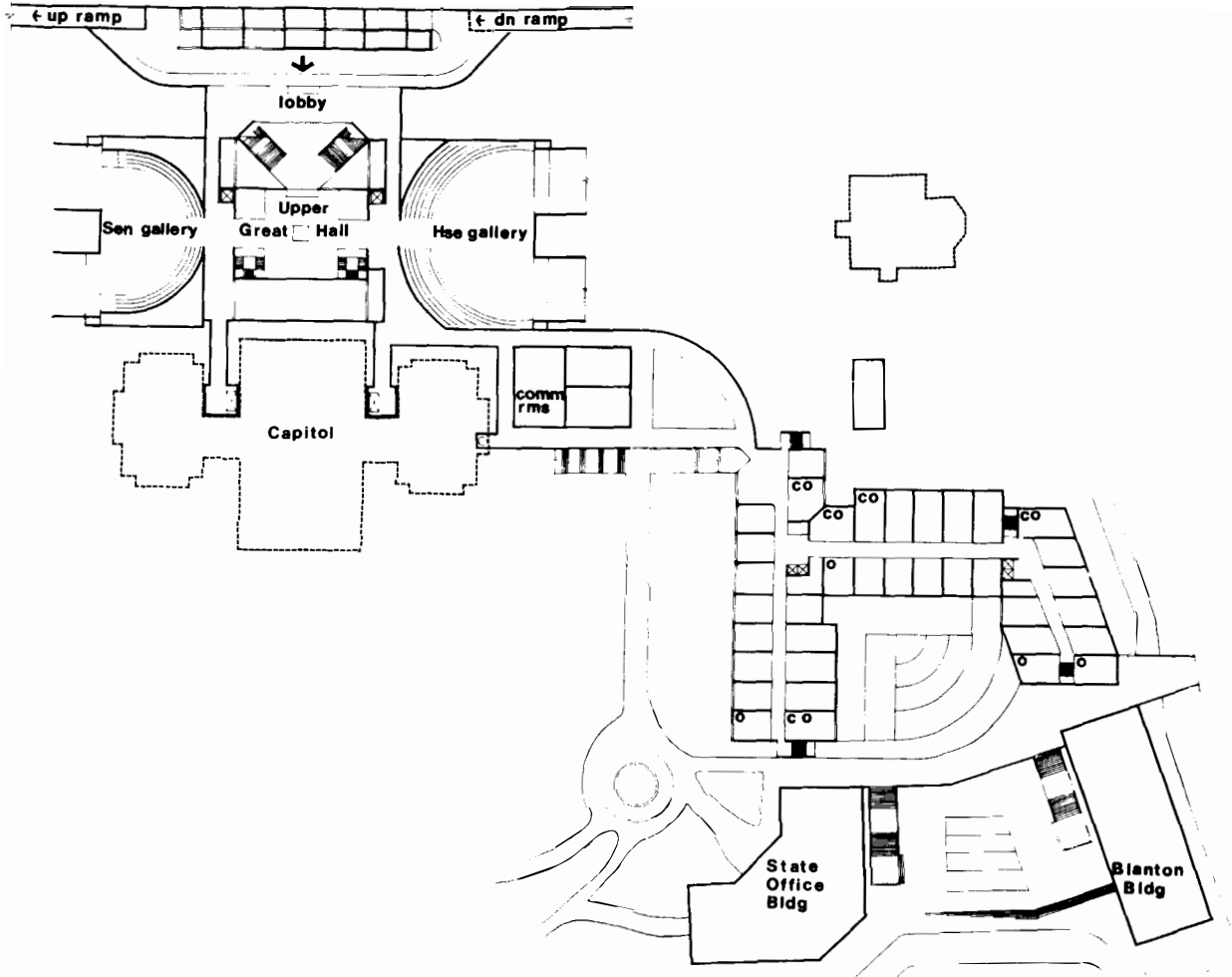
Virginia Legislature, Richmond, Va December, 1973

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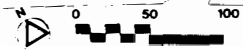
Capitol Square Proposed



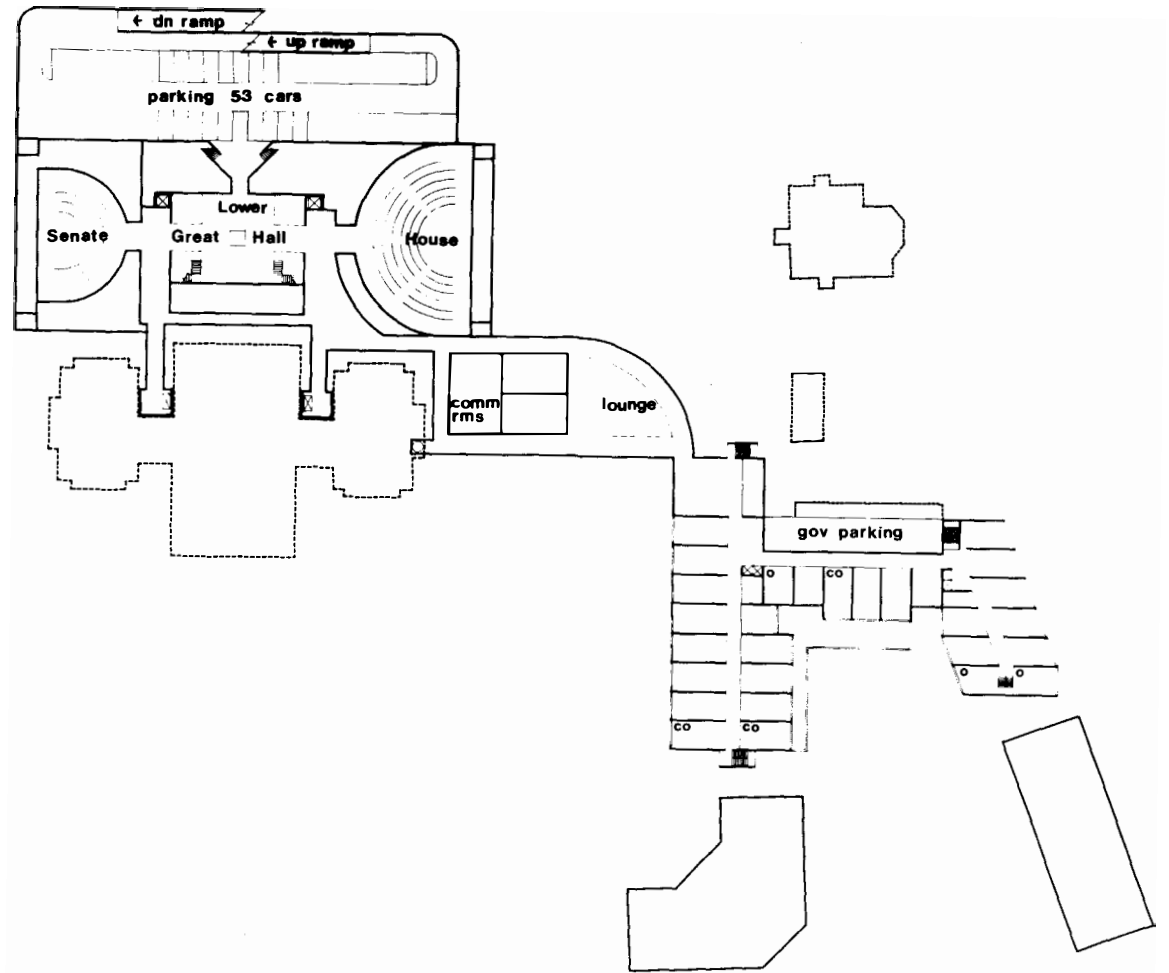


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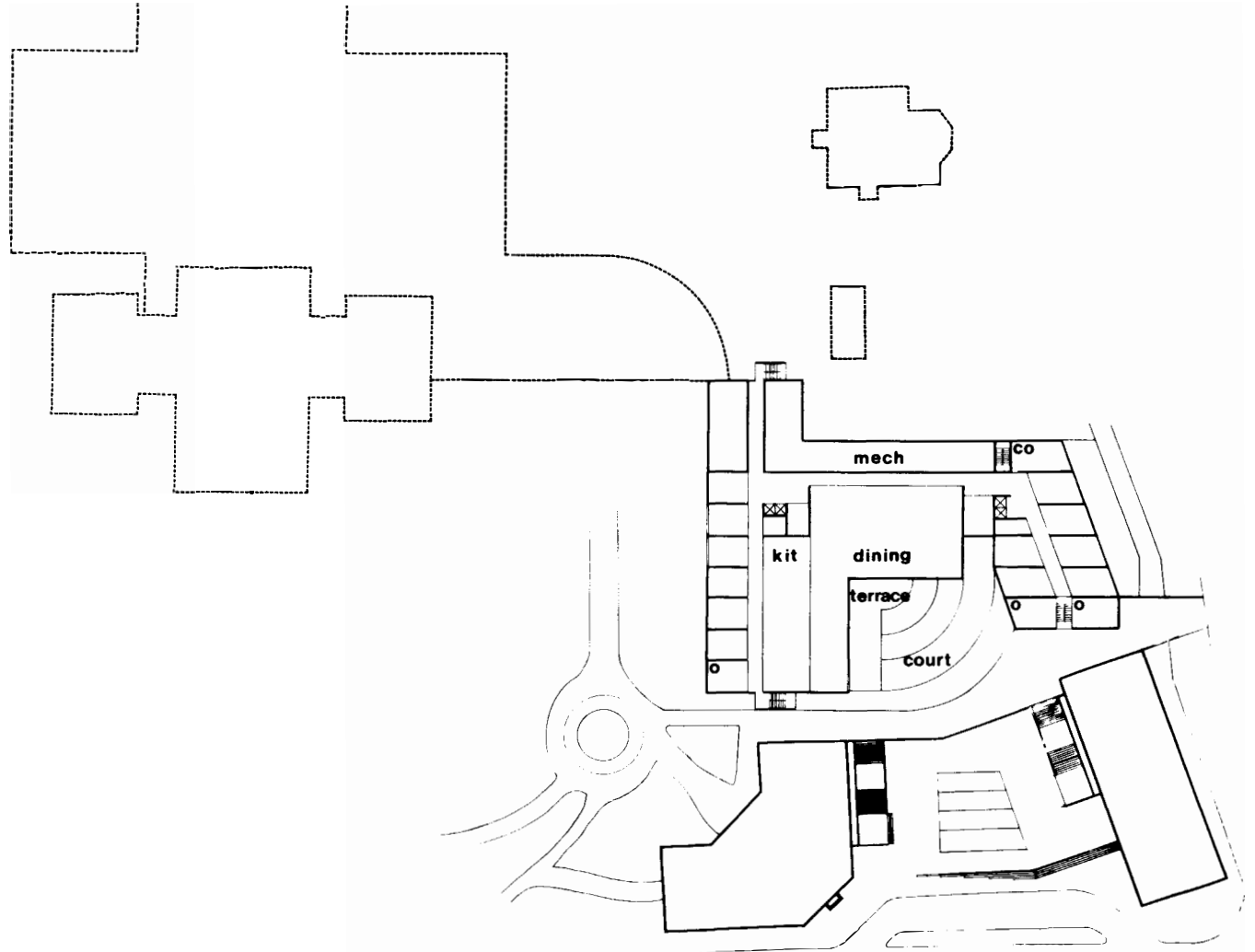
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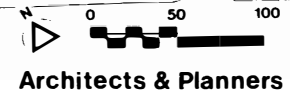


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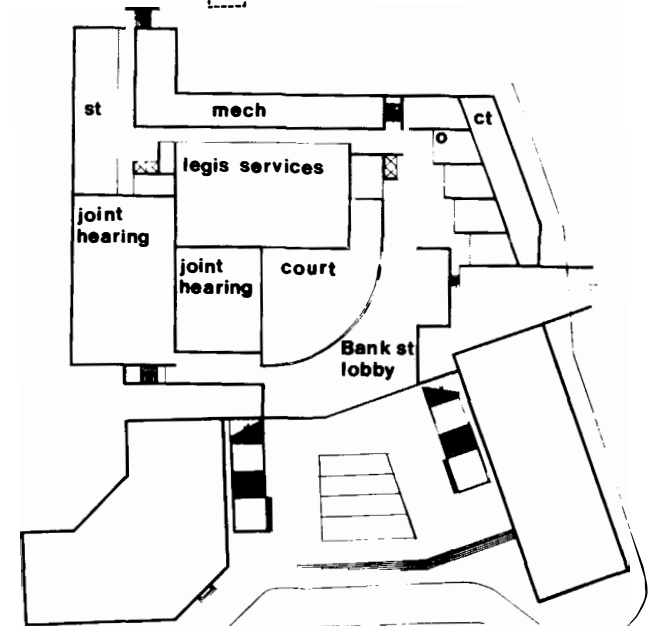
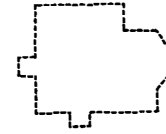
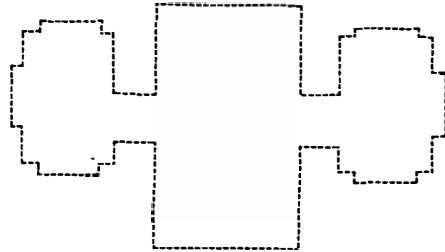
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**LEVEL 118
DINING**



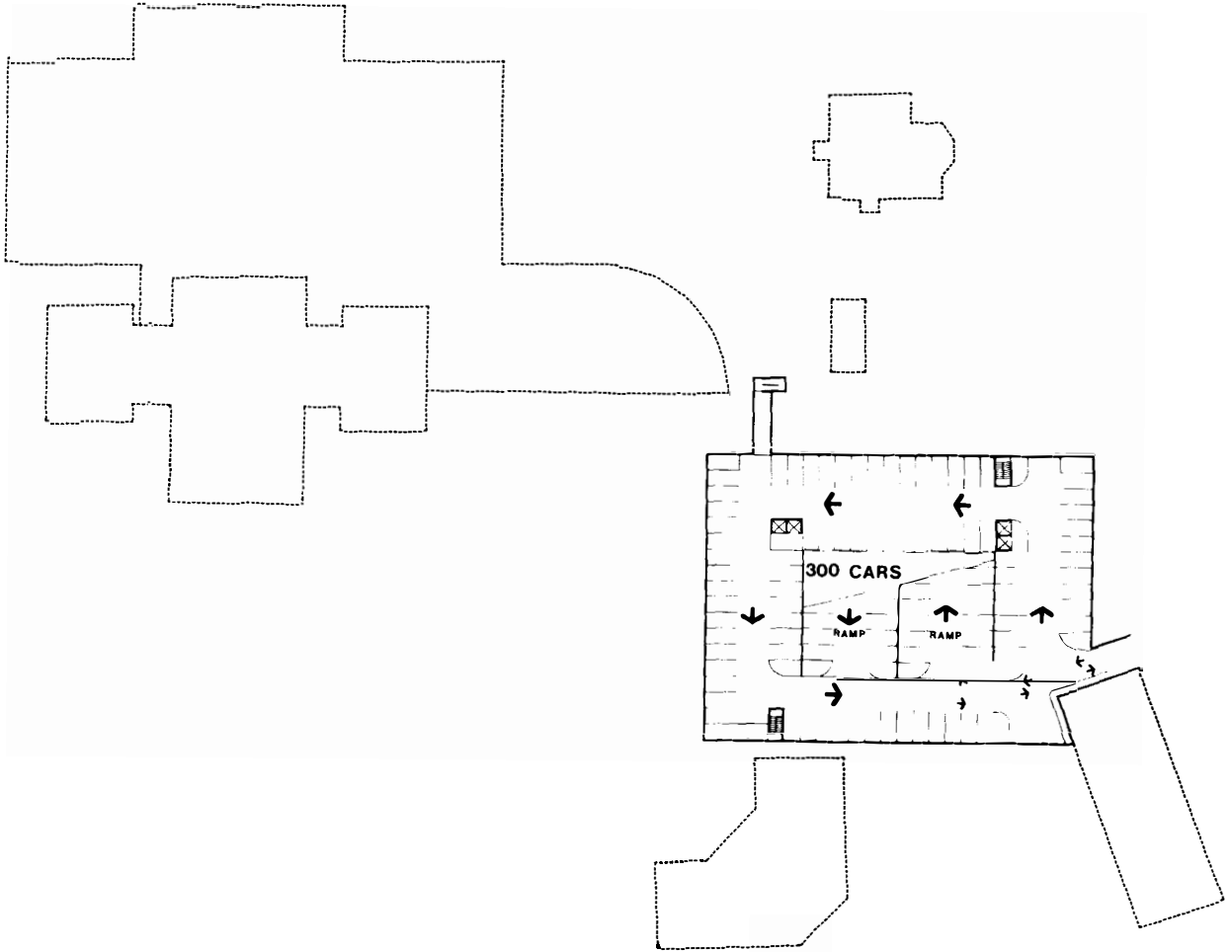
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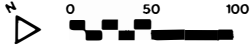


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LEVEL 106
BANK ST. LOBBY

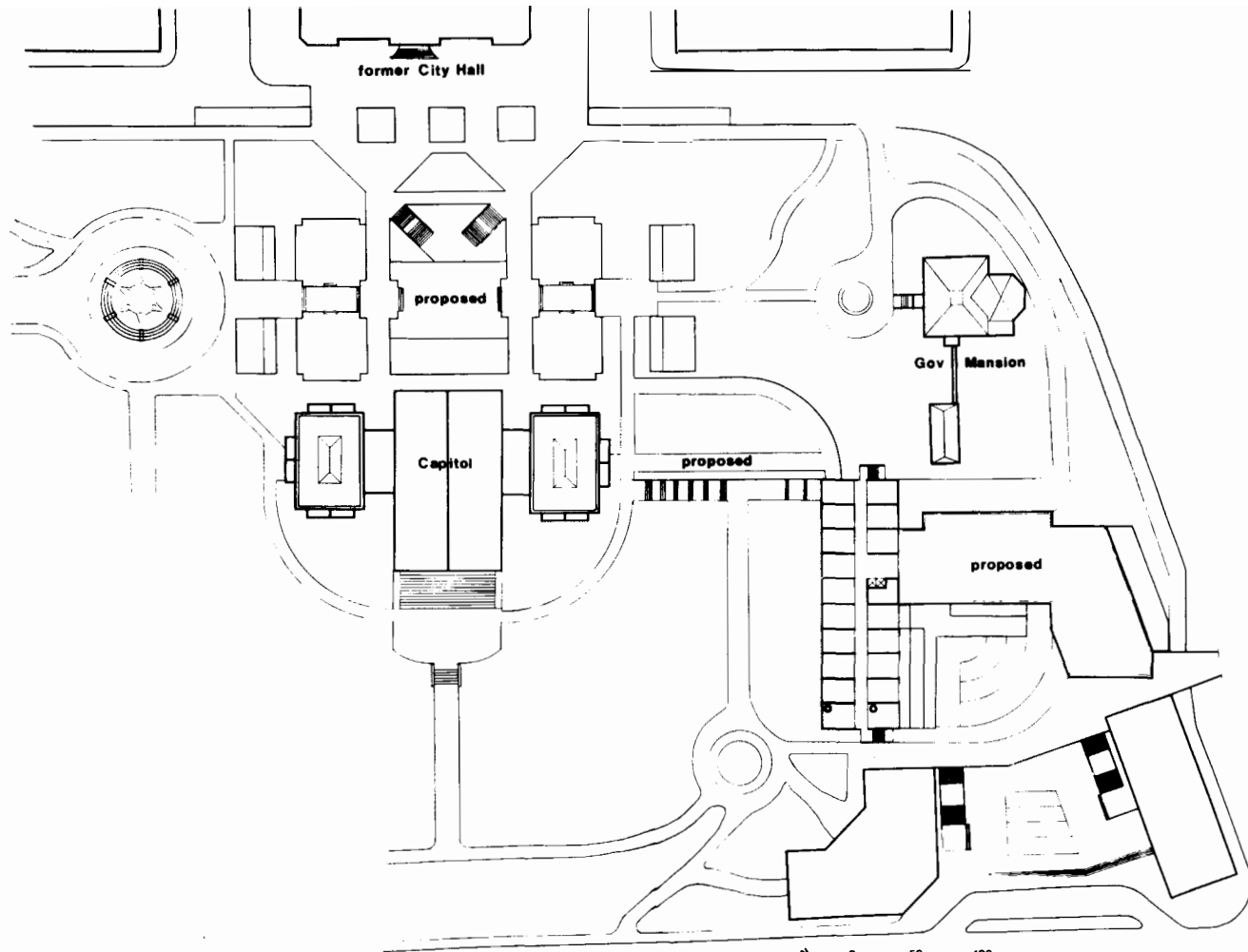


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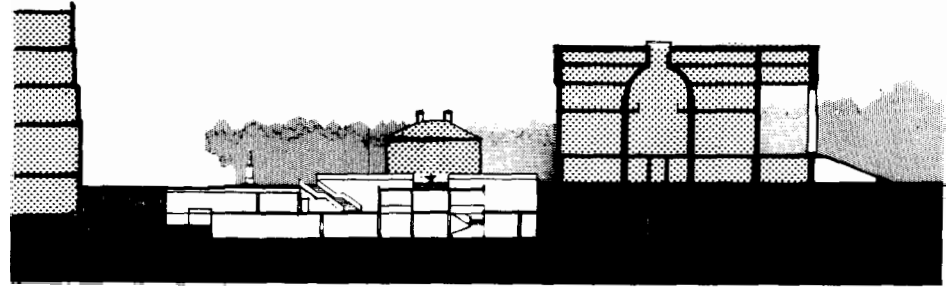


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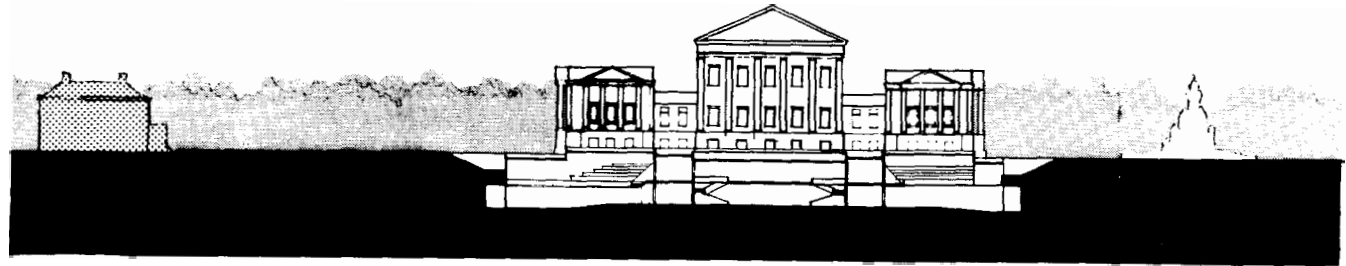
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LEVELS 157, 169, 181 OFFICES



Former City Hall Capitol St Gov Mansion Capitol



Governor's Mansion Capitol Monument

Virginia Legislature, Richmond, Va. December, 1973
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SECTIONS

A REPORT TO THE COMMISSION ON THE
LEGISLATIVE PROCESS

Part IIIa - Feasibility of the Federal Reserve Bank Building
Part IIIb - Feasibility of Existing Senate and House Chambers

Prepared by:

Saunders, Pearson, Appleton & Partners
Oliver, Smith, Cooke & Lindner
Tecton, Incorporated

July, 1973

Part IIIa - Feasibility of the Federal Reserve Bank Building

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SUMMARY

This report is a study of the architectural feasibility of using the Federal Reserve Building to house the bulk of the program requirements. The feasibility of a parking garage on Federal Reserve land south of Franklin Street and the feasibility of a tunnel connecting the garage, the Federal Reserve building, and the Capitol were also investigated.

A sketch was done to provide a feeling for the potential layout of the Federal Reserve building, the garage, and the tunnel. Existing mechanical systems and kitchen facilities were utilized as much as possible. Based on this sketch, items of comment were broken into technical, spatial and other comments.

TECHNICAL

- A. Building currently in good condition
- B. Basement vaults can be demolished only with considerable expense
- C. At least one seven story fire stair would have to be added
- D. Air conditioning equipment would have to be added
- E. Natural light unavailable for 15% of Legislator's offices and 90% of aide's offices

SPATIAL

- A. Three committee rooms kept in existing Capitol
- B. Major Joint Hearing Room in Auditorium
- C. Freestanding columns occur in committee rooms
- D. Total committee rooms reduced 35% in size, 44% in capacity
- E. Ceiling heights of eight to ten feet are too low for committee rooms

OTHER

- A. Closely related functions split between two buildings
- B. Contribution to urban design of Capitol area is minimal
- C. Earliest time of occupancy - June 1979; 1980 likely

The parking garage was sketched with a capacity of 367 cars on six decks. Entry would be off Franklin Street at the Ninth Street end, exit on Ninth Street south of Franklin. The sloping floor garage uses space more efficiently than the separate ramp system.

The tunnel would connect the garage and the Federal Reserve building at the sub-basement level of the Federal Reserve. Between the Federal Reserve and the Capitol, there would be three combined ventilation and exit units. The tunnel would enter the Capitol from the rear with escalators up to the podium level. The tunnel could be equipped with moving walkways.

Costs are estimated to be:

A. Acquisition of FRB	\$5,000,000.
B. Renovation of FRB	\$3,750,000.
C. Parking Garage	\$2,110,000.
D. Tunnel	\$1,640,000.
E. Walkways	\$1,000,000.

INTRODUCTION

Background of the Study

On June 6, 1973 the basic report and recommendation, *Facilities For The General Assembly of Virginia*, was presented to the Commission on the Legislative Process. It was decided to study the viability of renovating the Federal Reserve Building at the corner of Franklin and Ninth Streets, adjacent to and facing the Capitol Square. This alternative scheme offered potential because of the following considerations:

- A. The Federal Reserve Building (FRB) is as close as any other available building to the existing Capitol.
- B. It has been well constructed (albeit in four major phases over fifty years) and well maintained.
- C. It is expected to be available for purchase at the completion of the New Federal Reserve Building.
- D. It was believed to contain enough area to house the programmed activities, minus those which can stay in the existing Capitol.
- E. There was some sentiment that reshaping the Capitol grounds might impinge on the park atmosphere and reduce the formality of the existing Capitol Building and grounds.

Purpose of the Study

This study is intended to provide professional architectural insight, for the benefit of the Legislative Commission, into the possibility that the FRB could be successfully used to accommodate the program. There are three facets to the FRB scheme: The building itself, a parking structure, and a tunnel connecting these two and the existing Capitol Building.

The scheme to be investigated consists of using the Federal Reserve Building as the bulk of the office and accessory space contained in the program. The present Capitol Building would continue as the Governor's and Budget Offices and the Legislative Chambers, along with the several functions which cannot be separated from the Chambers or accommodated in the FRB. Possible alterations or modifications of the Capitol are the subject of a separate study (Part II). The Legislators' offices, committee rooms, hearing rooms, legislative services and cafeteria would be located in the FRB. The FRB would be connected by an underground tunnel to the Capitol to speed circulation and protect users from the weather and traffic.

The site south of the FRB, across Franklin Street, is owned by the Federal Reserve Bank with the half toward Ninth Street occupied by a Federal Reserve office building. The existing building would be demolished and a parking garage built to park all cars required by the program. It would be connected to the FRB and the Capitol by an underground tunnel.

Scope of Study and Method

The FRB will be evaluated for its current condition, the square footage it contains versus that required, the maximum and minimum demolition and renovation necessary, and the suitability of the space for the elements of the program.

There are several critical existing factors to be examined in evaluating the potential of the FRB:

- A. The Condition of the Existing Mechanical Systems
- B. The Condition of the Existing Structural System
- C. The Condition of Existing Finishes
- D. Construction of the Basement and Sub-Basement Vaults
- E. Ownership of the Alley
- F. Tunnel Access Potential
- G. The Earliest Time of Occupancy

Although it is not intended to propose a design, the sufficiency of vertical and horizontal circulation and the suitability for Legislative offices must be reviewed in some detail, and this will require some detailed sketches. These are not intended to be solutions or recommendations, but rather a test to review the possible layouts of required spaces and circulation.

The parking garage site south of Franklin Street site is as close as possible to both the FRB and the Capitol.

The existing building would have to be destroyed to create a site large enough to accommodate a reasonable garage. The key factors in evaluating the feasibility of a garage on this site are:

- A. Cost of underground levels vs. cost of above ground levels
- B. Street traffic pattern and possibility of stacking lanes
- C. Grade levels surrounding the garage and possible entrance locations.
- D. The square footage of construction per car, i.e. the efficiency of the garage

Lastly, the tunnel must be evaluated. It is a relatively independent consideration since the FRB and parking garage could be used without the tunnel. However, throughout this study a primary consideration has been the ease with which Legislators could move between the Capitol facilities and their offices and committee rooms, and the tunnel would provide weather and vehicle free circulation. The key factors in evaluating the feasibility of a tunnel are:

- A. Entrance possibility into the FRB
- B. Presence of major utility, water, sewer lines under Ninth and Franklin Streets
- C. Entrance possibility into existing Capitol Building
- D. The mode of vertical transportation since the Capitol is considerably higher than the FRB
- E. Possible Modes of Horizontal Transportation through the Tunnel

In order to provide a maximum continuity, this report follows the format of the main report as much as possible.

EXISTING

The Federal Reserve Building

The Federal Reserve Building is approximately 250' deep between Ninth and Eighth Streets and 150' wide, and was built in four major phases. The southeastern portion was built in 1919 and has a sub-basement and basement, both with vaults, a main floor with

marbled lobby 34' high, which is entered off Ninth Street, two mezzanine levels around the upper lobby and four open office floors. A cafeteria was added to the top in 1920. The 1919 portion encompasses about 69,800 gross square feet.

In 1921, an annex was added behind the 1919 building, across a twenty foot alley. It was entirely an office building, with a basement print shop, a small lobby off Franklin Street plus offices on the main floor, offices and a bridge over the alley to the 1919 building on the second floor and four more floors of offices above. The 1921 portion encompasses about 33,000 gross square feet.

In 1930, a major addition was built to the north of the 1919 building, on Ninth Street. It was carefully integrated into the existing structure, both in terms of the interior floor levels and spaces and in terms of the exterior facade. It has a basement with vaults, a lobby and truck delivery court on the main floor, a small mezzanine level with guard stations, a second floor which connects to the second mezzanine of the 1919 building, and four open office floors. An interior light court between the two buildings was filled at a later date with office space and air conditioning equipment. The 1930 portion with filled light wells encompasses about 58,800 gross square feet.

In 1950, the fourth and final phase was built, filling the northwest corner of the present building. It currently houses a variety of spaces and functions. It has a sub-basement, a basement with parking and a pistol range (parking enters off the alley), a main floor with two major entrances off Eighth Street; one leading to the elevator lobby and the other to an auditorium with a capacity of 320, four floors of open office space and a top (sixth) floor with a cafeteria and dining facilities, plus some lounge area. The 1950 portion encompasses about 114,100 gross square feet.

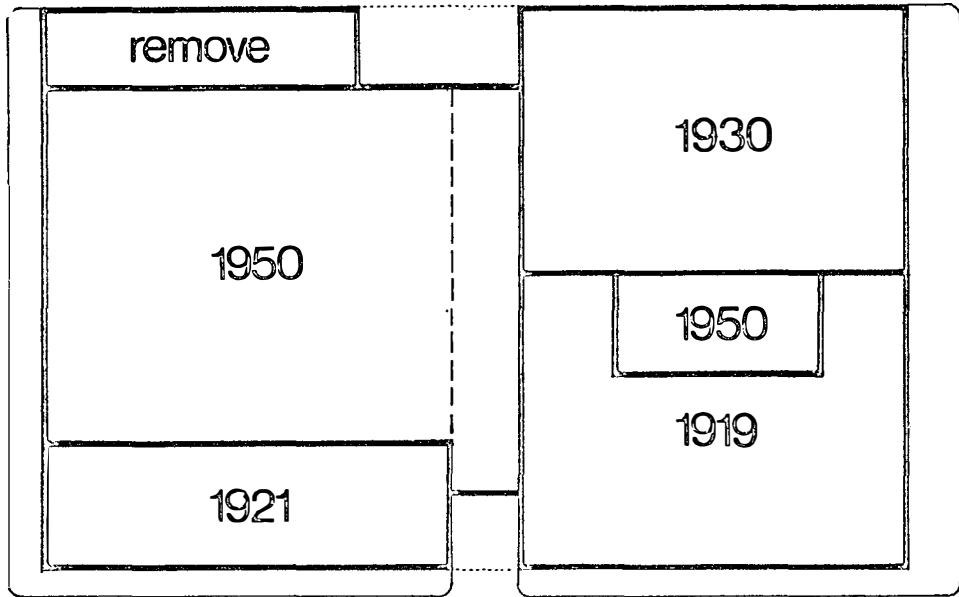
Total gross square footage of the FRB is 271,600 square feet.

NORTH BUILDING

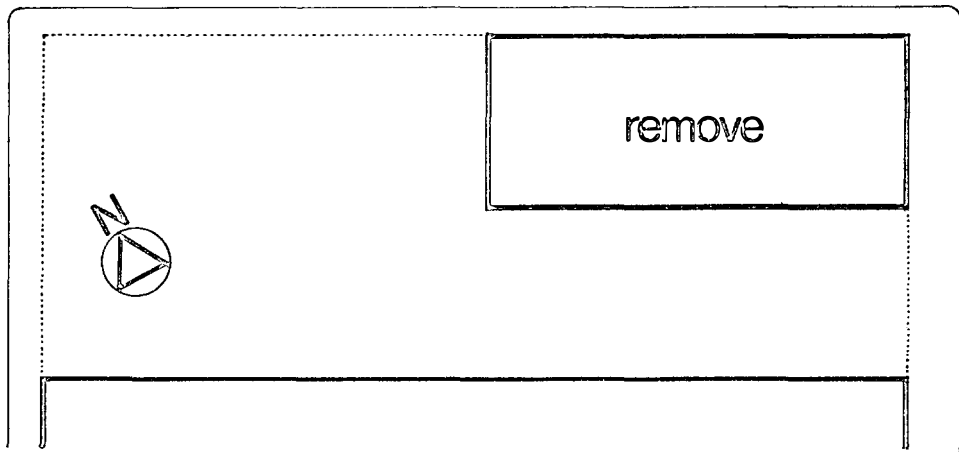
Included in the Federal Reserve package are two other parcels. North of the 1950 piece, facing Eighth Street, is a building 20 by 100 feet with three open floors, totalling 6000 gross square feet. It is built against the Auditorium side of the 1950 FRB portion. The building has no elevator or convenient access through to the 1950 building. The building has new air conditioning and electrical equipment and is sound.

SOUTH PARCEL

South of the FRB, across Franklin Street is a parcel 100 x 250 feet. The Eighth Street end is paved for parking. The Ninth Street end houses a building of 18,000 gross square feet in three floors. The air conditioning and electrical equipment have been recently reconditioned and the building is sound.



franklin street



Features of the FRB which must be considered as strong points in any reuse plan are the marbled, two story main lobby, the kitchen and cafeteria facilities and the somewhat disbursed elevators, recently renovated.

REQUIREMENTS: IMMEDIATE AND LONG RANGE

General

This section contains the same square footages as the initial report separated into those spaces which must, if at all possible, be kept in the present Capitol, and those which may be housed in the FRB.

In order to simplify this breakdown of spaces, functions being placed entirely in one or the other building have not been detailed; the aggregate square footage and group name is given. Those groupings split between the FRB and the existing Capitol have been detailed.

Revised Adjacency Diagram

The revised Adjacency Diagram following the program square footage listings shows that splitting the program between two buildings has revived many of the problems of the current arrangement. The Senate and House Chambers are no longer close to the Legislator's offices, Chairmen's offices, or committee rooms. A five and a half minute trip would be necessary between the chambers and the legislators' office. The offices of the presiding officers are convenient to the chambers but not to the committee rooms. Legislative services would be in the FRB with the office suites, but distant from the chambers, legislative officers rooms and the joint bill enrolling and printing room. The main press facilities would be close to the chambers but remote from the committee rooms and Joint Hearing rooms. A few functions have been split between both locations, such as pages and supply rooms.

PRELIMINARY REQUIREMENTS - REVISED 18 JUNE 1973
 LEGISLATIVE BRANCH

TYPE OF FACILITY	NET SQUARE FEET	FRB	CAPITOL	PARKING
<u>SENATE</u>				
30 Office Suites Total	15,600	XXX		
10 Office Suites for Chairmen Total	6,200	XXX		
Committee Rooms Total	12,400	XXX		
Chamber and Chamber Related				
Senate Floor	2,500			
Chamber Galleries Seating 280	4,200			
Office of the Presiding Officer the Senate	250			
2 Offices for aides to Presiding Officer	200			
Secretary/Reception Area	200			
Office of President Pro Tempore	220			
Office of Minority Leader	220			
Cloak Room Suite	800			
Office of the Clerk of the Senate	220			
Office of the Clerk's Staff	450			
Office for the working staff and stenographers	1,000			
2 Offices for proofreaders @ 75	150			
Pages Room (split)	350			
Xerox Room (split)	150			
	<hr/>			
	10,910		XXX	
Committee Clerks Room	1,000			
Pages Room (split)	350			
Senate Engrossing Room	800			
Xerox Room (split)	150			

TYPE OF FACILITY	NET SQUARE FEET	FRB	CAPITOL	PARKING
Supply Room	200			
Senate Storage	2,500	XXX		
Senate Post Office	800	XXX		
	200	XXX		
Total Senate Area	48,610			

HOUSE OF DELEGATES

80 Delegates Office Suites Total	41,600	XXX		
20 Offices for Chairmen Total	12,400	XXX		
Committee Rooms Total	23,780	XXX		
Chamber and Chamber Related				
House Floor	5,500			
Chamber Galleries Seating 355	5,325			
Office of the Speaker of the House	250			
2 Offices for Aides to the Speaker	200			
Secretary/Reception Area	200			
Office of Majority Leader	220			
Office of Minority Leader	220			
Cloak Room Suite	2,000			
2 Conference Rooms for 12 @ 200	400			
Office of the Clerk of the House	220			
Office of the Clerk's Staff	450			
Office of the Working Staff and Steno (split)	1,000			
	15,985		XXX	
Office of the Working Staff and Steno (split)	1,000			
4 Offices for Proofreaders @ 75	300			
	1,300	XXX		

TYPE OF FACILITY	NET SQUARE FEET	FRB	CAPITOL	PARKING
Pages Room (split)	425			
Xerox Room (split)	150			
Supply Room (split)	250			
	<u>825</u>	XXX		
Pages Room (split)	425			
Xerox Room (split)	150			
Supply Room (split)	250			
	<u>825</u>		XXX	
House Storage	2,000	XXX		
House Post Office	400	XXX		
	<u>2,400</u>			
Total House Area	99,115			
<u>JOINT HOUSE/SENATE</u>				
Joint Hearing Room for 100 Visitors	2,300			
Joint Hearing Room for 400 Visitors	7,400			
Printing Facility	1,000			
Enrolling Room	600			
Vault	500			
	<u>11,800</u>	XXX		
Legislative Bill Room	600			XXX
	<u>600</u>			
Total Joint Area	12,200			

TYPE OF FACILITY	NET SQUARE FEET	FRB	CAPITOL	PARKING
Division of Statutory Research and Drafting	12,200	XXX		
Governor's Reception	500		XXX	
<u>GENERAL</u>				
Senate Dining Room for 90	1,440			
House Dining Room for 225	3,600			
Staff Dining for 350	3,250			
Kitchen and Preparation	3,300			
	<u>11,590</u>	XXX		
Snack/Vending Areas	500			
	<u>500</u>		XXX	
Total Press, Radio, T. V. (Split)	4,050	XXX	XXX	
Total Visitors	2,100		XXX	
First Aid, Security, Telephones	<u>750</u>		XXX	
Total General (omitting parking and 2,130 sf mechanical)				18,990
Parking for 315 vehicles		110,250		XXX

SUMMARY OF PRELIMINARY AREA REQUIREMENTS - 18 JUNE 1973

TYPE OF FACILITY	NET SQUARE FEET		
	FRB	CAPITOL	TOTAL
Senate	37,700	10,910	48,610
House of Delegates	82,305	16,810	99,115
Joint House/Senate	11,800	600	12,400
Division of Statutory Research & Drafting	12,200	—	12,200
Governor's Reception	—	550	550
General Facilities (omitting parking and 2,130 sf mechanical)	11,590	7,400	18,990
Sub Total	155,595	36,270	191,865
Parking			<u>110,250</u>
Total Area in Net Square Feet			302,115 *

*Up from 301,395 in the existing report due to error in General Facilities figure (2,850 too low) and deletion of 2,130 s.f. mechanical space in this addendum figure).

DISCUSSION

Federal Reserve Building

The Federal Reserve Building was found to be in good condition. Each section of the building was built to high-quality standards and maintenance has been outstanding. Since there are many factors to be discussed in the feasibility of the scheme under investigation, the building, parking garage and tunnel will be discussed separately. A building layout was developed to bring out any spatial difficulties not foreseen earlier. The basic scheme was to save as much existing vertical circulation, mechanical space, and toilets as possible, and to retain the existing kitchen, auditorium and lobby. First priority was given to office space with the dining facilities and committee rooms as second priority. Two basic criteria were to simplify the circulation and to maintain identity for the two branches of the legislature by locating the Senate in the eastern buildings and the House in the western buildings. Many of the following points emerged from the sketch work.

The following points pertaining to the FRB are divided into those dealing with the mechanical or structural aspects (A through L), those dealing with the spatial aspects (M through P), and those dealing with the other issues such as date of occupancy or notable cost items.

A. Existing Mechanical Systems

Fresh water and sewer system are provided by the City of Richmond system and the building is served by the City of Richmond sewer. The electrical and phone systems are in excellent condition. The pneumatic tube system, although not as fast as new systems, is in excellent operating condition. The heating system is based on three boilers using primarily gas with oil as a secondary fuel. These boilers, of which only one is normally in operation, fire a hot water system heating the entire building. Air conditioning is handled by units in the same major mechanical room, with the exception of the 1921 annex which uses a package unit for each floor. All elevators are in good condition and were recently renovated by Westinghouse. The two elevators in the building's center are under a special security control because they are used during the day to transport money. The control systems on all elevators are the simple response type. New controls might be desirable to improve load handling.

B. Existing Structural System

The structural system is entirely steel skeleton frame with no known weaknesses or difficulties.

C. Existing Finishes

The interior finishes are in good condition due to a high quality maintenance. The marble and limestone of the main lobby are in excellent condition. A second ceiling has been hung in the main lobby below the original coffered ceiling.

On the third floor level of the 1919 building is a conference room entirely panelled in sixth-cut oak.

This woodwork, including matching doors, is in fine condition.

The exterior stone facade appears to be in good condition. The roof is flat with solid surfacing which can withstand foot traffic.

D. Construction of Basement and Sub-Basement Vaults

The large sub-basement vault is concrete walled with a three foot thick wall. Although the vault could be removed with considerable heavy demolition, this area of the building would be used only for storage so there may be no need to demolish the sub-basement vault. The vault is provided with air handling equipment so that normal storage of goods is

possible. The basement vault is of the same construction, although smaller than the sub-basement vault. Demolition of this non-structural vault would be inordinately difficult, and expensive. Its removal may be necessary to provide adequate circulation in the basement, which may house considerable committee and post office functions.

E. Ownership of the Alley

The alley through the building is wholly owned by the Federal Reserve Bank, with no easements or partial rights held by others.

F. Tunnel Access Potential

Bringing a tunnel ten or fifteen feet wide through the sub-basement wall (or basement wall) seems to be feasible. Several pipe tunnels and pedestrian tunnels have been brought in to the basement through the alley-side wall. The foundation walls are two to three feet of reinforced concrete, and substantial new load-bearing construction would be required.

Because of requirements of the parking garage circulation and because the tunnel from the Capitol would enter at the east side of the 1919 portion, the tunnel from the garage would enter the south side of the 1919 portion in the eastern corner in order to minimize travel distance to the Capitol from the garage. The tunnel would enter at the sub-basement level in order to allow sufficient headroom in the tunnel and cover for the tunnel. A 7500 gallon fresh water tank is in the ideal location for tunnel entrance, but the area presently occupied by the sump room would allow about an 8 foot wide tunnel going behind the tank with some wall relocation. The tunnel out to the Capitol through the front foundation wall of the 1919 building seems to present no abnormal problems.

G. Fire Exits

Since the FRB would be more than 50% renovated, it must conform to the existing statewide building code. This would require construction of one new fire stair running top to bottom in the north west corner of the 1930 addition. In addition, the stair east of the three 1950 elevators has to have a fireproof hall leading directly outside at street level to qualify it as an approved fire exit. The old cafeteria atop the 1919 building cannot be used for other than storage since it has only one stairway exit. All stairs would have to open to the outside at street level. In addition, it is likely that the city fire marshal would require some additional exits from the committee room areas.

H. Elevators

Because of more substantial access possible between the 1950 elevator lobby and the 1921 annex, the three elevators and two stairways of that annex can be removed although the mechanical equipment located in two of the elevator shafts will have to be relocated. Since the small elevator, in the southeast area of the 1919 portion, has a very limited capacity and is located beyond the main circulation area, it can be removed. The two coin lifts between the first floor and basement of the 1930 portion can be removed since they are both limited in circulation capability and located in a high traffic area. In order to handle office-type traffic with greater ease, the lobby in front of the two security-control elevators should be enlarged from its present hallway size.

I. Air Conditioning

The addition of twelve committee rooms totaling 23,200 square feet (not including the auditorium) in spaces which previously had the relatively light air conditioning load of few people over the whole day, will vastly increase the air conditioning requirements. A new set of equipment would very likely be required to handle the new demand loads. This equipment could be located in the 1919 sub-basement or the 1930 basement.

J. Kitchen Size and Capacity

The existing kitchen with cafeteria serving counters is almost precisely the programmed 3300 square feet. Current equipment serves 295, but Mr. Ford of the Federal Reserve Bank feels it could quickly be equipped to serve 400. Program peak capacity is 665, and it has been assumed that the kitchen could be equipped to serve 665.

K. Natural Light

The maximum possible number of legislators and offices for chairmen were located on the building perimeter to provide natural light. In a few cases, aide's or counsels' offices were also provided with natural light. Nonetheless, because the FRB has no remaining interior light wells, much of the square footage is interior and some of this interior or below-grade space had to be used for other professionals' offices. Twenty-seven of the 140 legislators' office suites have no natural light exposure. The entire legislative services division is in the basement and sub-basement of the 1950 building: Twenty-nine attorneys and supporting staff with no natural light. Several of the committee rooms would have no natural light, but this is considered a tolerable situation.

L. Boiler Removal

The current practice for replacement of heavy mechanical equipment from the 1950 sub-basement is removal of a concrete slab in the parking garage floor in order to hoist the equipment up from the sub-basement mechanical room to a truck bed in the parking garage. Since the parking garage is needed for office space, after renovation, the equipment would have to be removed through a sub-grade pit outside the building just north of the mechanical room.

M. Major Joint Hearing Room for 400 Visitors

This 7400 square foot space cannot be accommodated. The existing auditorium holds 320 people (with no media) in 3700 square feet. Because of column locations, the 7200 square feet clear foot area cannot be obtained in this building. In addition, such a space should have a 25 to 30 foot ceiling height, which is not possible in this building (outside the auditorium and lobby) without removing a floor. The auditorium, with added balcony for the media, could serve as the House Appropriations Committee Room, and would be the largest meeting room with a capacity of 223. The main lobby would serve as the Joint Hearing Room with 4590 square feet and a capacity of 229 by sacrificing the lobby and reception area.

N. Column Locations

Aside from awkwardness caused by close (11 foot) column spacing in the 1919 portion, there are more serious difficulties caused by large spaces with freestanding columns. Several committee rooms, including the Senate Finance Committee Room as indicated in the main lobby of the 1919 portion, and the two House Committee rooms in the 1930 building basement have columns. In the Finance Committee Room case, the columns divide the space in an acceptable manner, into a major space and two minor gallery type spaces. In one second floor House Committee room, however, the problem is a single off center column, totally contrary to the formality of a Committee Room.

O. Committee Room Size and Number

Because the Committee Rooms were given a lower priority than the Legislator's Offices and the dining area given a higher priority due to the existing facilities, and because of circulation space needs and column spacing, the Committee Room allotment would be less than that required by the program. Keeping in mind that the plan of spaces is not a recommendation but rather a feasibility test, the following chart can be used to compare the program requirements with the feasible committee room allocation:

Room	Program Capacity	Program Size	Location	Allocation Size	Allocation Capacity	Clg. Hgt.
Senate Committee	100	2,050	Cap 1	870	43	-
Senate Committee	100	2,050	FRB 4	1,320	66	10
Senate Committee	100	2,050	FRB 5	1,320	66	10
Senate Committee	100	2,050	FRB 2	1,776	88	10
Senate Committee	25	800	FRB 1	870	27	5
Senate Committee	150	2,900	FRB 1	2,320	116	15
House Committee	200	3,750	FRB 1	4,460	223	24
House Committee	100	2,050	Cap 4	960	48	-
House Committee	100	2,050	Cap 1	1,290	64	-
House Committee	100	2,050	Cap 1	1,080	54	-
House Committee	100	2,050	FRB B	2,080	101	11
House Committee	100	2,050	FRB B	2,080	101	11
House Committee	100	2,050	FRB 2	1,450	72	10
House Committee	100	2,050	FRB 2	1,990	96	8
House Committee	100	2,050	FRB 2	1,400	70	8
House Committee	100	2,050	FRB 3	1,320	66	10
House Committee	25	800	FRB 2	800	25	10
Joint Hearing	115	2,300	FRB 2	1,320	66	10
Joint Hearing *	370	7,400	FRB 1	4,590	229	17
				33,296	1,621	
2,185		41,729				

* This would be in place of the main lobby and reception areas.

Three Committee Rooms can be maintained in the existing Capitol. However, the areas programmed for these spaces are reduced by one half, limiting their use as Committee Rooms.

There will also be reductions in the Committee Rooms' programmed space in the FRB. The four Senatorial Committee Rooms are programmed for a one hundred (100) person capacity each. One room is reduced to a forty-five (45) person per room capacity, and the other three, reduced to a sixty-five (65) person capacity. The eight House Committee Rooms are programmed at a one hundred (100) person capacity. Two rooms are reduced to fifty (50) person capacity, and four are reduced to a sixty-five (65) person capacity. The remaining two rooms meet the program.

Both Chambers have a small Committee Room programmed for twenty-five (25) persons. The Senate Finance Committee Room, programmed for a one hundred sixty (160) person capacity is reduced to a one hundred twenty (120) person capacity. The House Appropriations Committee Room is over capacity at two hundred forty (240) person capacity. The overall reduction in Committee Room capacity has been 44%.

The revised program calls for 153,495 square feet in the FRB. To this is added 19,000 square feet of actual mechanical space in the FRB, 6000 square feet of major lobby space, yielding 178,500 square feet to which can be added a 40% grossing factor, 10% higher than the grossing factor for a new building. This yields a figure of 248,000 gross program square feet in the FRB.

The FRB contains 271,590 gross square feet.

14,700 square feet can be subtracted because the 1919 sub-basement and the 1919 cafeteria cannot be used effectively. This yields 256,890 gross square feet in the building, which compares favorably with the 248,000 gross program square feet.

Ceiling Heights

With the exception of the auditorium (24 ft.) and two major rooms on the east side of the first floor (15 and 17 ft.), the ceiling heights in Committee

Rooms range from ten to eleven feet in rooms roughly forty feet across. This compares to a twenty foot ceiling in an existent Capitol Committee Room which is 28 feet across. A previous study of the FRB for use as municipal courts by Lee, King and Poole, Architects, stated that courtrooms of 35 to 60 feet long could not be suitably placed in the building because of the ceiling height problem alone. (Page 3, report to Director of City of Richmond Public Works, January 24, 1972).

Q. Private Exit From Legislator's Offices

Due to the lack of space which became apparent as the scheme was sketched out, the private entrance and exit to the Legislator's Office was dropped since it added roughly 4,900 square feet of space (a 3 x 12 foot corridor for 140 offices).

R. Splitting of Revised Functions

As discussed under requirements, immediate and long-range, the FRB scheme splits some closely related functions into two separate locations.

S. Urban Design Significance

As alluded to in the original report, the urban design significance of the FRB as the location of the offices of the state legislature is minimal. With an expenditure of this magnitude, an optimal solution would reinforce the identity and utility of the state capitol and possibly provide it with an appropriate relationship to the Richmond City Capitol, creating a public complex where spaces and amenities would compliment each other.

T. Extensive Renovation Items

There are several renovation items in the plan which are significantly outside the typical definition of renovation. Cutting two tunnels through the sub-basement walls and removal of the sub-basement walls, will entail extensive heavy demolition of concrete and steel. Running two tunnels under city streets will entail heavy excavation, temporary stopping & permanent rerouting of some utility and/or sewage lines, heavy construction in close quarters, and refilling and resurfacing. New air conditioning apparatus for 12 Committee and Hearing Rooms will have to be installed and duct work or piping run to the meeting rooms. Addition of fire stairs will entail removal of concrete and steel floors and installation of a self-supporting stairway. Removal of the two elevator shafts in the annex which presently carry mechanical equipment will entail rerouting of the pipework in those shafts. These changes are outside the scope of a minimal partition renovation.

U. North Building

The small building to the north of the 1950 building cannot be successfully used to satisfy any program elements since there is no interior access to it, and there is no elevator between floors, and because the building has a lightweight construction not suited to a public facility. There is no reason to remove it except perhaps to provide light to four more offices on the third floor of the 1950 building.

V. Earliest Time of Occupancy

The earliest occupancy of the FRB is estimated to be 1979. Construction of the new RFRB is scheduled to start in early 1974, and is expected to take three years. Renovation and new construction could be started in the existing FRB in late 1977 and would take at least a year and a half. June 1979 is the earliest possible date of occupancy for the rebuilt FRB, and considering the magnitude of the new FRB project and the unforeseen difficulties of a renovation project, June 1980 is a more realistic occupancy date.

Following is a summary of the above issues concerning the FRB:

- A. Existing Mechanical Systems
All in good condition
- B. Existing Structural System
Good condition
- C. Existing Finishes
Good condition
- D. Construction of Basement and Sub-Basement Vaults
Sub-Basement need not be removed
Basement three feet of reinforced concrete - heavy demolition would be required
- E. Ownership of Alley
All rights in fee simple by Federal Reserve
- F. Tunnel Access Potential
In southeast corner of complex, at sub-basement level
- G. Fire Exits
Add one stair
Cannot use old cafeteria
Fire marshal would require additional committee room exits
- H. Elevators
New control system
Delete six elevators
- I. Air Conditioning
Add new system to supply fast-peaking demands of 12 additional meeting rooms
- J. Kitchen Capacity
Capacity of equipment would have to be increased by 265 persons serving capacity
- K. Natural Light
Twenty-seven of 140 Legislators' Offices would have no natural light.
Twenty-nine attorneys in legislative services would have no natural light.
- L. Boiler Removal
New provision for removal to exterior of building would be provided.
- M. Major Joint Hearing Room for 400
Existing auditorium too small
Auditorium would be largest meeting space with capacity of 223 - could use converted main lobby with capacity of 229
- N. Column Locations
Eleven foot spacing difficult to work offices around in 1919 building
Three committee rooms have freestanding columns
- O. Committee Room Size and Number
Forty-five percent reduction in capacity
Largest space has 223 capacity vs. 400 programmed
- P. Ceiling Heights
Eleven foot typical ceiling height too low for large committee rooms.
- Q. Private Exit From Offices
Deleted to save 4900 square feet

- R. Splitting of Related Functions
 - Some minor functions located in two places
 - Media space separated from majority of committee rooms
 - House and Senate leaders' offices isolated from committee rooms
- S. Urban Design Significance
 - FRB scheme does not enhance the physical identity of the state legislature
- T. Extensive Renovation items
 - Two tunnel cuts through foundations
 - Two tunnels under streets
 - Mechanical equipment for twelve conference rooms
 - One additional fire stair
 - Reroute of mechanical systems in annex
- U. North Building
 - Can be retained but not for any programmed use
- V. Earliest Time of Occupancy
 - June 1979 possible - June 1980 likely

The Parking Garage

For consideration of a feasible parking garage on the site south of Franklin Street, demolition of the three story building occupying half the site must be assumed. The present 20,000 sq. feet of open area is not of sufficient size or shape for a parking garage.

Evaluation of the possibility of a parking garage starts with the basic choice between a level floor/separate ramp garage or a sloped floor/integral ramp system. The sloped floor system is well suited to this particular situation since it requires less square footage built per parking space than the level floor system which requires construction of a separate ramp as well as the parking area. Using the sloped floor system, approximately 60 cars can be parked on one deck of the garage.

The garage has a relatively low car per square foot ratio because the site is not deep enough to accommodate two ramps with cars on either side. One ramp can have cars only along one side, thereby using it for only half its capacity in terms of parking frontage.

The next consideration is the feasibility of underground floors. These floors are roughly twice as expensive to construct as conventional above-ground floors because they require extensive ventilation equipment. In addition, any below-ground construction on this particular site would have to go to great length to shore the foundations of the adjacent office building. A six floor garage would accommodate roughly 360 cars, and since six floors is neither too far to drive nor obtrusively high, underground floors are not necessary.

The third consideration is the circulation pattern around the site. Ideally, cars should be able to 'stack' on the street outside the garage while waiting to enter and should not have to cut across several lanes of traffic nor block an intersection while maneuvering to enter or exit. These considerations point to an entrance location on Franklin Street. Because the sloped ramp type of parking garage has level areas only at the ends of floors, the entrance must be at one end or the other. The entrance, location is the most suitable point for the elevators, which will also connect below ground to the tunnel under Franklin Street. To minimize walking distance to the Capitol from the garage, the eastern end of the garage was used for the entrance with elevators and tunnel.

The City of Richmond traffic engineer has requested that the **garage** exit be moved to the southeast corner of the garage, onto Ninth Street. This presents no particular problem.

Because of the slope of the land and the streets, it is necessary to run the tunnel under Franklin Street at the level of the sub-basement rather than the basement. To alleviate the tunnel effect, the tunnel should be as wide as possible.

In the early stages of this study a bridge across Franklin Street was investigated, but it created difficulties in circulation in the FRB since it entered on Floor 2 and an elevator trip of four floors down was required to the tunnel to the Capitol. In addition, it created major circulation needs on the second floor. The bridge was discarded primarily for the difficulties in circulation it created.

In summary, the garage is entirely feasible from an architectural standpoint - all programmed parking can be put in the structure, adequate stacking is available and the tunnel to the FRB can be suitably accommodated. This of course, assumes all existing obstructions on the site can be removed.

Tunnel To The Capitol

There is no difficulty with entrance of the tunnel into the sub-basement level of the FRB. Major utility lines are roughly three feet below the surface and sewer lines are roughly twenty feet below the surface. The sewer line may have to be relocated to accommodate the tunnel.

The route to the Capitol would cross directly across Ninth Street, angle northward and climb at a constant rate to the northwest corner of the Capitol Building, and run behind the Capitol, coming under the existing building in the stairway link on the Senate side. The tunnel would climb from Franklin Street to the Capitol at a constant grade in order to facilitate installation of moving walkway in the tunnel. If the tunnel were to go into the front of the Capitol, the segment climbing the hill in the front of the Capitol would have to be excessively steep. Moving belts can be installed on a constant grade of

The entrance into the Capitol would have to raise people from the underground level to the basement level by means of a pair of escalators which would terminate at the existing Capitol stairway.

The tunnel would be subject to fire code regulations requiring an exit to grade every two hundred feet. These would likely be three combined stairways and ventilation hoods worked into the hillside.

Three modes of transportation in the tunnel are possible. Walking provides minimal construction costs, unlimited capacity and flexible directions and a speed of about three miles an hour. Two four-foot wide moving belts (with a walkway between) at an added cost of roughly \$1,000,000 would provide flexibility of directions, nearly unlimited capacity and a speed of about six miles per hour. A car system would provide higher speeds, but it is more expensive than the beltways, cannot be reversed for heavy one-way loads and cannot handle the capacity of the belt.

In summary, the tunnel to the Capitol is architecturally feasible - it can be built with a moving walkway included.

TIME STUDIES OF EXISTING, FEDERAL RESERVE BANK
AND TERRACED SCHEMES

TABLE - COMPARING TRIP TIMES OF VARIOUS SCHEMES

	SCHEMES					
	EXISTING		FEDERAL RESERVE BANK		TERRACED	
	TIME Min: Sec	FEET WALKED	TIME Min: Sec	FEET WALKED	TIME Min: Sec	FEET WALKED
A. GARAGE TO OFFICE	6:45	950	7:40	660	3:05	300
% Comparison	100%	100%	114%	70%	46%	32%
B. OFFICE TO CHAMBER (Senate)	6:35	1275	5:30	525	1:45	300
% Comparison	100%	100%	83%	41%	27%	23%
C. GARAGE TO CHAMBER (Senate)	3:50	325	8:25	575	3:05	250
% Comparison	100%	100%	220%	177%	80%	77%
D. GARAGE-OFFICE CHAMBER (Senate)	13:20	2225	13:10	1185	4:50	600
% Comparison	100%	100%	99%	53%	36%	27%

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DESCRIPTION OF SCHEMES

EXISTING SCHEME

- .Parking* on Capitol Square - in area of Senate Chamber
- .Offices* in State Office Building - 8th and Broad
- .Use of existing Legislative Chambers*
- .Snack Bar* in capitol
- .No Dining Room*

FEDERAL RESERVE BANK SCHEME

- .Parking* in new structure across Franklin St. from F.R.B.
- .Office* in F.R.B.
- .Use of existing Legislative Chambers*
- .Snack Bar* in Capitol
- .Dining Room* in F.R.B.

TERRACE SCHEME

- .Parking* on two lowest levels (+76' & +86')
- .Offices* on two levels (+102' & +115')
- .New Legislative Chambers* (level + 130')
- .Snack Bar* in Capitol (old)
- .Dining Room* level (+ 86')

EXISTING SCHEME - Detailed Activity & Time Breakdown

Assumptions -

- .Parking on Capitol Square near Senate Chamber
- .One trip to State Office Building - 8th and Broad
- .Lunch at snack bar in Capitol

	<u>Activity</u>	<u>Time Duration</u>		<u>Remarks</u>
		<u>Min.</u>	<u>: Sec.</u>	
A.	<u>FROM PARKING SPOT TO OFFICE</u>			
	1. Find parking spot	2	: 00	
	2. Walk from car to State Office Bldg. 8th & Broad	3	: 15	850'
	3. Wait for elevator		: 20	
	4. Elevator trip		: 45	
	5. Walk to office		: 25	100'
		<u>6</u>	<u>: 45</u>	<u>950'</u> Total Ft. Walked
B.	<u>OFFICE TO CHAMBER FLOOR</u>			
	6. Walk from office to elevator		: 25	100'
	7. Wait for elevator		: 20	
	8. Elevator trip		: 45	
	9. Walk from State Office Building to Capitol	4	: 00	1050'
	10. Walk to stairs		: 20	75'
	11. Walk up stairs		: 30	
	12. Walk to floor		: 15	50'
		<u>6</u>	<u>: 35</u>	<u>1275'</u> Total Ft. Walked
C.	<u>GARAGE TO CHAMBER</u>			
	1. Find parking spot	2	: 00	
	. Walk from parking spot to capitol		: 45	200'
	10. Walk to stairs		: 20	75'
	11. Walk up stairs		: 30	
	12. Walk to floor		: 15	50'
	- 29. -	<u>3</u>	<u>: 50</u>	<u>325'</u> Total Ft. Walked

FEDERAL RESERVE BANK SCHEME

Detailed Activity & Time Breakdown

	<u>Activity</u>	<u>Time Duration</u>		<u>Remarks</u>
		<u>Min.</u>	<u>: Sec.</u>	
A.	<u>GARAGE TO OFFICE</u>			
1.	Find parking spot	3	: 00	2500' at 10 MPH
2.	Walk from car to elevator	1	: 00	250'
3.	Wait for elevator		: 20	-
4.	Elevator ride		: 35	75' drop
5.	Walk through tunnel to escalator		: 25	110'
6.	Ride escalator		: 20	
7.	Walk to elevator		: 45	200'
8.	Wait for elevator		: 20	
9.	Elevator Ride		: 30	(60' rise)
10.	Walk from elevator to office		: 25	100'
		7	: 40	660 Total Ft. Walked
B.	<u>OFFICE TO CHAMBER</u>			
11.	Walk from office to elevator		: 25	100'
12.	Wait for elevator		: 20	
13.	Elevator Ride		: 30	
14.	Walk to Escalator		: 45	200'
15.	Ride Escalator		: 20	
16.	Walk through tunnel to FRB end of moving walk		: 25	100'

<u>Activity</u>	<u>Time Duration</u>		<u>Remarks</u>
	<u>Min.</u>	<u>: Sec.</u>	
17. Trip on moving walk	1	: 45	450'
		: (50)	(if one walks on moving walk).
18. Walk to escalator		: 20	75'
19. Ride escalator		: 20	15' rise
20. Walk up stairs to chamber level		: 20	50'
	5	: 30	525 Total Ft. Walked
C. <u>GARAGE TO CHAMBERS</u>			
21. Find parking spot	3	: 00	2500' at 10 MPH
22. Walk from car to elevator	1	: 00	250'
23. Wait for elevator		: 20	
24. Elevator ride		: 35	70' drop
25. Walk through tunnel to FRB then through tunnel under 9th St. to FRB end of moving walk.		: 45	200'
26. Trip on moving walk	1	: 45	450'
27. Walk to escalator		: 20	75'
28. Ride escalator		: 20	15' rise
29. Walk up stairs to chamber level		: 20	50'
	8	: 25	575' Total Ft. Walked

TERRACE SCHEME

	<u>Activity</u>	<u>Time Duration</u>		<u>Remarks</u>
		<u>Min.</u>	<u>Sec.</u>	
A.	<u>GARAGE TO OFFICE</u>			
1.	Find parking spot	1	15	1100' (10MPH) 2 Levels
2.	Walk from car to elevator		35	150'
3.	Wait for elevator		20	
4.	Elevator trip		20	40' Rise
5.	Walk to office		35	150'
		<u>3</u>	<u>05</u>	<u>300'</u> Total Ft. Walked
B.	<u>OFFICE TO CHAMBER</u>			
6.	Walk from office to elevator		45	200'
7.	Wait for elevator		20	
8.	Elevator trip		15	28' Rise
9.	Walk from elevator to Chamber		25	100'
		<u>1</u>	<u>45</u>	<u>300'</u> Total Ft. Walked
C.	<u>GARAGE TO CHAMBERS</u>			
10.	Find parking spot	1	15	1100' (10MPH) 2 Levels
11.	Walk from car to elevator		35	150'
12.	Wait for elevator		20	
13.	Elevator trip		30	55' Rise
14.	Walk from elevator to Chamber		25	100'
		<u>3</u>	<u>05</u>	<u>250'</u> Total Ft. Walked

ESTIMATE OF COST FOR RENOVATIONS
TO FEDERAL RESERVE BANK BUILDING

Based on schematic drawings and projecting prices ahead to mid 1976, the following costs have been developed:

Acquisition of all Federal Reserve Building property estimate	\$ 5,000,000.
Renovation of Federal Reserve Bank	3,750,000.
Parking Garage - 367 cars - 6 levels	2,110,000.
Tunnel - approximately 736 lineal feet	1,640,000.
Two reversible moving walkways	1,000,000.
	<hr/>
	\$13,500,000.

These costs include architectural and engineering fees, soils and test borings, but do not include office furnishings, etc.

These costs are based on the Federal Reserve Bank being maintained in current condition up to the commencement of these renovations, and it is assumed that the present heating, ventilating, elevating, plumbing and electrical systems are adequate for proposed loads.

Part IIIb - Feasibility of Existing Senate
and House Chambers

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Introduction

The purpose of this Senate and House Chamber Study is to explore and evaluate ways in which the existing Virginia State Capitol can become a better place for legislative activities.

The investigation has four major parts:

1. Capitol Spatial Reorganization
2. Senate and House Chambers Evaluation
3. Link Expansion
4. Cost Estimate

The first three parts of the study describe the existing conditions, explore alternatives, and summarize findings. The text of this study with its 28 Figures and 6 Plates is used to communicate the nature of our investigation. In addition 1/8" drawings of the two Capitol Spatial Reorganization Alternatives were prepared and a 1/4" model of the House Chamber with expanded Link area were prepared.

The Model shows the existing House Chamber and Floor, the House Floor Alternative, and the Alternative for a new House Gallery in the Expanded Link.

SUMMARY

The following is a list of the major issues explored in the Senate and House Chamber study.

1. The elimination of committee rooms from the Capitol (Scheme 2) provides space for the activities which must be adjacent to the Chambers and creates greater privacy for the legislators.
2. Reorganization of the Senate and House floors could provide better viewing, increased desk storage areas, and new egress stairs to new cloak room suites and leadership offices.
3. The implications of link expansion to provide for an adequate House Gallery are explored in some detail.
4. Expansion of the Senate Gallery seems unnecessary since there are three seats in the existing Gallery for each senator while in the House Gallery there is only one seat for each delegate.
5. New Gallery firestairs can be provided for in an expanded link.
6. The cost of Capitol reorganization, expansion of both links and creation of a new House Gallery totals \$1,000,000.

1 *Capitol Spatial Reorganization*

Assuming it is both desirable and practical to continue to use the existing Senate and House Chambers, this section of the study investigates how the uses of the space in the Capitol might be organized to provide for the necessary legislative support facilities.

Three arrangements of the space are illustrated. The Existing arrangement (Figures 1-5), Alternative 1 (Figs. 6-10) and Alternative 2 (Figures 11-15).

Alternative 1 retains two existing Committee Rooms, in response to the shortages in programmed committee room space in the FRB.

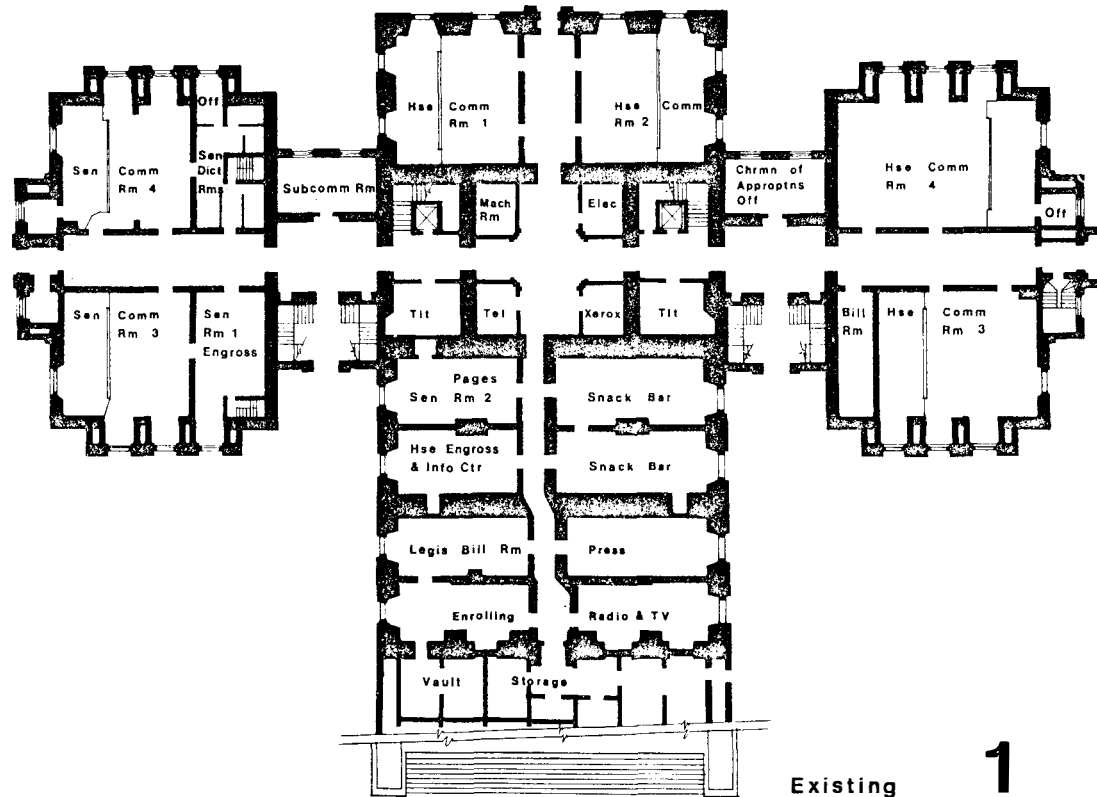
Alternative 2 eliminates all Committee Rooms on Floor 1 and uses the additional space to more adequately provide for the support facilities.

Existing Use of Capitol

The existing uses of the Capitol are well known. The current arrangement of the spaces and their uses are indicated in Figure 1-Figure 5.

The problems are:

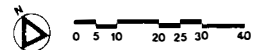
1. Confused circulation - with legislators, staff, press and the visitor/public all using the same stairs and corridors. The only areas beyond free visitor circulation are the Chamber Floors.
2. Neither the House Clerk nor the House Coat Room can be reached directly from the House Floor.
3. Disruptive circulation occurs through the House Floor Conference Room.
4. The Legislative Offices located on the Mezzanine floor are not convenient to the Chamber Floors or the Committee Rooms. Visitor Circulation through these areas is heavy and noisy.
5. The House Appropriations Committee Room has an inconvenient location on the fourth floor.



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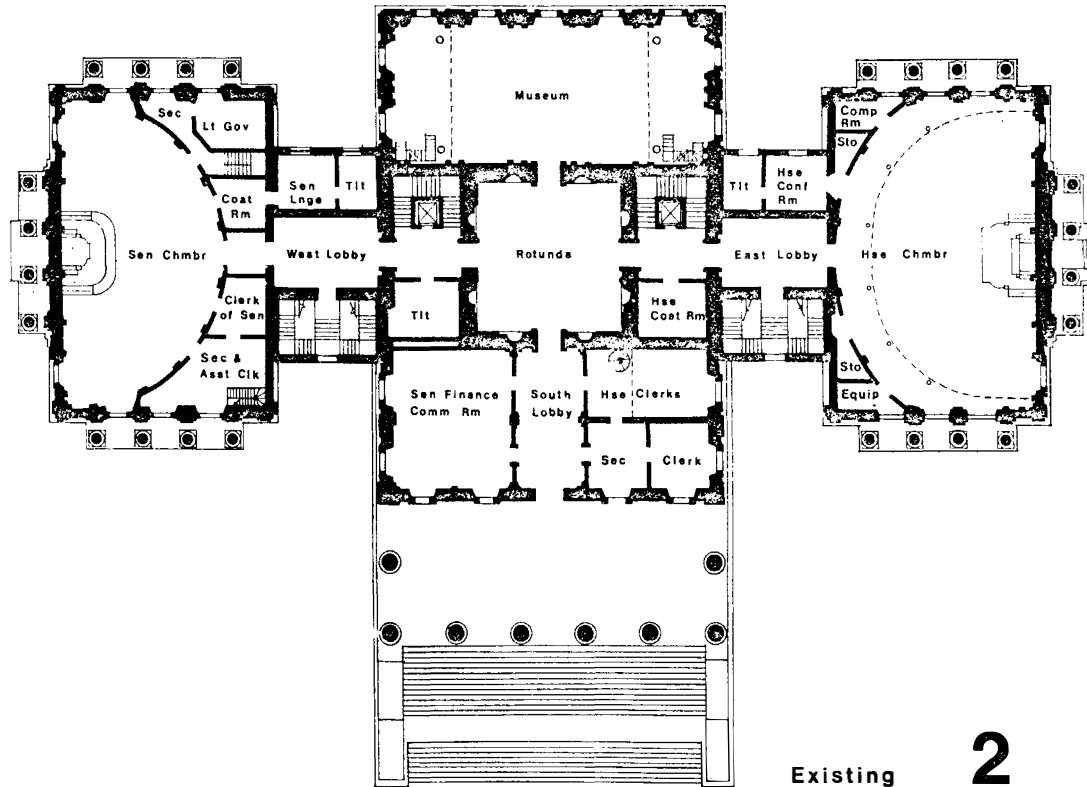
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Existing
Fig 1

1



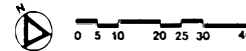


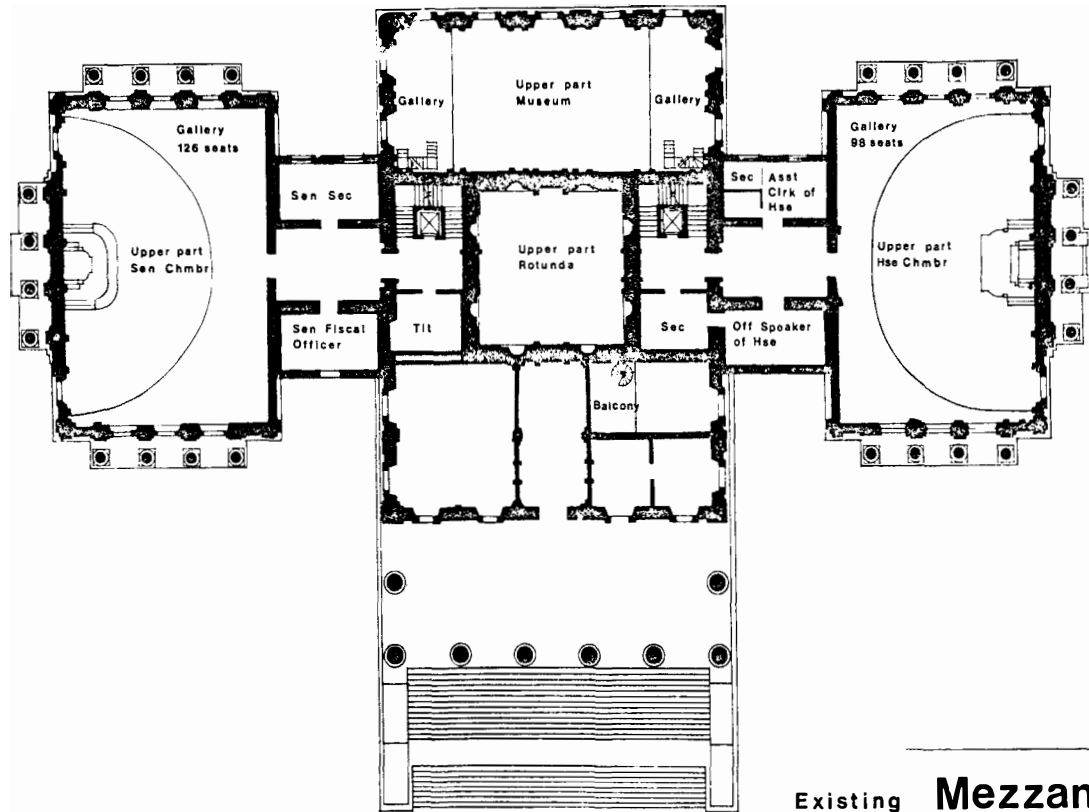
Existing **2**
Fig 2

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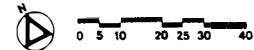
Existing Mezzanine

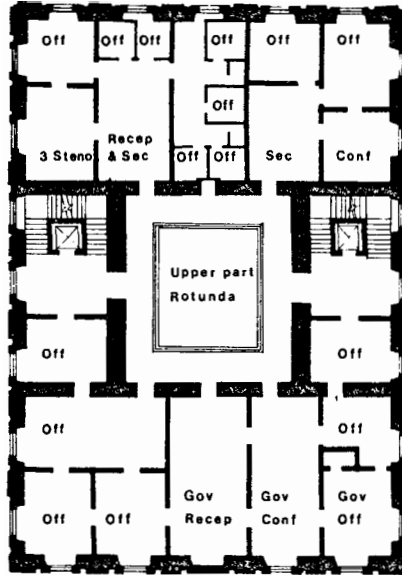
Fig 3

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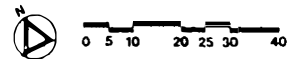


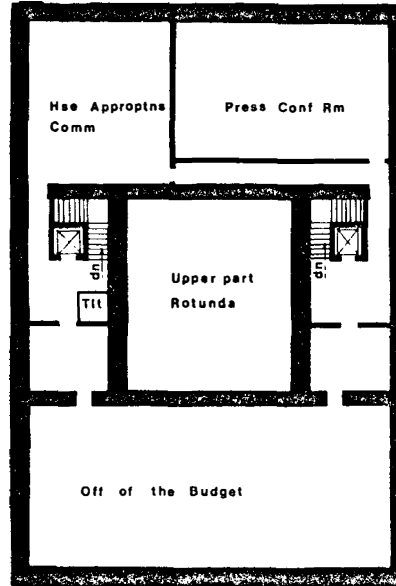
Existing **3**
Fig 4

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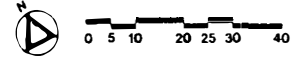




Existing **4**
Fig 5

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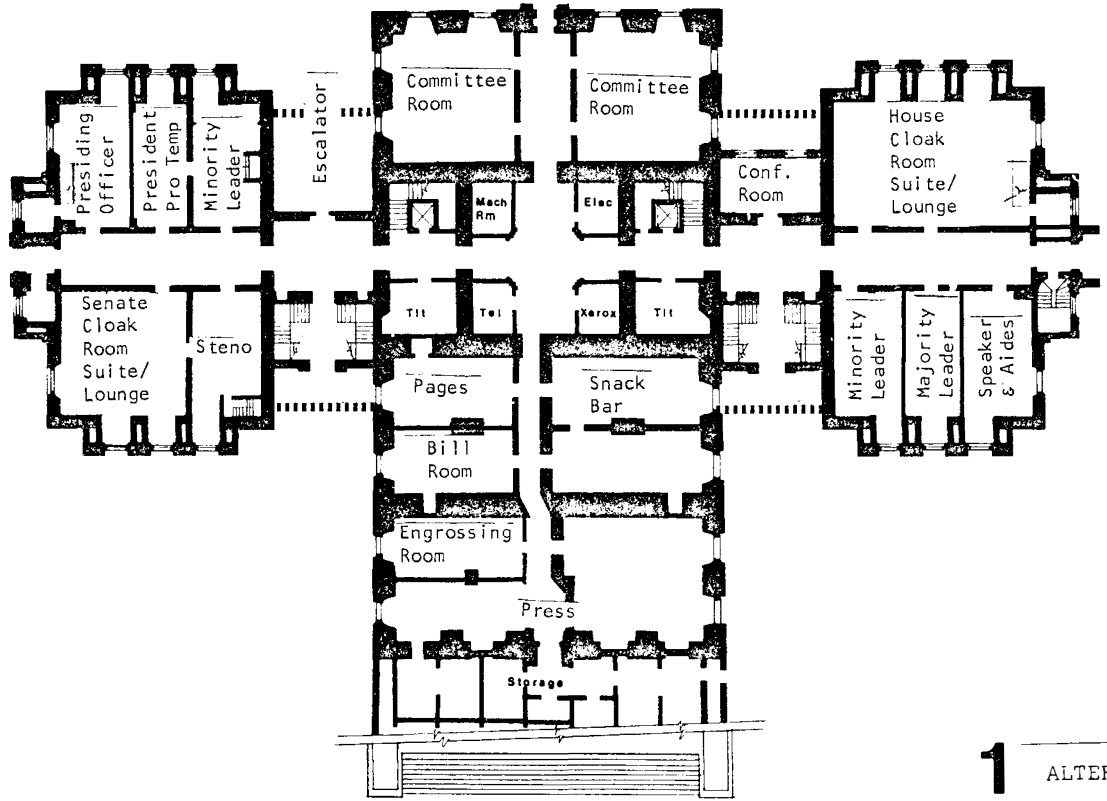


Alternative 1 - Capitol

Alternative 1 tests the impact on reorganization of retaining two of the existing Committee Rooms (House Committee Rooms 1 and 2). Retention of these Committee Rooms is made necessary by the FRB's inability to provide for the full number of Committee Rooms called for in the program.

Characteristics of Alternative 1 - Floor 1 (Fig. 6)

1. New Cloak Room Suites and Leadership Offices are provided beneath respective Chambers. New private stairs connect the Chambers directly with Floor 1.
2. Press facilities are expanded (not to program requirements), while the Engrossing, Bill, and Pages Rooms are all smaller than the program requirements.
3. It is possible to limit the touring public to the original Jeffersonian portion of the Capitol, which allows legislators some privacy in the area of their own Cloak Room and offices, but travel between Senate and House wings must cross public circulation.
4. The Snack Bar area remains the same.

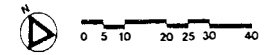


1 ALTERNATIVE 1

Fig 6

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Floor 2 (Fig. 7)

5. The South portico with its steps becomes the major public entrance and the remaining part of the (old) Senate Chamber becomes a visitors orientation area. A First Aid Room off the Rotunda replaces the existing House Coat Room.
6. In the space vacated by the Lt. Governor (presiding officer of the Senate), it is possible to create a Senate Caucus Room.

Mezzanine Floor (Fig. 8)

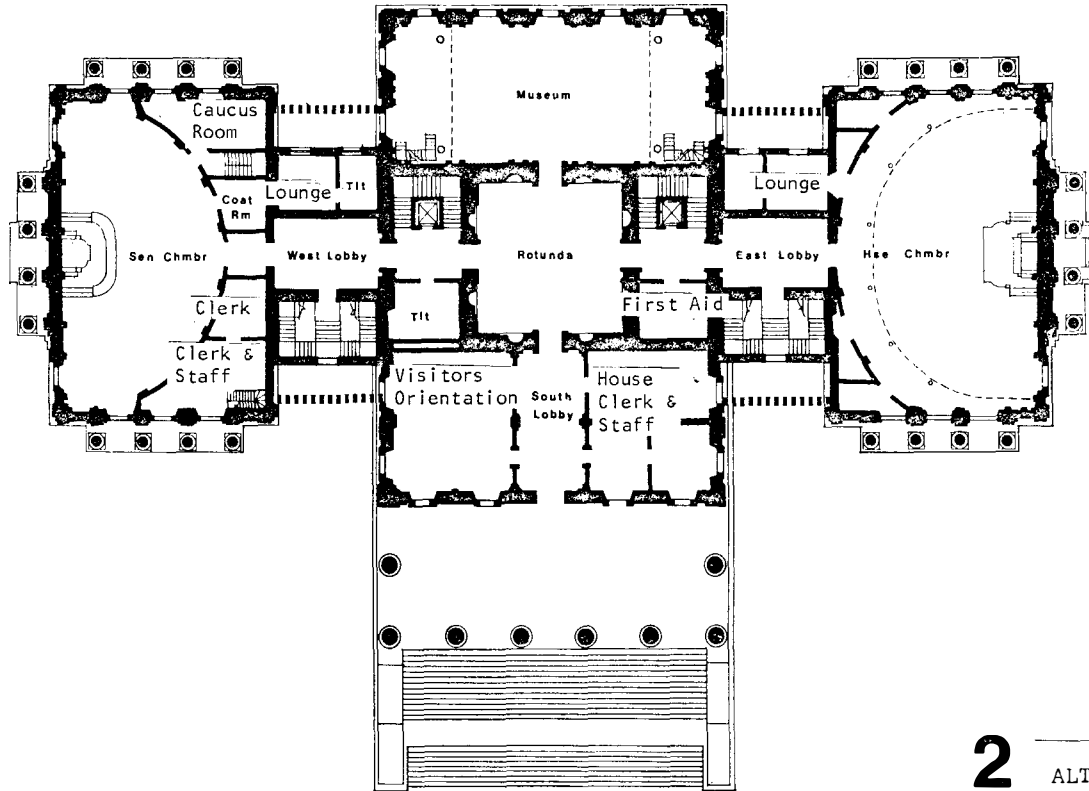
7. Expansion of visitor areas adjacent to the Chamber Galleries providing information, souvenirs, food machines, and lounge facilities is now possible due to the movement of leadership offices to Floor 1.
8. There is some expansion over the present House Clerk's Office, to provide space for clerical staff.

Floor 3 - (Fig. 9)

9. The space on Floor 3 which the Governor does not already occupy is given over to him for expansion.

Floor 4 (Fig. 10)

10. This floor remains the same as in the existing arrangement.

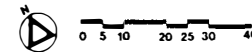


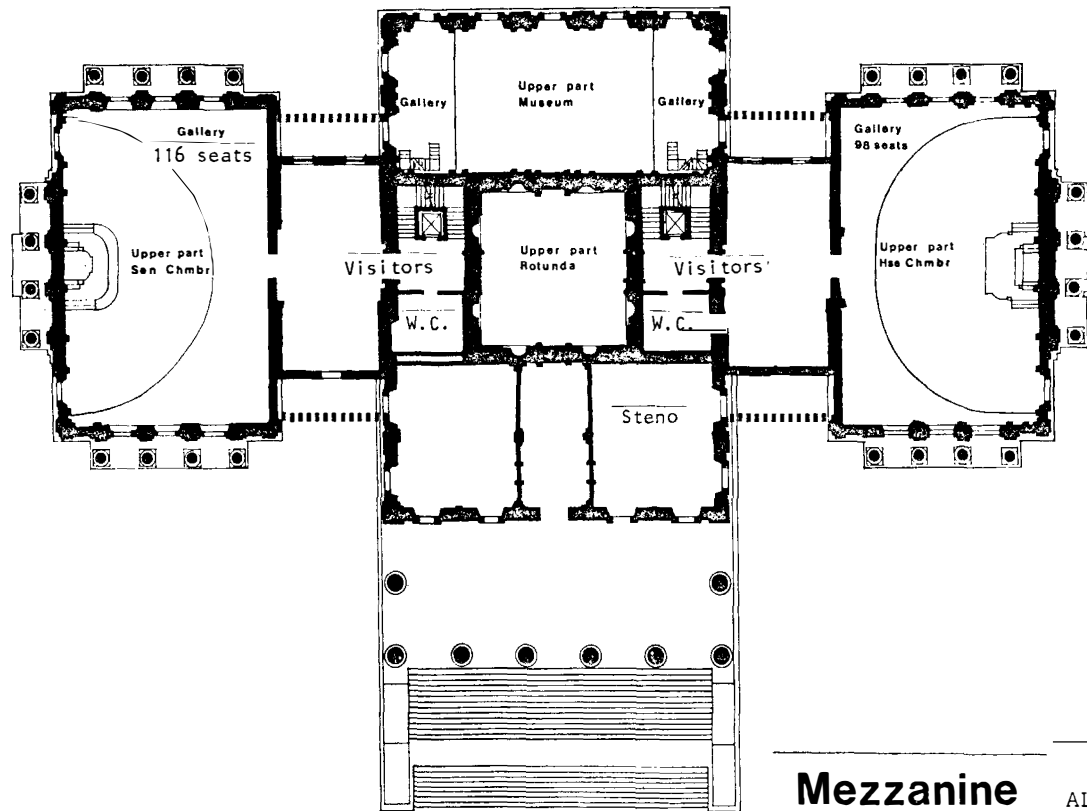
2 ALTERNATIVE 1

Fig 7

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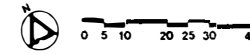
Mezzanine

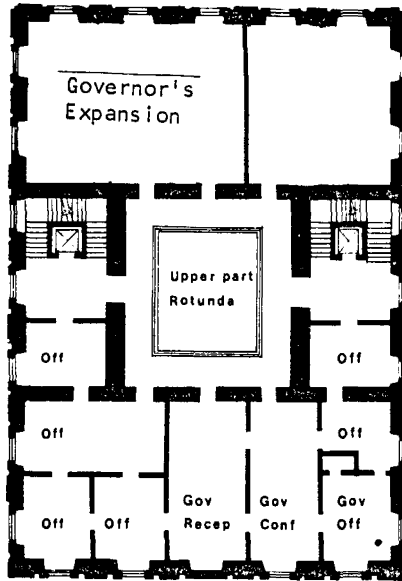
ALTERNATIVE 1

Fig 8

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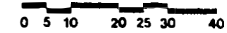


3 ALTERNATIVE 1

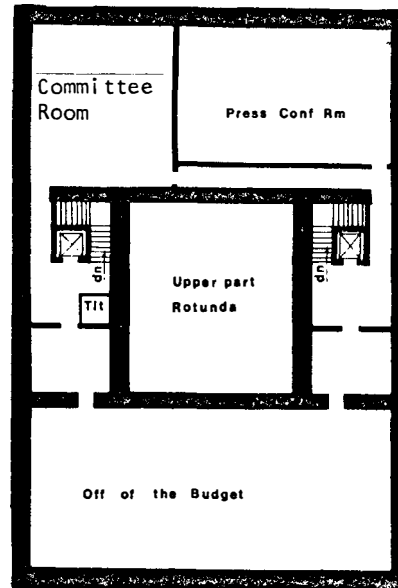
Fig 9

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100



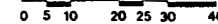
4 ALTERNATIVE 1

Fig 10

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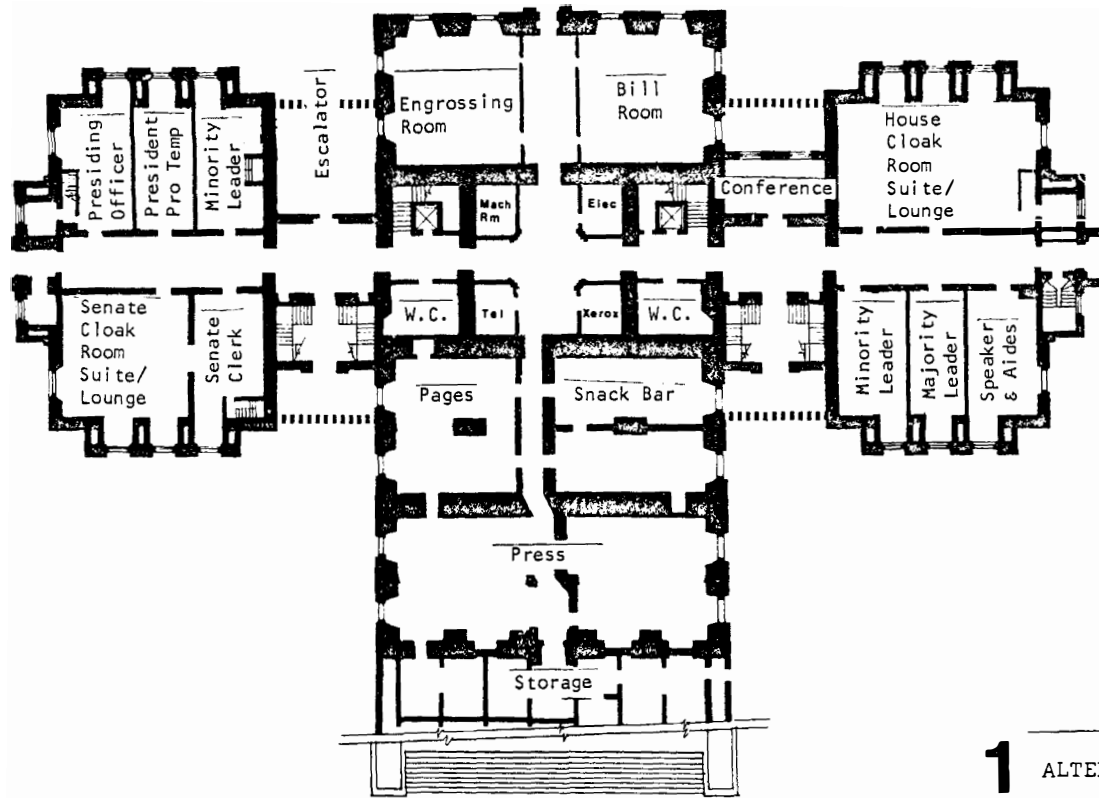
Alternative 2 - Capitol

Alternative 2 tests the impact on reorganization of eliminating all existing Committee Rooms from Floor 1, thereby providing an additional 1860 S.F. of area. It is assumed that careful planning and scheduling of the Committee Rooms provided by the FRB could accommodate the necessary needs of the Legislature.

Characteristic of Alternative 2

Floor 1 (Fig. 11)

1. The major aspect of Alternative 2 is the separation of tour visitors from the Legislative work areas.
2. New Cloak Room Suites and Leadership Offices are provided beneath respective Chambers. New private stairs connect the Chambers directly with Floor 1.
3. Engrossing, Bill, Pages, and Press Rooms are all expanded approximately 100% over the existing areas.
4. Additional Senate Clerk space is available below the existing Clerk's Staff Area and is connected by an existing stair.

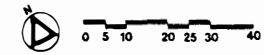


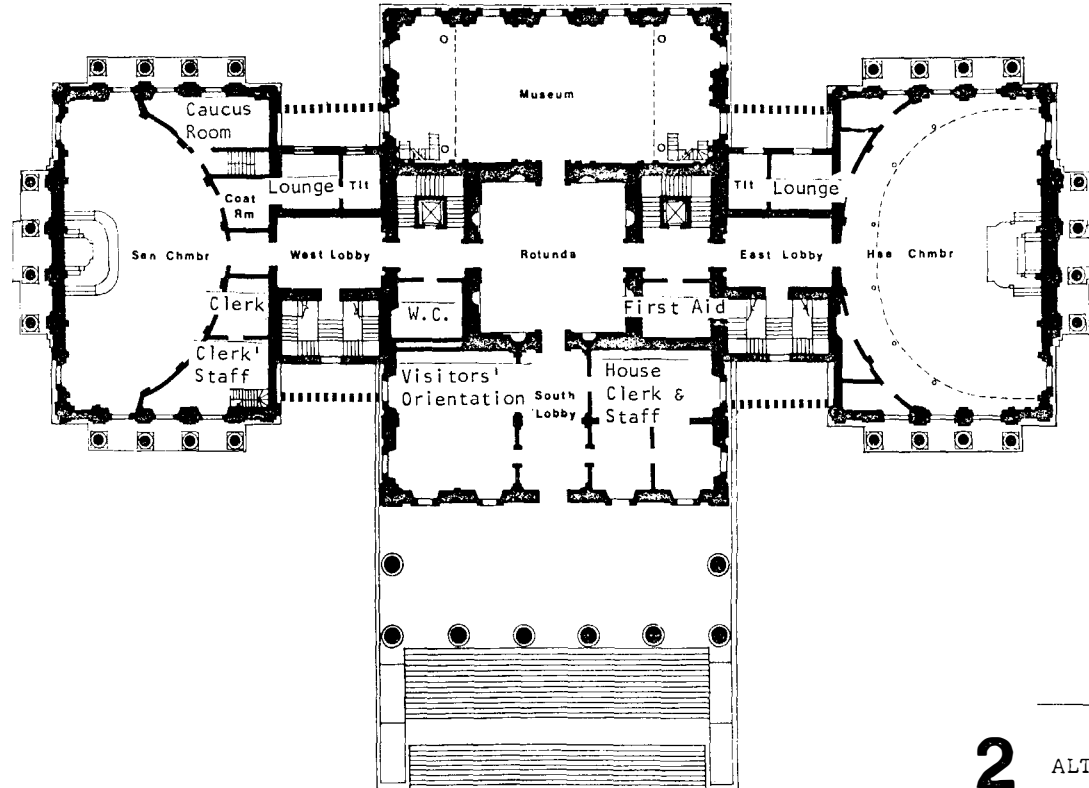
1 ALTERNATIVE 2
Fig 11

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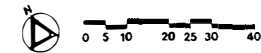


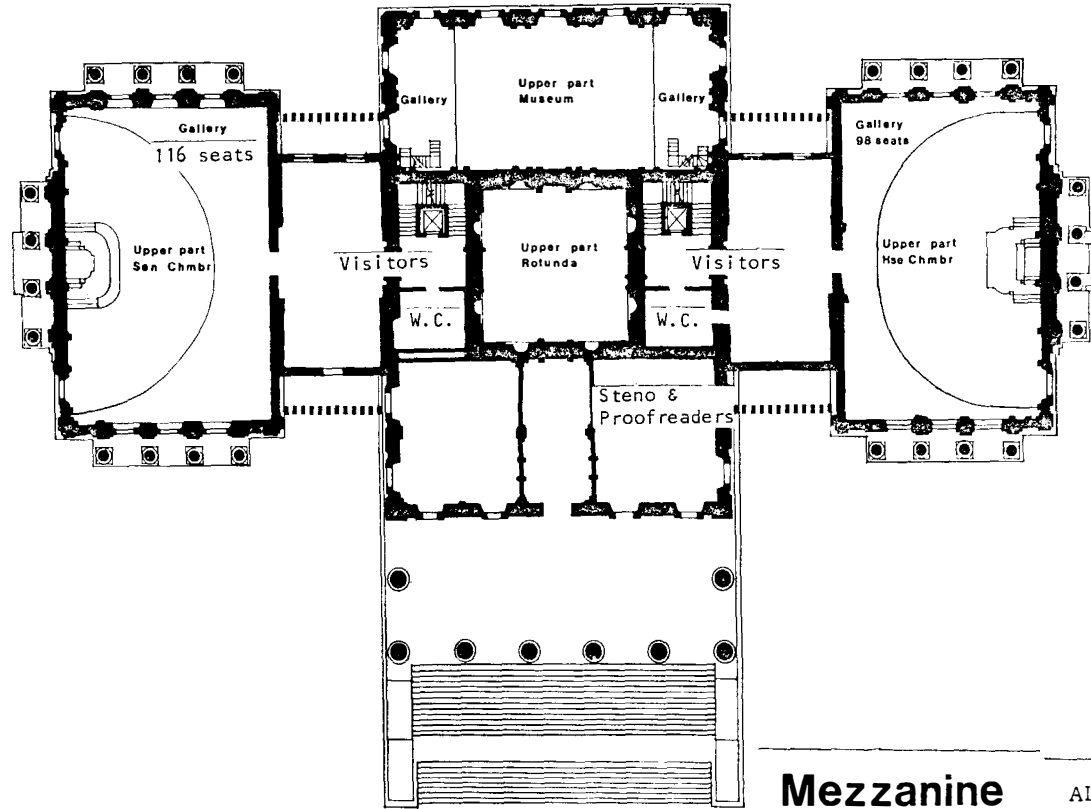
2 ALTERNATIVE 2

Fig 12

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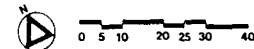
Mezzanine

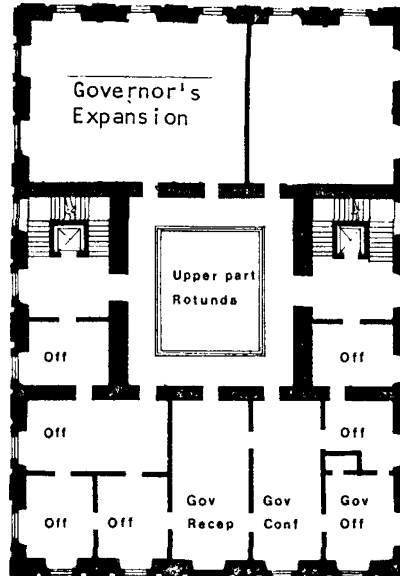
ALTERNATIVE 2

Fig 13

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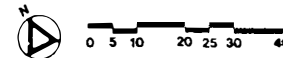


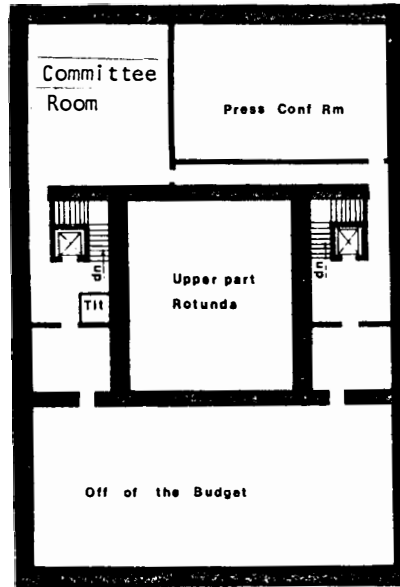
3 ALTERNATIVE 2

Fig 14

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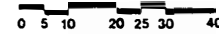


4 ALTERNATIVE 2

Fig 15

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5. The Snack Bar area remains the same.

Floor 2 (Fig. 12)

6. The South Portico with its steps becomes the major public entrance and the remaining part of the (old) Senate Chamber becomes a visitors orientation area. A First Aid Room off the Rotunda replaces the present House Coat Room.
7. In the space vacated by the Lt. Governor (presiding officer of the Senate), it is possible to create a Senate Caucus Room directly off the Senate Floor.

Mezzanine Floor (Fig. 13)

8. Expansion of visitor areas adjacent to the Chamber Galleries providing information, souvenirs, food machines, and lounge facilities is now possible due to the movement of leadership offices to Floor 1.
9. There is some expansion over the present House Clerk's Office, to provide space for clerical staff.

Floor 3 (Fig. 14)

10. The space on Floor 3 which the Governor does not already occupy is given over to him for expansion.

Floor 4 (Fig. 15)

This floor remains the same as in the existing arrangement.

Fig. 16 - TABLE COMPARING PROGRAM SQUARE FOOTAGE
 REQUIREMENTS WITH ALTERNATIVES 1 & 2

	Existing	Program	Alternative 1	Alternative 2
<u>SENATE</u>				
	<u>Floor 1</u>			
Committee Room 3	900			
Committee Room 4	960			
Dictation Rooms	450			
Engrossing Room	450	800	(Joint)	(Joint)
Pages	420	350	(Joint)	(Joint)
Sub-Committee Room	300			
Office President Pro Tem		220	360	360
Minority Leader		220	200	200
Stenographers		1,000	450	
	<u>Floor 2</u>			
Chamber Floor	2,500	2,500	Existing	Existing
Office Presiding Officer (Lt. Governor)	240	650	510	510
Cloak Room Suite	440	800	1,340	1,340
Clerk's Office	140	220	Existing	Existing
Clerk's Staff	400	450	Existing	850
Finance Committee Rm.	925			
Caucus Room			240	240
	<u>Mezzanine</u>			
Gallery	1,400	4,200	Existing	Existing
Office-Senate Sec.	375			
Office-Senate Fiscal Officer	375			
	10,275		7,540	7,540

	Existing	Program	Alternative 1	Alternative 2
<u>HOUSE OF DELEGATES</u>				
	<u>Floor 1</u>			
Committee Room 1	930		Existing	
Committee Room 2	930		Existing	
Committee Room 3	1,220			
Committee Room 4	1,560			
Office-Committee Chairman	300			
Engrossing & Info.	420	800	(Joint)	(Joint)
Conference Room		200	300	300
Office-Majority Leader		220	360	360
Office-Minority Leader		220	450	450
Pages		425	(Joint)	(Joint)
	<u>Floor 2</u>			
Chamber Floor	3,300	5,500	Existing	Existing
Cloak Room Area(s)	480	2,000	1,860	1,860
House Clerk & Staff	925	670	Existing	Existing
Storage & Equipment	300		Existing	Existing
	<u>Mezzanine</u>			
Gallery	1,100	5,325	Existing	Existing
Speakers Office	375	650	510	510
Speakers Secretary	225			
Speakers Aide	375			
Clerk's Area	260	670	720	720
	<u>Floor 4</u>			
Committee Room	1,050		Existing	Existing
	13,750		12,735	10,675

	Existing	Program	Alternative 1	Alternative 2
<u>JOINT</u>				
	<u>Floor 1</u>			
Enrolling	390	600		
Vault	100	500		
Legislative Bill Room(s)	620	600	420	930
Pages	See Senate	775	420	840
Engrossing Room	See Senate	800	390	930
	<u>Floor 3</u>			
Working Staff	1,575	2,000		
	<hr/>	<hr/>	<hr/>	<hr/>
	2,685		1,230	2,700
<u>GOVERNOR</u>				
			<u>Floor 3</u>	<u>Floor 3</u>
Expansion		550	1,575	1,575
			<hr/>	<hr/>
			1,575	1,575
<u>GENERAL</u>				
	<u>Floor 1</u>			
Press	400	1,000	600	790
Radio & T.V.	400	1,000	590	790
Security	60	200	Existing	Existing
Snack Bar	1,050	500	Existing	Existing

	Existing	Program	Alternative 1	Alternative 2
<u>GENERAL (Cont.)</u>				
	<u>Floor 1</u>			
Storage	400	350	Existing	Existing
Toilets (2)	360		Existing	Existing
Xerox Room	95	300	Existing	Existing
	<u>Floor 2</u>			
Museum	2,300		Existing	Existing
Toilet	180		Existing	Existing
Visitor Orientation		1,000	925	925
First Aid		250	180	180
	<u>Mezzanine</u>			
Museum Galleries	1,050		Existing	Existing
Visitor Service Areas		1,300	1,500	1,500
Toilets	225	300	450	450
	6,520		9,740	10,130

<u>TOTALS</u>	Existing	Alternative 1	Alternative 2
SENATE	10,275	7,540	7,540
HOUSE	13,750	12,735	10,875
JOINT	2,685	1,230	2,700
GOVERNOR		1,575	1,575
GENERAL	6,520	9,740	10,130
	33,230	32,820	32,820

Notes: (1) Figures do not include circulation space, areas already occupied by the Governor, and the Office of the Budget.

(2) Figures do not reflect the influence of possible expansion of the Link areas.

SUMMARY

1. The elimination of Committee Rooms and their related offices from the existing Senate and House areas accounts for the difference between the larger existing square footages and the smaller ones of the alternatives.
2. Leadership offices and Cloak Room Suites for the Senate and House are the major new facilities.
3. A Legislative Bill Room, an Engrossing Room and a Pages Room account for the joint facilities of the alternatives.
4. The Governor's Office occupies the full Floor 3 in the alternatives.
5. The existing Floor 4 remains the same in both alternatives.
6. New space for visitor orientation, visitor service areas (snack bar/shop and hostesses office) and expanded press-radio-T.V. facilities account for the increase in the General areas of the alternatives.

2 Senate and House Chambers Evaluation

It is the purpose of this section to first examine and diagram the Senate Floor - Existing, the Senate Floor - Alternative, and the Senate Gallery - Existing in an effort to understand the problems characterizing these spaces and possible means of solving them. A similar discussion of the House of Delegates will follow the one on the Senate. Discussion of the influence of link expansion will take place in Section 3.

Summary

The following summary lists the major issues explored in the Senate and House Chamber Study.

1. Elimination of Committee Rooms from the Capitol (Scheme 2, Fig. 11-15) allows for the activities which must be adjacent to the Chambers and creates greater privacy for the Legislators, since it allows Floor 1 to exclude public tours. Elimination of Committee Rooms does however diminish the intensity and variety of uses present in the Capitol.
2. Reorganization of the Senate and House Chamber Floors could greatly reduce obstructed viewing (See Fig. 18 - Senate and Fig. 21 - House) provide increased desk storage areas, and provide the space for new egress

stairs from the Chambers (Floor 2) to Cloak Room Suites and Leadership Offices (Floor 1).

3. Expansion of the Senate Gallery seems unnecessary, although sight lines are often unsatisfactory, since the present Gallery provides seating for 116 persons (3 seats/Senator), while the House Gallery provides seating for 98 persons (1 seat/Delegate).
4. An adequate House Gallery requires expansion of the present one. The most important implications of expanding into the link areas are:
 - a. The effect of expansion on the appearance of the present Capitol.
 - b. The advantages of expansion.
 - c. The estimated cost of such expansion.

Senate Floor - Existing (Fig. 17)

The Senate Floor covers an area of 2500 sq. ft., which allows each Senator an average of 66 sq. ft. (the House Floor allows 33 sq. ft./Delegate). In spite of this generous allowance, the size of the podium creates a serious problem by obstructing, to some extent, the views of 26 (or 65%) of the members (see Fig. 17). To illustrate this point see Plate 1 which was taken from the far right desk and shows the view of a Senator who is unable to see 11 (or 27.5%) of his fellow Senators.

The desks provide inadequate space for storage and receive insufficient light at working level.

The problem of hearing fellow Senators might be solved by placing shared local microphones at the desks of each group of three Senators.

The activities located adjacent to the Senate Floor are appropriate but the Cloak Room Suite is too small, the Clerk's Staff area is crowded, the Clerk's Office has no natural light, and the Presiding Officer must cross the Senate Floor when travelling from his office to the Podium.

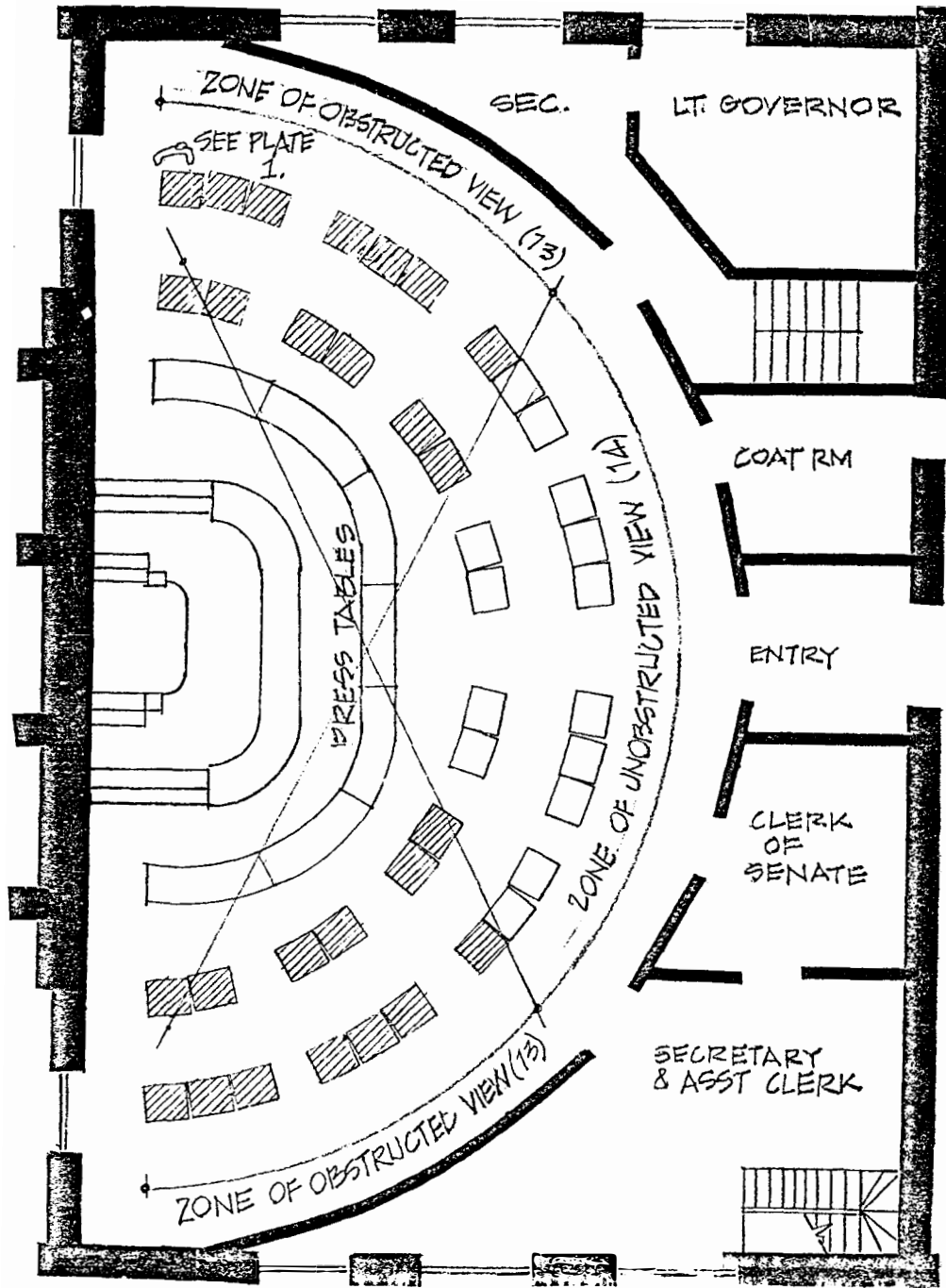


FIG. 17 SENATE FLOOR (EXISTING) 35% UNOBSTRUCT. 65% OBSTRUCTED



PLATE 1 SENATE FLOOR-FAR RIGHT
(SITTING)

There are two existing stairs to Floor 1 from the Senate Floor, one between the Office of the Presiding Officer and the Cloak Room Suite, and the other located in the Clerk's Staff Office. Neither of these is an adequate safe emergency stair, which should be in an area separated as much as possible from the entrance.

Senate Floor - Alternative (Fig. 18)

The alternative arrangement of the Senate Floor (see Fig. 18) creates two concentric rows cut into three sections. This alternative reduces the number of Senators experiencing some degree of obstructed viewing from 30 to 10 and provides additional storage areas behind the front row of desks and between pairs of desks in the back row.

The more concentrated arrangement of the desks makes the sharing of microphones and desk level light sources more efficient.

The spatial reorganization in Section 1 suggests moving the Presiding Officer to an office beneath (Floor 1) the Senate Chamber, which would make adjacent space available for a new caucus room. An area beneath the Clerk's Office is provided for any needed expansion of her space.

The open areas, created by the rearrangement of the desks, along the front wall of the Chamber provides space for the emergency stair, and also provides the Senate leadership with convenient access to their offices (below) and the other Senators with access to the new Cloak Room Suite (below).

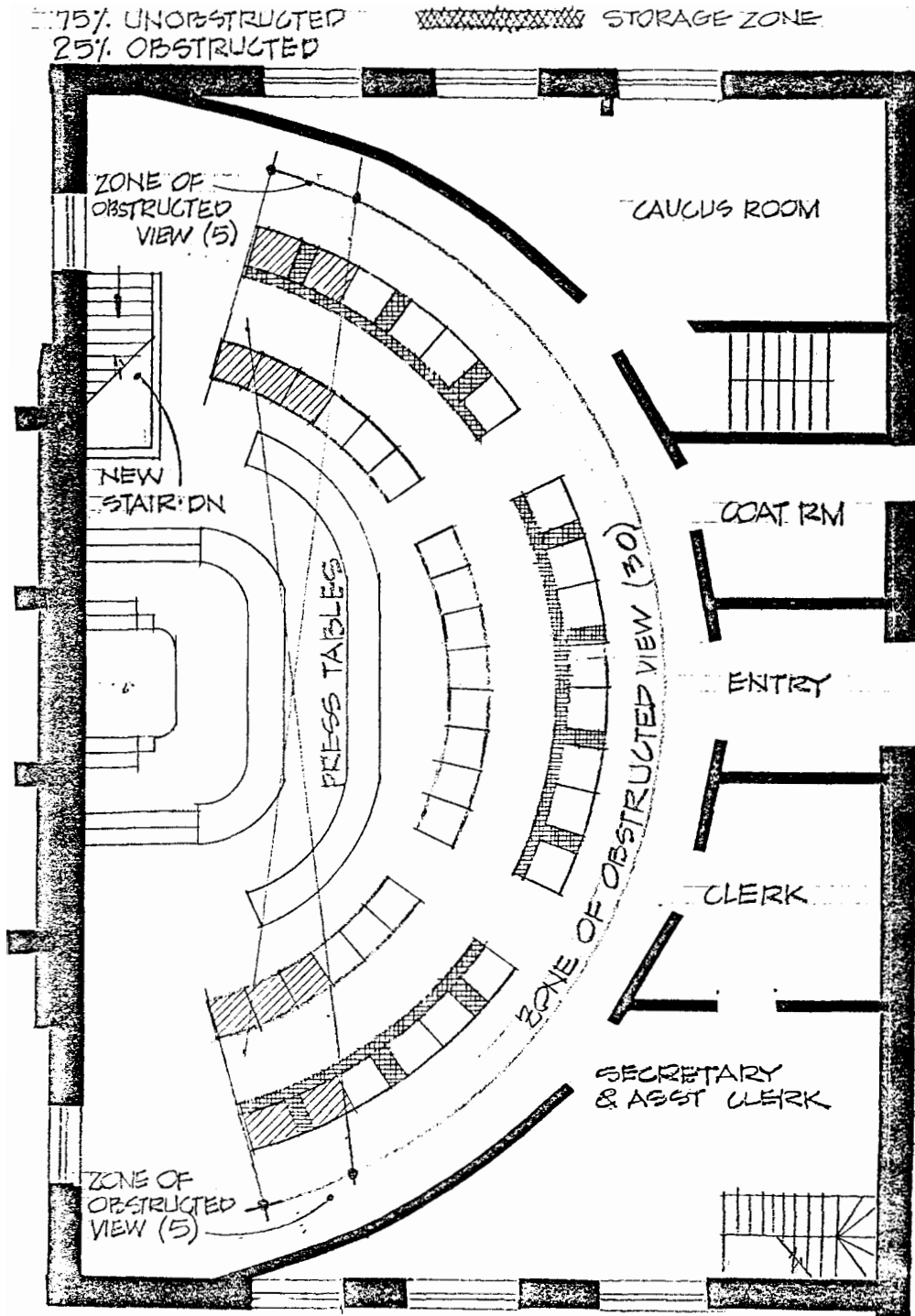


FIG 18 SENATE FLOOR (ALTERNATIVE)

Senate Gallery - Existing - (Fig. 19)

The Senate Gallery has a single entrance/exit, a tiered floor area of 1400 Sq. Ft., seating for 116 persons which allows 3 seats per Senator (the House Gallery allows 1 seat per Delegate), and offers views of the Chamber Floor which vary greatly as to the number of Senators a visitor can see.

Plate 2 was taken from a standing position in the far right corner of an empty Senate Gallery, and illustrates how little a visitor located at this point can see (5 Senators and the Presiding Officer). Plate 3 taken from a sitting position in the center of the Gallery illustrates that from this point a visitor can see 60% of the Senators, and by leaning over the edge he can see the full floor. Only those in the front row (31% of the total capacity) would be able to see the full floor.

The alternative arrangement of the Senate Floor (Fig. 18) would reduce the views of persons located in the corners of the Gallery. Example: From the location of Plate 2, given the new floor arrangement (Fig. 18), the visitor would only be able to see the Presiding Officer.

Improvement of visitor viewing in the corners of the existing Gallery might be improved by the addition of new tiers, but Plate 2 illustrates how little one can see from a *standing position* in the right corner of an empty Gallery.

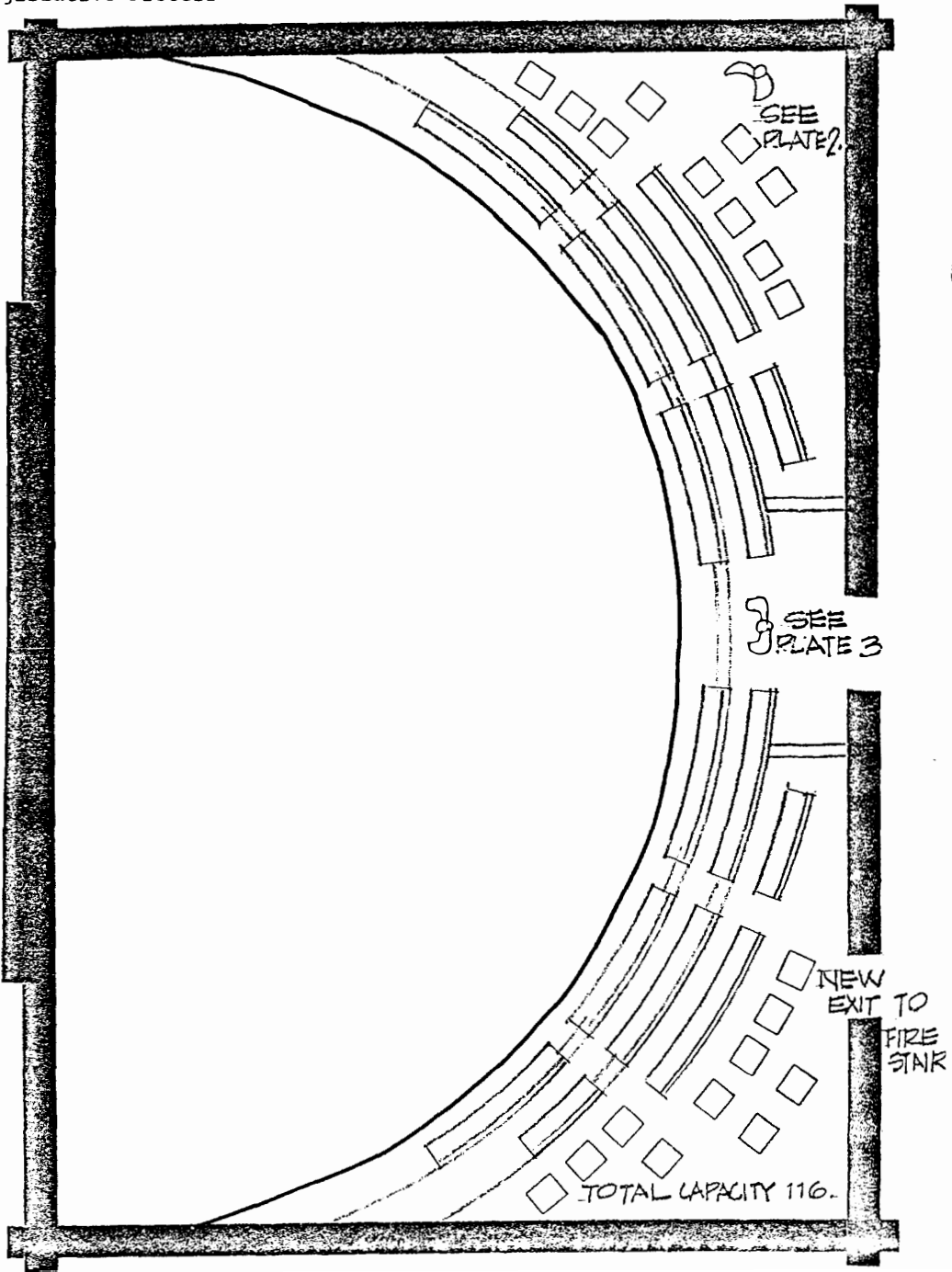


FIG. 19 SENATE GALLERY (EXISTING)

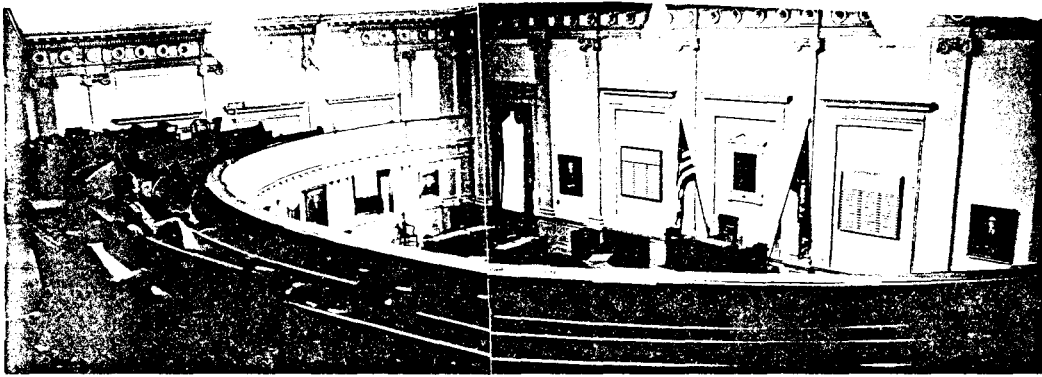


PLATE 2 SENATE GALLERY-RIGHT CORNER
(STANDING)

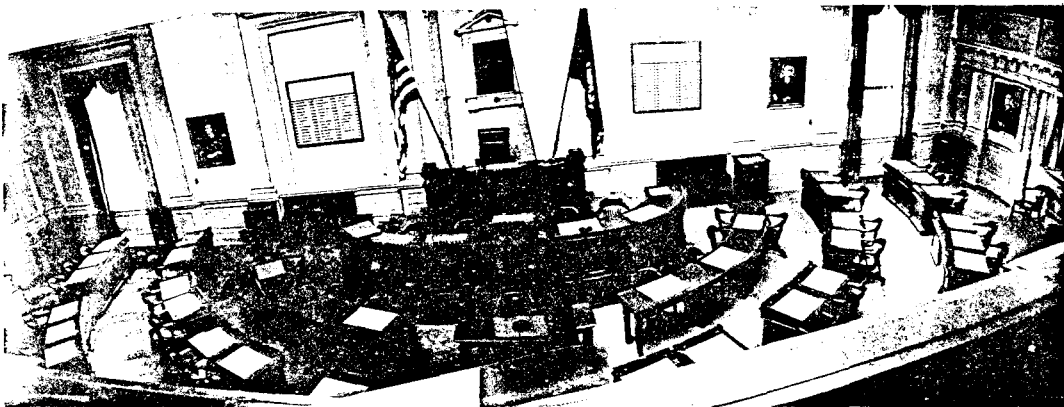


PLATE 3 SENATE GALLERY-CENTER
(SITTING)

To raise the eye level of the visitor above this point would require tiers higher than the one foot high ones used in the present Gallery, and it is also necessary to provide stairs to reach any new level. The higher the tier the larger the area necessary to provide the access stairs.

A second means of emergency egress from the Senate Gallery is extremely important. Several alternatives exist:

- (1) Use the left corner of the Gallery and the area of the Clerk's Staff stair (existing - see Fig. 2) to place a stair within the chamber walls.

This alternative puts pressure on the space adjacent to the Senate Floor and alters the shape of the existing Gallery.

- (2) Extend the existing link stairs (1962) one level higher into the area presently designated Senate Fiscal Officer (Fig. 3) and provide access directly into the Gallery.

This alternative builds on the existing link stair (1962) but changes its nature from formal and ceremonial to functional and requires 300 S.F. of the Mezzanine Floor.

- (3) Create a new fire stair on the other side of the Link in the area designated Senate Secretary (see Fig. 3).

This alternative would create stairs on both sides of the Link and require square footage from Floors 1, 2 and the Mezzanine.

- (4) Expand the present link area and build a new fire stair in the expanded area. The minimum width of such a stair-well would be 7 feet.

The expense of this alternative can be measured both in terms of dollars and in changes to the appearance of the existing Capitol, since whatever is done to change one Link must be duplicated in the other Link to maintain the present symmetry.

House Floor - Existing - (Fig. 20)

The House Floor covers an area of 3300 sq. ft., which allows each Delegate an average of 33 Sq. Ft. (the Senate Floor allows 66 Sq. Ft./Senator). The size of the podium creates a serious problem by obstructing, to some extent, the views of 66 Delegates (or 66%) of the members (see Fig. 20). Plate 4 which was taken from the far right desk, shows the view of a Delegate who is unable to see 22 (or 22%) of his fellow Delegates.

The desks provide inadequate space for storage and receive insufficient light at working level.

The problem of hearing fellow Delegates might be solved by placing shared desk microphones for each group of three Delegates.

The space adjacent to the House Floor is very limited. The remaining 300 Sq. Ft. is located along the rear wall of the Chamber and is used to store equipment. A small House Conference Room and toilet can be reached directly from the House Floor. The House Coat Room can be reached only by going through the East Lobby.

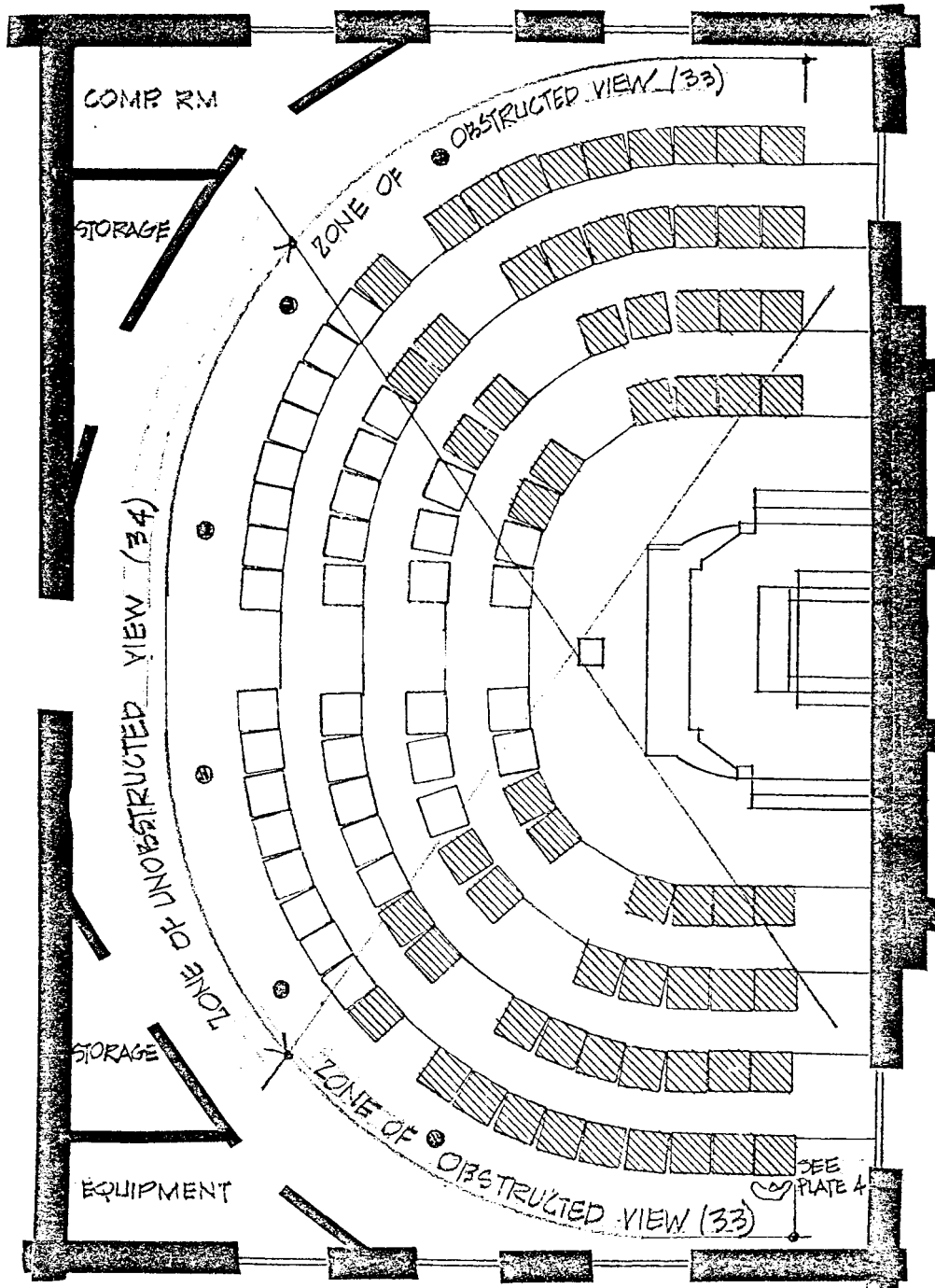


FIG 20. HOUSE OF DELEGATES CHAMBER
 34% UNOBSTRUCTED VIEW
 66% OBSTRUCTED VIEW
 (EXISTING)



PLATE 4 HOUSE FLOOR-FAR RIGHT
(SITTING)

House Floor - Existing (Cont.)

There are no stairs within the House Chambers. All entering and exiting is done through the double doors which separate the East Lobby from the House Chambers. No second means of fire egress exists.

The six (6) columns, which support the House Gallery above, play an important role in defining the outer limit of the present seating arrangement.

House Floor Alternative (See Fig. 21)

The alternative arrangement of the House Floor requires some change in the locations of the six (6) columns supporting the Gallery above. Several alternatives exist:

- (1) Move all the columns back 2 feet into the storage zone which lies in front of the last row of seats (shown as solid black circles in Fig. 21). The Gallery could be supported on new beams extending beyond the columns.

This alternative creates some obstructed viewing for the 14 Delegates* located in the last row, especially those directly behind the columns indicated with the letter A. It is possible to move some of these Delegates to the ends of other rows.

- (2) Move the two columns marked with the letter A to the locations marked with the letter B and move all other columns back 2 feet. The Gallery would be supported by new beams extending beyond the columns.

This alternative eliminates the two columns which are the most obstructive to Delegate views, but does create column spacing which is unequal.

* (66 Delegates have some degree of obstruction in the existing arrangement.)

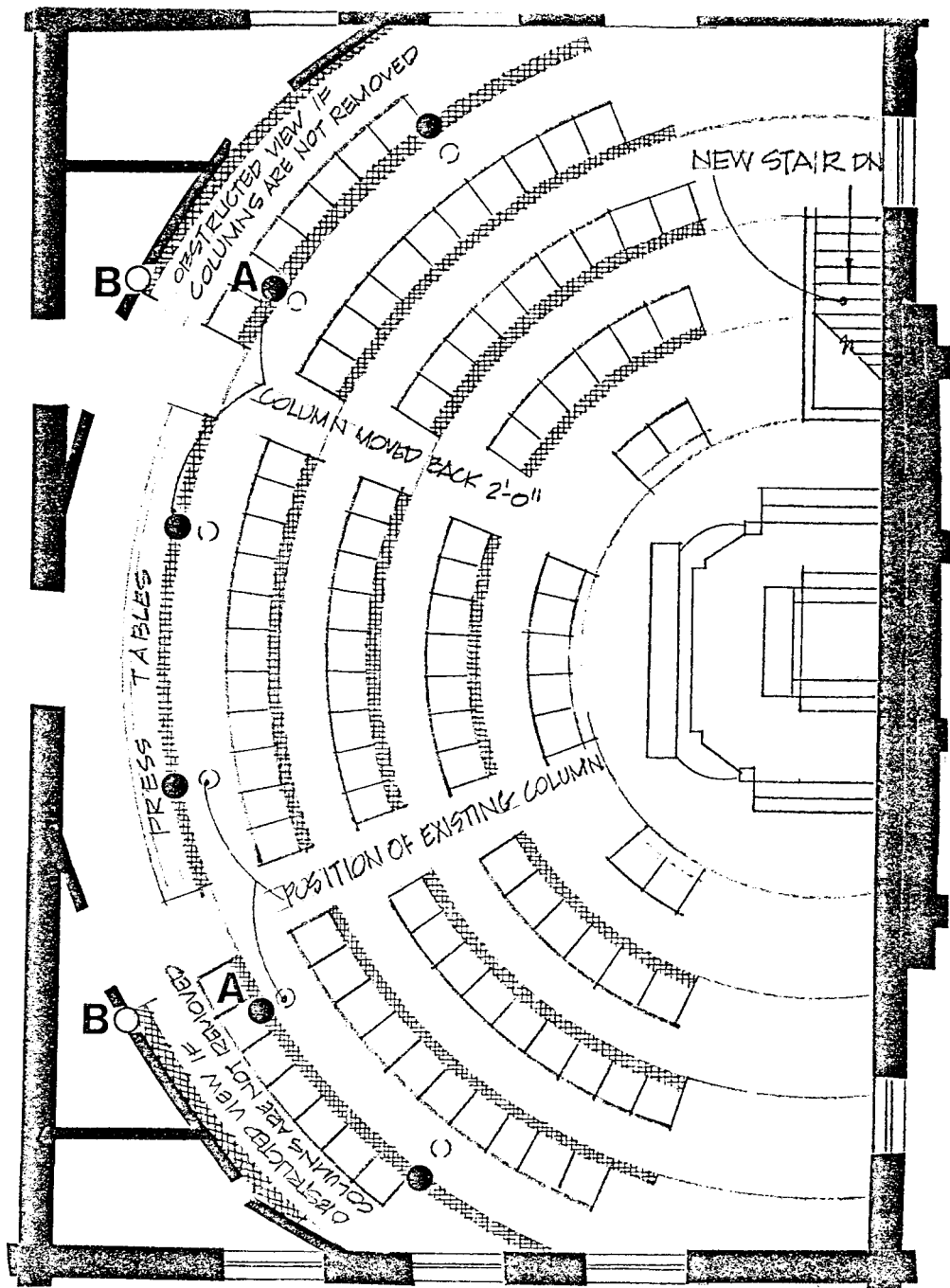


FIG 21 HOUSE OF DELEGATES (ALTERNATIVE)
 ■■■■■ STORAGE ZONE

(3) Remove the forward overhang of the Gallery and the six (6) columns which support it. This would provide a totally unobstructed House Floor but requires a commitment to a new House Gallery and Link expansion.

Alternative (1) is the least expensive while Alternative (3) is many times more expensive than either (1) or (2).

Figure 21 indicates new desk storage zones (cross hatched) behind each desk and the new more concentrated arrangement of the desks (into 3 sections and 5 concentric rows) makes the sharing of microphones and desk light sources more efficient. New tiering would be necessary to accommodate the new seating arrangement.

Without new expansion there is no way to improve the use of the space adjacent to the House Floor.

The alternative arrangement of the desks frees space for the creation of the much needed emergency stair and easy access to the offices and Cloak Room Suites on Floor 1 below.

House Gallery - Existing (Fig. 22)

The House Gallery has a single entrance/exit, a tiered floor area of 1100 square feet, seating for 98 persons which allows 1 seat per Delegate (The Senate Gallery allows 3 seats per Senator), and offers views of the Chamber Floor which vary greatly as to the number of Delegates a visitor can see.

Plate 5 was taken from a standing position in the far right corner of a nearly empty House Gallery, and illustrates how little a visitor located at this point can see.

Plate 6 taken from a sitting position in the center of the Gallery illustrates that from this point a visitor can see 75 Delegates, and by leaning over the edge he can see the full floor.

If the alternative arrangement for the House Floor (Fig. 21) is used to solve the problems of the Floor and the House Gallery is left unchanged, 45 Delegates would be seated beneath the Gallery and could not be seen from most locations in the Gallery.

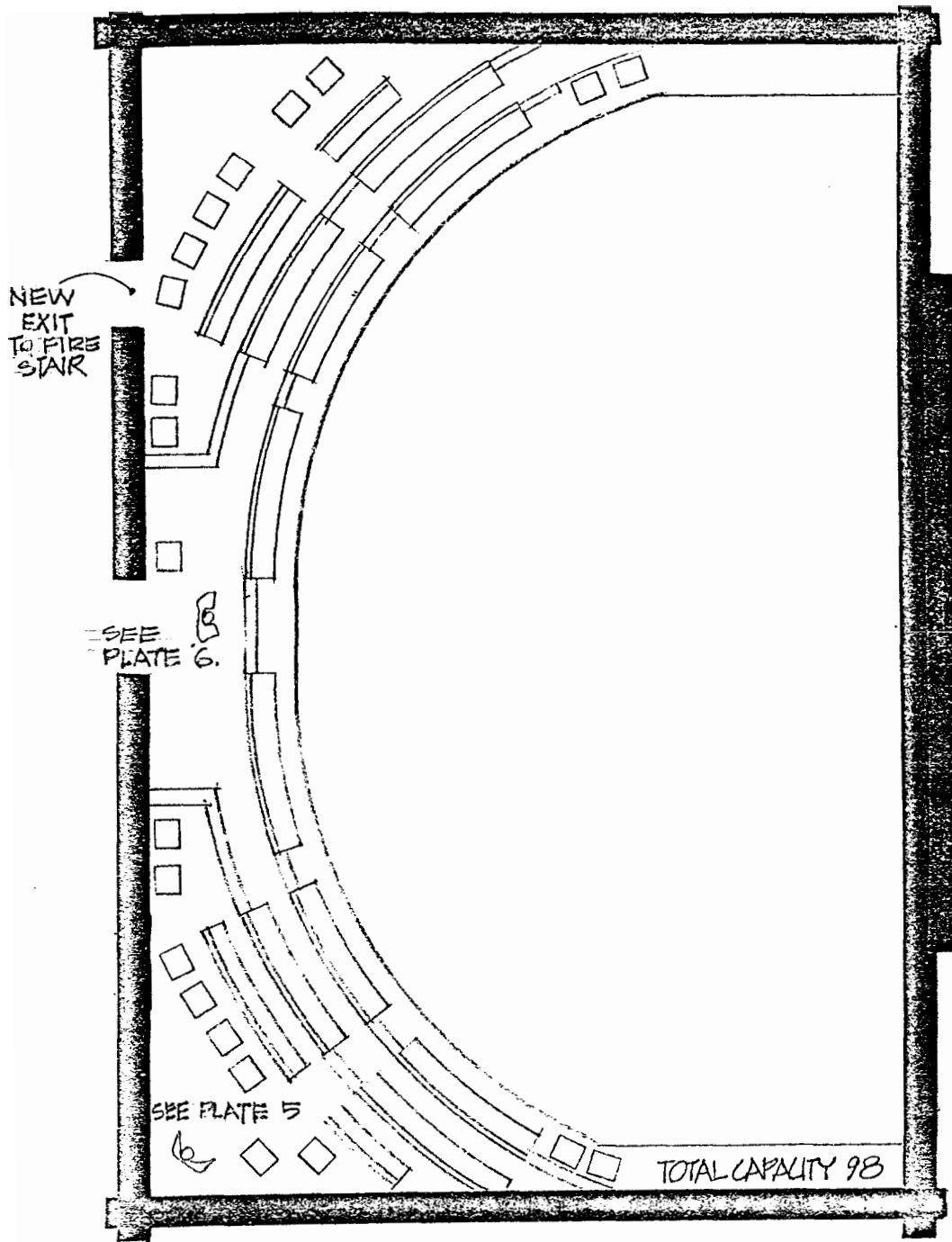


FIG 22 HOUSE OF DELEGATES GALLERY
(EXISTING)

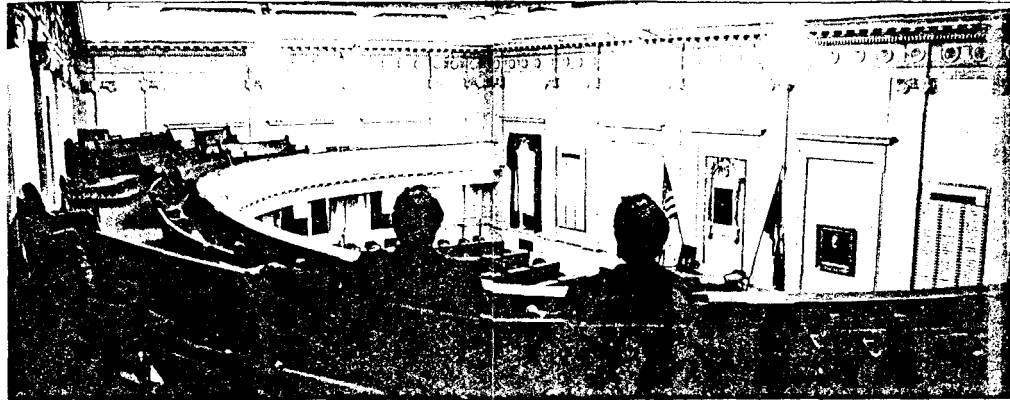


PLATE 5 HOUSE GALLERY-RIGHT CORNER
(STANDING)

132

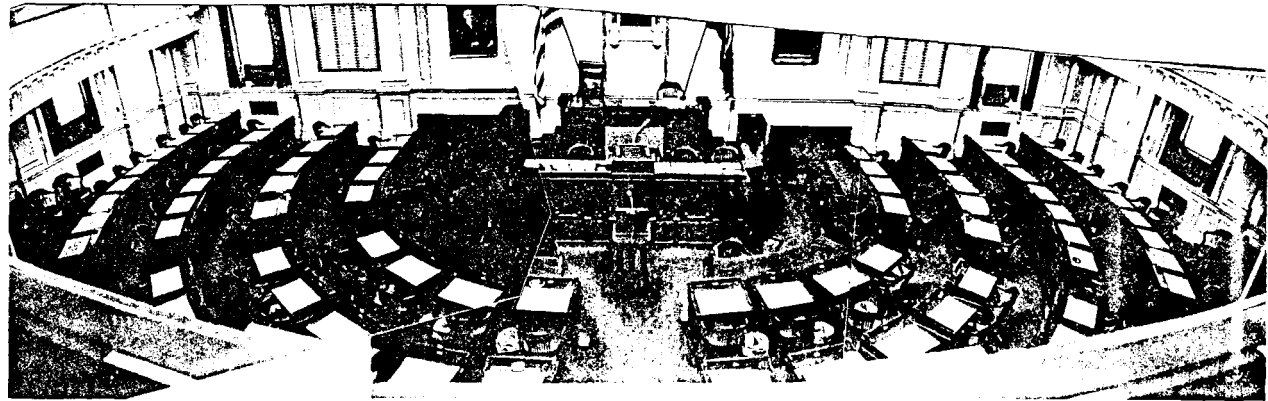


PLATE 6 HOUSE GALLERY-CENTER
(SITTING)

It is the problem of Delegate visibility from the Gallery and the small ratio of 1 seat per Delegate that suggests change to the present House Gallery. The implications of this change will be explored in depth in the following section entitled Link Expansion.

Very limited improvement of viewing for visitors in the corners of the Gallery might be realized by adding additional high tiers.

A new means of emergency egress from the House Gallery is extremely important. Several alternatives exist.

- (1) Use a rear corner of the House Gallery to place a stair within the Chamber walls.

This alternative would force changes on the House Floor since the space that remains at the rear of the Chamber is small (150 S.F.) and triangular in shape (see Fig. 2).

- (2) Extend the existing Link stairs (1962) one level higher into the area presently designated Office of the Speaker (Fig. 3) and provide access directly into the Gallery.

This alternative builds on the existing Link stair (1962) but changes its nature from formal and ceremonial to functional and requires 300 S.F. of the Mezzanine floor.

- (3) Create a new fire stair on the other side of the Link in the area designated Assistant Clerk of the House (see Fig. 3).

This alternative would result in stairs on both sides of the Link and disrupt the present House Conference Room and Toilet areas and areas of other floors as well.

- (4) Expand the present Link area and build a new fire stair in the expanded area. The minimum inside width of such a stairwell would be 7 feet.

The expense of this alternative can be measured both in terms of dollars and in changes to the appearance of the existing Capitol, since whatever is done to change one Link must be duplicated in the other Link to maintain the present symmetry.

4 *Link Expansion*

The Alternative of expanding the House Link results from an attempt to answer the needs of the House Gallery and assumes that the outward physical change of the House Link would be duplicated in an expanded Senate Link, for reasons of architectural balance. Numerous alternatives were explored before expansion into the Link area was selected for deeper study. These alternatives included moving combinations of the existing Chamber walls outward, reversing the position of the podium, and extension inward of the present House Gallery.

Summary

1. The alternative of Link Expansion would create *new exterior walls* beyond the existing ones, and raise a *new roof* above the existing one.
2. A new House Gallery seating 208 visitors (98 at present) would be possible.
3. New firestairs for the Senate and House Galleries would be possible.
4. The loss of natural light in the existing Capitol would be extensive.
5. The external appearance of the Capitol would be significantly altered (see Fig. 28).

What physical changes are involved in Link expansion?

1. New exterior *walls* would be placed a minimum of 9 feet (7 feet for the fire stair well and 2 feet for the thickness of the exterior wall) beyond the present Link walls, but at a point inside of the present end walls of the existing Chamber.
2. The *roof* of the expanded Link would be 7 feet higher than the present one. This would place the new roof at a point even with the cornice line of the existing Chamber. This change is necessary to provide the room to accommodate the banked seating of the House Gallery alternative. (See Fig. 25 and the 1/4" model).

What are the primary *results* of Link Expansion?

3. Additional space gained:
 - a. Most important is the space to create a *new House Gallery* seating 208 visitors, which is 2 seats per Delegate (the present House Gallery seats one visitor per Delegate and the present Senate Gallery seats 3 visitors per Senator) (see Fig. 25).
 - b. A *new fire stair* from the House Gallery (see Fig. 23 & 24). The increased level of visitor safety is very important. A similar stair could be provided for the present Senate Gallery.
 - c. The *Snack Bar* on Floor 1 could be provided with an entrance for more direct outside servicing, or additional space for storage or food preparation (see Fig. 23).
 - d. A direct link between the House Floor and the *House Clerk's area* would be possible (see Fig. 24).
 - e. The expanded *Senate Link* could provide the Gallery fire stair, 200 sq. ft. for expansion of the Senate Lounge or the proposed Caucus/Conference Room (see Fig. 12) and space for limited expansion on Floors 1, 2 & 3.

4. Loss of natural light in existing Capitol spaces.
 - a. One window on Floor 1 and one on Floor 2 (see Fig. 26, letter D) on each side of the present Link would be lost. A total of 8 windows in the Jefferson portion of the Capitol, counting both Links, would be covered.
 - b. On Floor 3 the lower portion of 5 windows on each side of the Jefferson portion of the Capitol would lose light (see Fig. 26, letter C).
 - c. All the spaces created by the 1962 Link Expansion including stairs, offices and lounges would lose their natural light.
5. Disruption of the cornice of the existing Chambers (see Fig. 26 - letter B).
6. The architectural impact and sculpture richness of the existing Capitol would be weakened (see Fig. 26 - letter A and Fig. 27 & Fig. 28).

The five (5) volumes which make up the present Capitol complex, (1) the original Jefferson Capitol, (2) the Senate and House Chambers, and (3) the Links (which were expanded outward in 1962) would be reduced basically to three columns, the Jefferson Capitol with Senate and House wings.

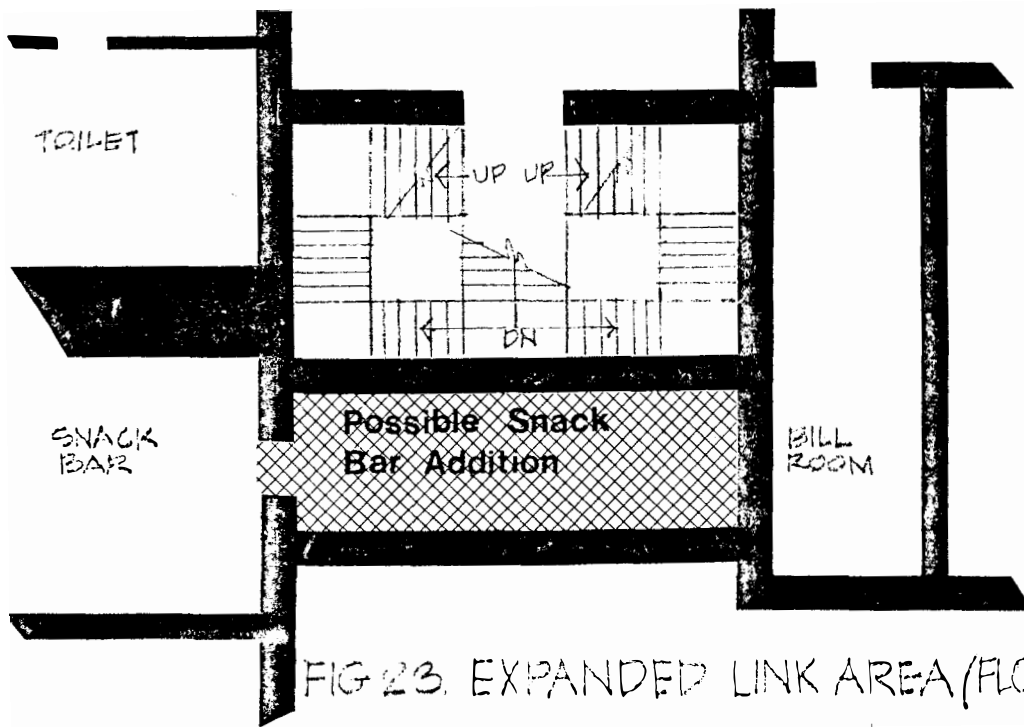
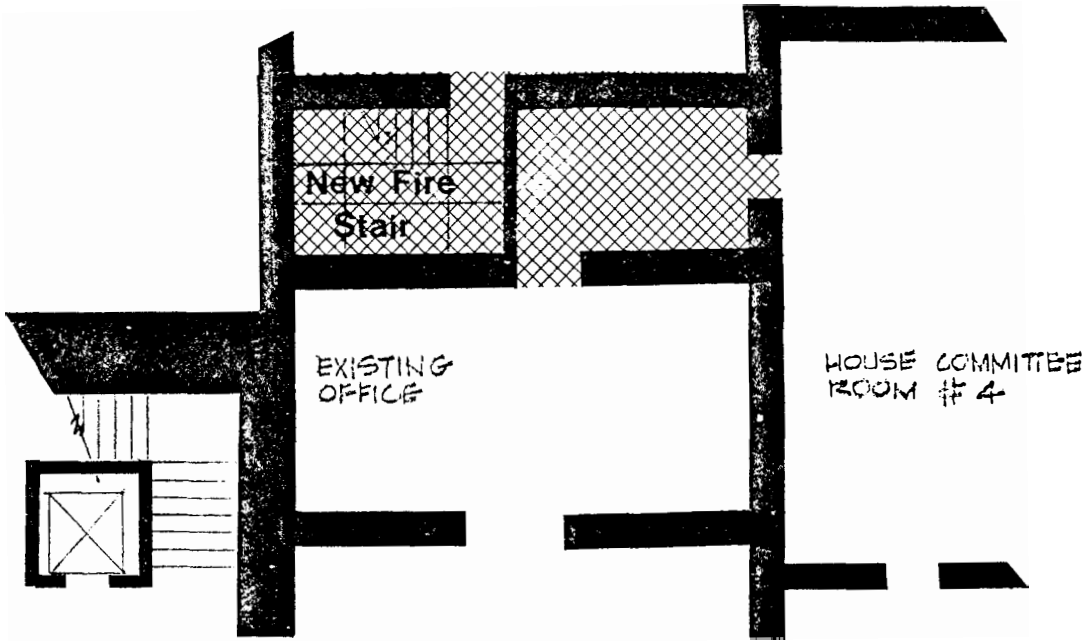
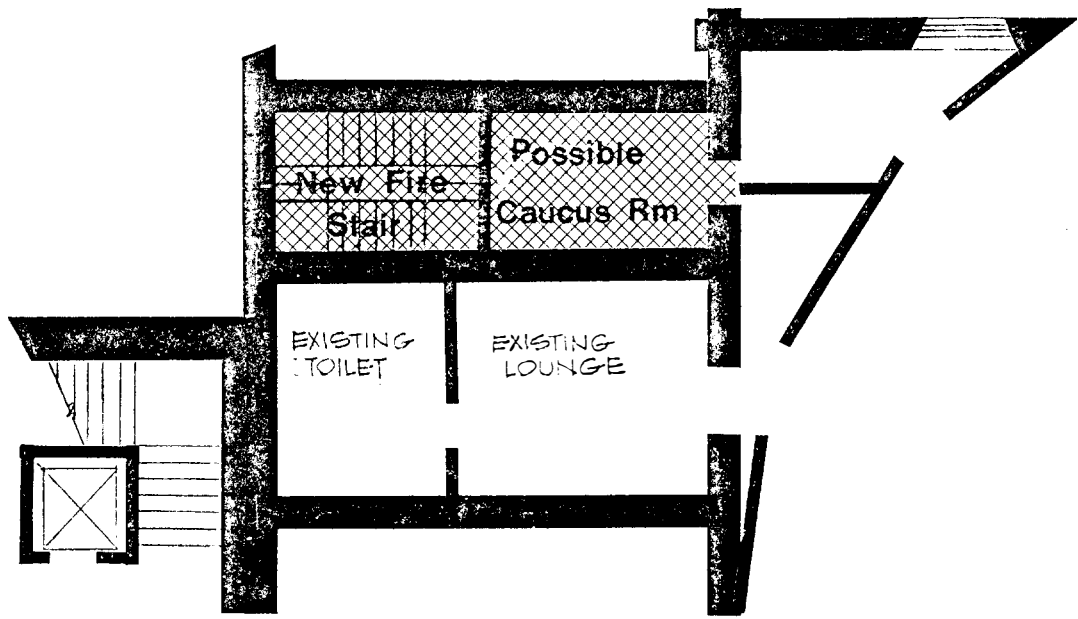


FIG 23. EXPANDED LINK AREA (FLOOR 1)



EAST LOBBY

HOUSE CHAMBER FLOOR

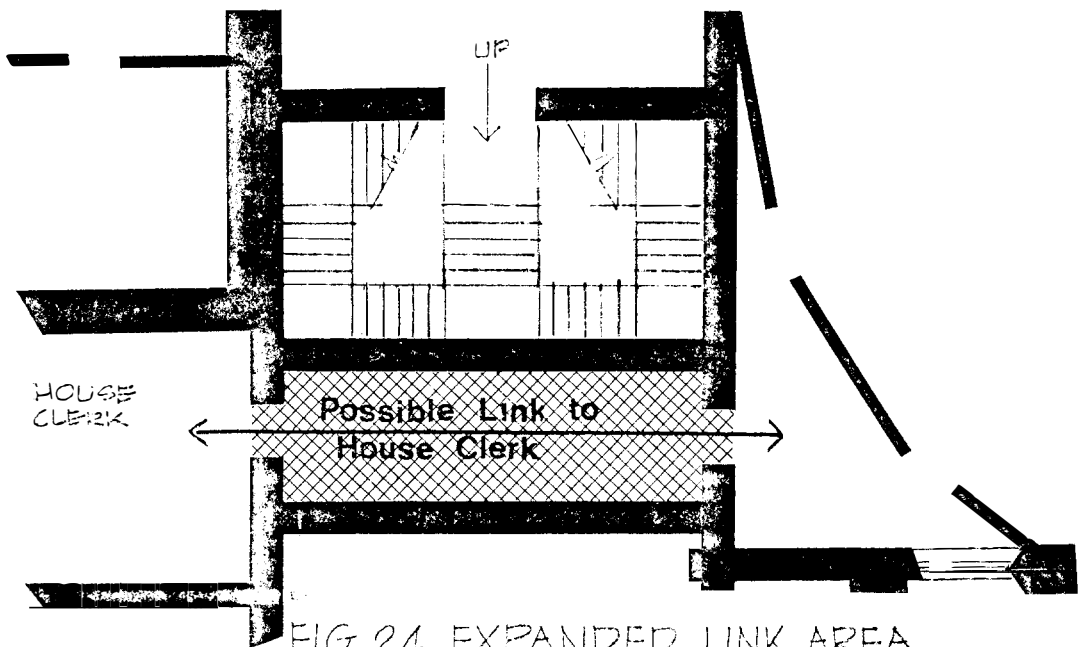


FIG 24 EXPANDED LINK AREA
(FLOOR 2)

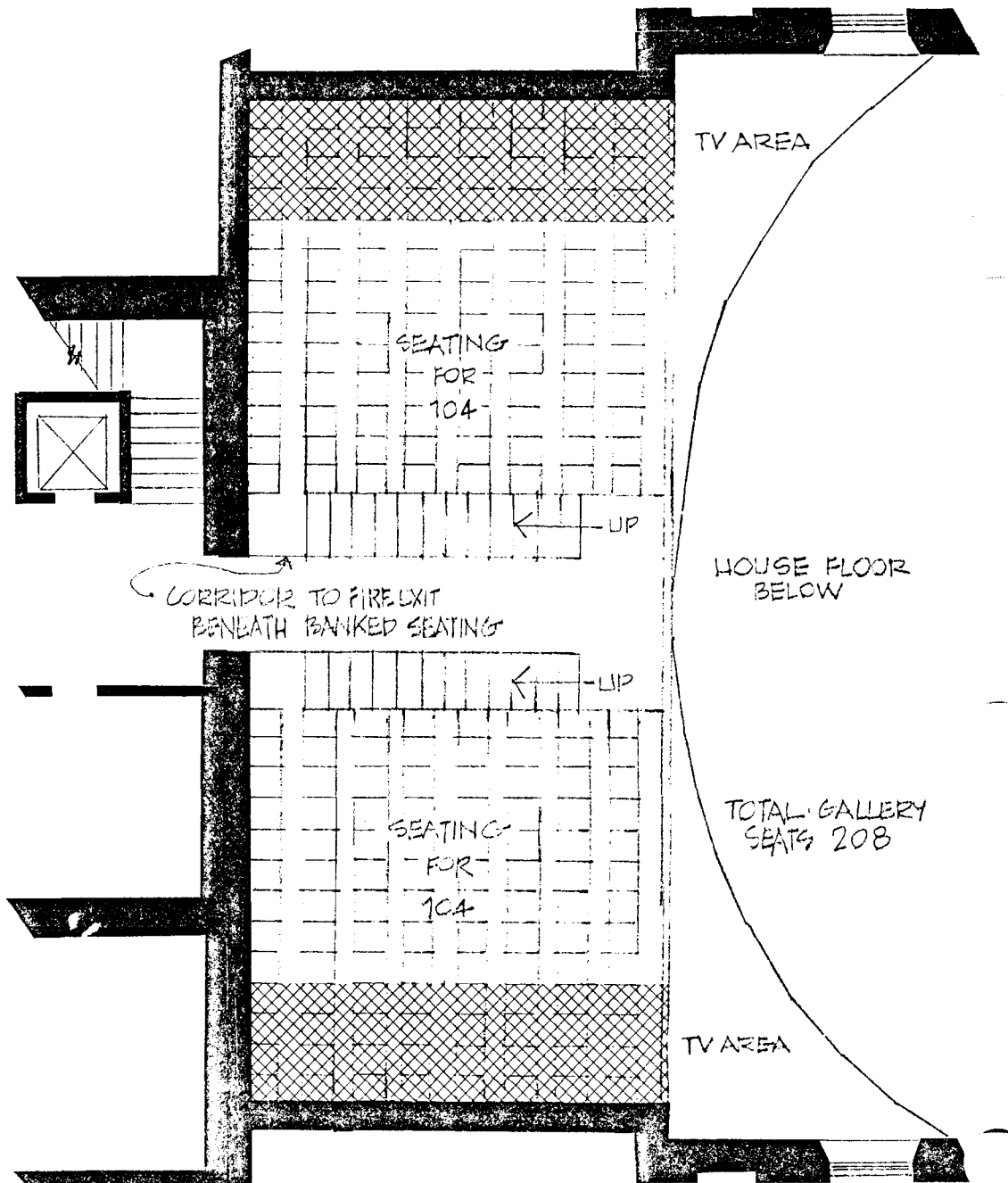


FIG. 25 EXPANDED LINK AREA
(MEZZANINE)

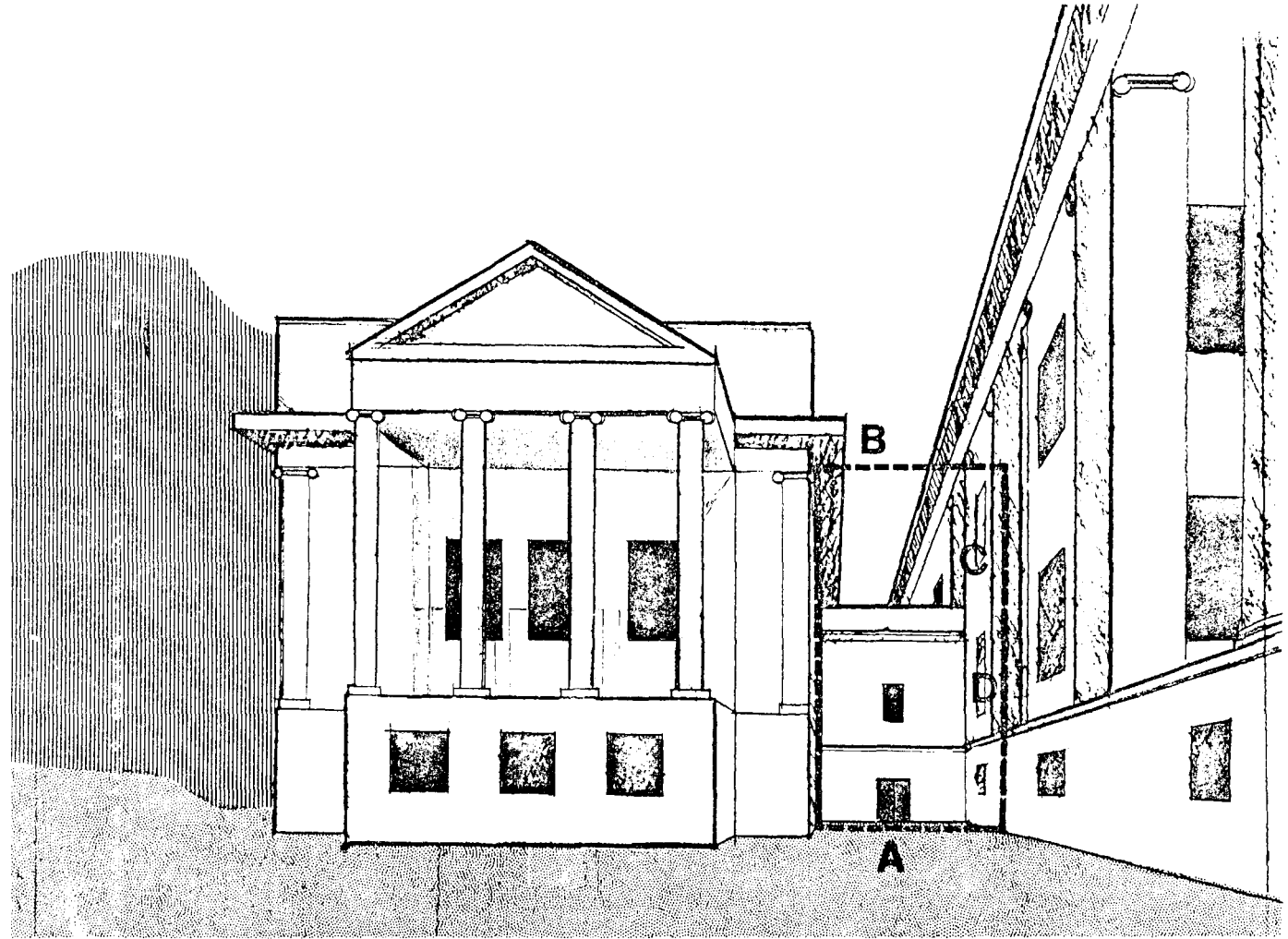


FIG 26 EXISTING SENATE LINK (SOUTH FACE) ----- FORWARD PLANE OF ALTERNATIVE

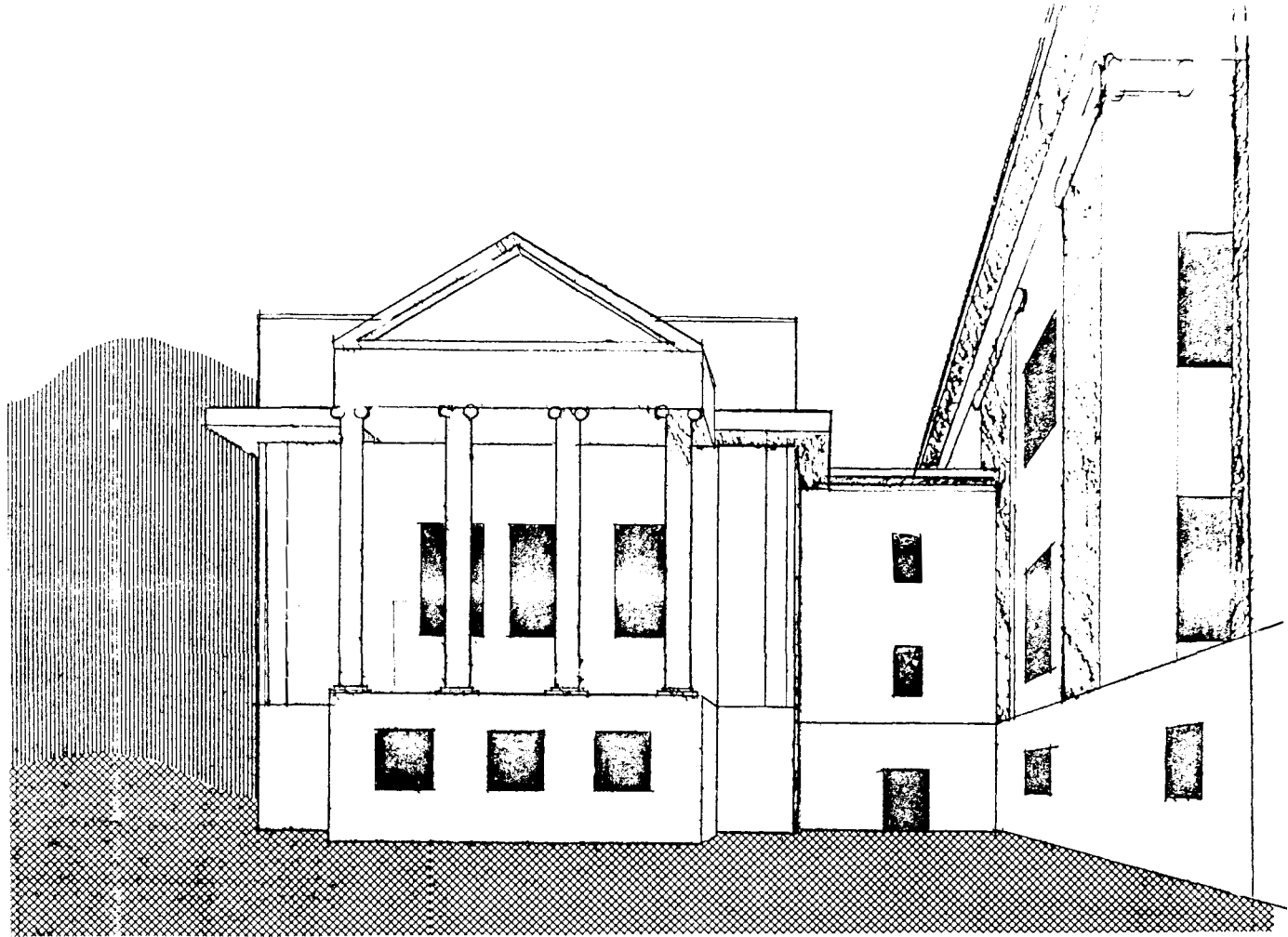


FIG. 27 SENATE LINK WITH ALTERNATIVE EXPANSION

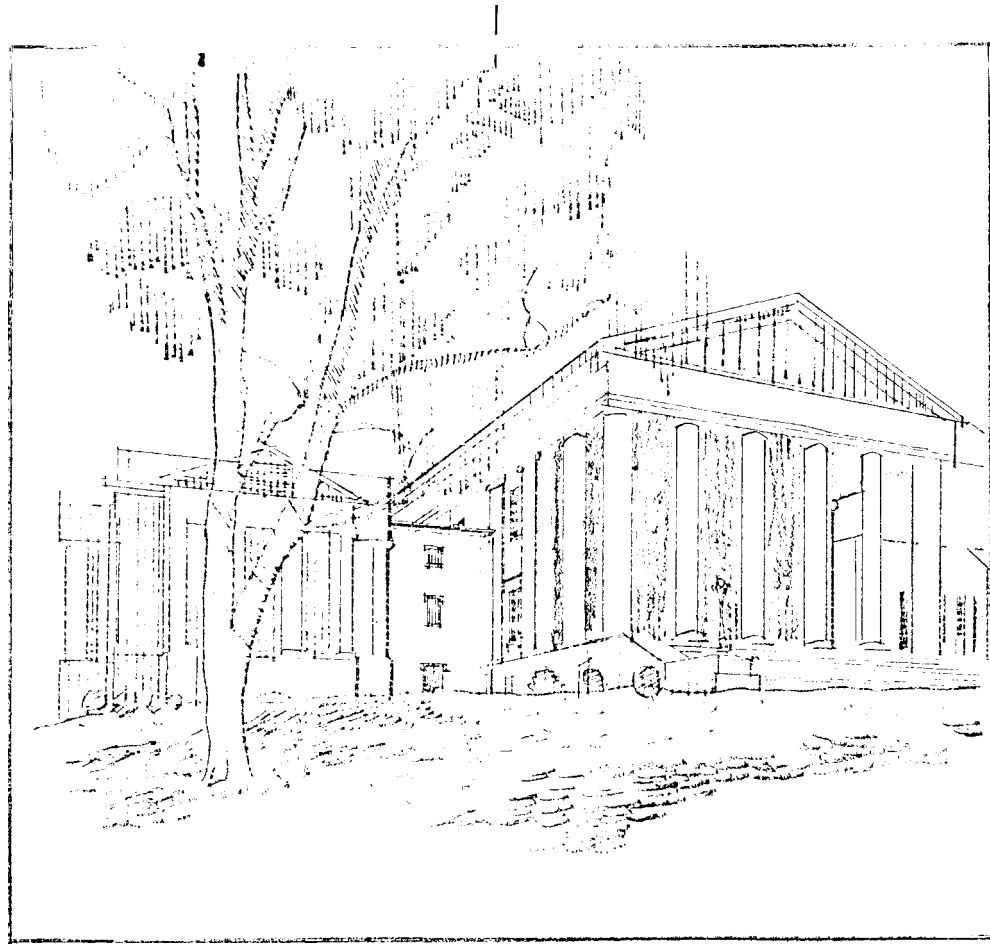


FIG 28 VIEW OF LINK EXPANSION FROM SOUTH LAWN

COST ESTIMATE OF
SENATE AND HOUSE CHANGES

COST OF EXPANSION OF HOUSE LINK AREA (See Figures 23, 24 & 25)	\$ 635,000.
COST OF EXPANSION OF SENATE LINK AREA (Not Including a New Senate Gallery).*	320,000.
COST OF REALIZING CAPITOL REORGANIZATION ALTERNATIVE 2 (see Figures 11-15) Including New Partitions, Ceilings, Lighting, and Heating and Ventilation, but no Air Conditioning	100,000
	<hr style="width: 10%; margin-left: auto; margin-right: 0;"/> \$1,055,000

These figures include escalation factors covering the next two years.

An increase of 100 seats (above the number already existing) is provided at a cost of \$315,000 or \$3,150 per seat. The cost per seat can be compared to the \$600 per seat cost of a seat in a new indoor coliseum.

*If a new Gallery is provided for the Senate the cost would increase by \$315,000.

COST ESTIMATES

VIRGINIA LEGISLATURE

December, 1973

Preliminary Cost Estimate

Office Building, Connecting Link and New Chambers

Demolition	\$ 324,500
Parking Levels 73, 83, 93	2,795,000
Bank Street Lobby Level 106	3,575,000
Dining Level 118	1,851,000
Chambers Level 130	6,183,700
Galleries Level 145	6,763,900
Offices Levels 157, 169, 181	1,505,000
Exterior Stair Towers	220,000
Site Work	1,010,900
	<hr/>
	\$24,229,000
10% Contingency	2,423,000
	<hr/>
1974 Estimated Total Construction Cost	\$26,652,000
Escalation 2 years @ 8%	4,435,000
	<hr/>
1976 Estimated Total Construction Cost	\$31,087,000 *

* The above does not include architectural and engineering fees nor interior furnishings or special landscaping costs.

COST ESTIMATES

VIRGINIA LEGISLATURE

December, 1973 (Revised)

Preliminary Cost Estimate for Two Stage Construction
Office Building and Connecting Link Only

STAGE I

Demolition	\$ 318,000
Parking - Levels 73, 83, 93	2,879,000
Bank Street Lobby - Level 106	3,632,000
Dining - Level 118	1,906,000
Chambers - Level 130	2,051,000
Offices and Committee Rooms Level 145.	2,082,000
Offices - Levels 157, 169, 181	1,550,000
Exterior Stair Towers	227,000
Site Work	482,000
	<hr/>
	\$15,177,000
10% Contingency	1,518,000
	<hr/>
1974 Estimated Total Construction Cost	\$16,695,000
Escalation 2 years at 8%	2,778,000
	<hr/>
1976 Estimated Total Construction Cost	\$19,473,000 *

*The above does not include architectural and engineering fees nor interior furnishings or special landscaping costs.

COST ESTIMATES

VIRGINIA LEGISLATURE

December, 1973 (Revised)

Preliminary Cost Estimate for Two Stage Construction
New Senate and House Chambers Only

STAGE II

Demolition	\$ 30,000	
Chambers - Level 130	4,319,000	
Galleries - Level 145	4,885,000	
Site Work	559,000	
	<hr/>	
	\$ 9,794,000	
10% Contingency	979,000	
	<hr/>	
1974 Estimated Total Construction Cost	\$10,773,000	
Escalation 5 years at 8%	5,056,000	
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1979 Estimated Total Construction Cost	\$15,829,000 *	
STAGE II 1979 Estimated Total Construction Cost		\$15,829,000
STAGE I 1976 Estimated Total Construction Cost		\$19,473,000
		<hr/>
TOTAL CONSTRUCTION COST FOR STATE I AND II		\$35,302,000

* The above does not include architectural and engineering fees nor interior furnishings or special landscaping costs.

A BILL to amend and reenact § 2.1-55, as amended, of the Code of Virginia, relating to estimates of financial needs of the General Assembly and the judiciary.

Be it enacted by the General Assembly of Virginia:

1. That § 2.1-55, as amended, of the Code of Virginia is amended and reenacted as follows:

§ 2.1-55. Estimates of financial needs of General Assembly and judiciary. — On or before the first day of September biennially in the odd-numbered years the ~~Comptroller~~ *committees on Rules of the House of Delegates and the Senate* shall furnish the Governor an estimate of the financial needs of the General Assembly, itemized in strict accordance with the budget classifications adopted by the Governor, ~~and certified and approved by the presiding officer of each house~~, for each year of the ensuing biennial period beginning with the first day of July thereafter; and the Supreme Court ~~of Appeals~~ of Virginia shall furnish to the Governor an estimate of the financial needs of the judiciary, as provided by law, itemized in strict accordance with the budget classifications adopted by the Governor, for each year of the ensuing biennial period beginning with the first day of July thereafter. The ~~Comptroller~~ *committees on Rules of the House of Delegates and the Senate* and the Supreme Court ~~of Appeals~~ shall transmit to the Governor with these estimates full and detailed explanations of all increases or decreases.

HOUSE JOINT RESOLUTION NO. . . .

Directing the Committees on Rules to proceed with the expansion of Capitol facilities.

Whereas, § 51-111.52:5 of the Code of Virginia delegates to the Committees on Rules of the House of Delegates and the Senate duties relating to facilities for the use of the General Assembly; and

Whereas, the Commission on the Legislative Process has made recommendations to the nineteen hundred seventy-four General Assembly pertaining to the design and construction of buildings in which to house legislative functions; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That this General Assembly does hereby grant its approval to such Committees to proceed in whatever manner may prove most appropriate in implementing such recommendations.

Resolved, further, That such Committees may finance such projects as are undertaken hereunder from funds invested by the Virginia Supplemental Retirement System which shall invest an amount sufficient estimated at thirty-five million dollars to complete such design and construction as has been recommended.

#

HOUSE JOINT RESOLUTION NO.

Continuing the Commission on the Legislative Process.

Whereas, the Commission on the Legislative Process has initiated, and to a large measure, accomplished, a comprehensive review of facilities, staff and procedures designed to facilitate efficient operations of the General Assembly, and particularly has studied needs and space requirements to accommodate a more efficient legislature to meet the expanding needs of Virginia into the twenty-first century; and

Whereas, the constant development of new techniques and innovative procedures, the use of which will continue to improve the effectiveness of the work of the General Assembly, requires constant study and review, with the view to adopting such techniques and procedures to the benefit of the Commonwealth; now, therefore, be it

Resolved by the House of Delegates, the Senate concurring, That the Commission on the Legislative Process be continued. The Commission shall be composed of twelve members appointed as follows: the Speaker of the House of Delegates and six persons appointed by him; the President of the Senate, the President pro tempore and three Senators appointed by the Committee on Privileges and Elections of the Senate. The Commission shall be composed, insofar as it may be practicable, of the same persons who were appointed to the Commission in nineteen hundred seventy-three, provided that all appointive members are incumbent members of the General Assembly. The members so appointed shall elect from their membership a chairman and a vice-chairman.

The Commission shall continue its study of the Legislative Process in Virginia. The Commission shall consider, but shall not be limited to: (1) facilities; (2) staff assistance for the General Assembly; (3) the continued development of the use of computer technology; and (4) procedures designed to improve the processing of legislation.

Resolved further, That the Commission is also directed to make a study of the feasibility of establishing standard procedures for certain legislative action, including:

(1) Establishment of a standard to limit introduction of bills and joint resolutions in both sixty and thirty day sessions;

(2) Establishment of a standard date to limit consideration of bills and joint resolutions by the house of origin in both sixty and thirty day sessions;

(3) Advisability of a short recess of the General Assembly after the date set to limit introduction of bills and resolutions to allow the public and the members of the General Assembly to familiarize themselves with the issues confronting them; and the advisability of a recess to permit the House Appropriations Committee and Senate Finance Committee to conduct public hearings on the budget; and the advisability of a recess to permit legislation to be checked before final recess and the consideration of vetoes.

Members of the Commission shall receive the compensation provided by law for members of legislative committees and be reimbursed for their actual expenses, which shall be paid from the contingent fund of the General Assembly. In addition, the Commission is hereby authorized to expend a sum sufficient, estimated at fifty thousand dollars, from the contingent fund of the General Assembly, to defray the cost of conducting the study, which cost shall include the employment of such personnel as it deems advisable.

The Commission shall complete its study and report its findings and recommendations to the members of the General Assembly not later than January one, nineteen hundred seventy-six. All agencies of the Commonwealth shall assist the Commission in its study upon request. The Director of the Division of Legislative Services shall serve as secretary to the Commission.

