

Final Report on Capitol Facilities



*Prepared by the Joint
Legislative and Executive
Task Force on Capitol Facilities*

December 1, 2005

TASK FORCE MEMBERS

Senator Grant Larson, President of the Senate
Representative Randall Luthi, Speaker of the House
Senator Jim Anderson
Senator John Hines
Senator Rae Lynn Job
Senator John Schiffer
Representative Roy Cohee
Representative Frank Philp
Representative Wayne Reese
Representative Doug Samuelson
Representative Colin Simpson
Representative Tom Walsh

Governor Dave Freudenthal
Joe Meyer, Secretary of State
Cynthia Lummis, State Treasurer
Max Maxfield, State Auditor
Jim McBride, Superintendent of Public Instruction
William Hill, Chief Justice of the Wyoming Supreme Court

LEGISLATIVE SERVICE OFFICE STAFF

Dan J. Pauli, Director
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DEPARTMENT OF ADMINISTRATION AND INFORMATION STAFF

Rich Cathcart, Construction Management
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This report was prepared in accordance with 2004 Session Laws, Chapter 129, requiring a report of the Task Force's findings and recommendations to the State Building Commission, the Legislative Management Council and the Joint Appropriations Interim Committee.

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Section 1

Background and Task Force Charge

Introduction

During the 2004 Budget Session, the Wyoming Legislature passed legislation creating a joint legislative and executive task force to address space allocation requirements (2004 Session Laws, Chapter 129, see Attachment A). This legislation required the Task Force to make a final report of its findings and recommendations to the State Building Commission, the Legislative Management Council and the Joint Appropriations Interim Committee by December 1, 2005.

Membership of Task Force

The legislation creating the Joint Legislative and Executive Task Force on Capitol Facilities specified the membership of the Task Force as follows: the Governor or his designee; the Secretary of State or his designee; the State Treasurer or her designee; the State Auditor or his designee; the State Superintendent of Public Instruction or his designee; the President, Vice President, Majority and Minority Floor Leaders of the Wyoming Senate; the Speaker, Speaker Pro Tempore, Majority and Minority Floor Leaders of the Wyoming House of Representatives; the legislative liaisons to the State Building Commission; the Chairman of the Appropriations Committee of the House of Representatives; and the Chief Justice of the Supreme Court or his designee. The legislation named the Senate President as chairman of the task force.

Task Force Responsibilities

The authorizing legislation enumerated the following responsibilities for the Task Force:

- Conduct a comprehensive review of space requirements of the statewide elected officials and the legislature;
- review previous reports and studies and consider space allocation alternatives including the possible relocation of offices and the lease, purchase or construction of additional facilities;
- develop maintenance, repair and restoration priorities for the state capitol and existing facilities within the capitol complex;
- develop both long and short term proposals for addressing space requirements both in the state capitol building and in the capitol complex;
- submit specific project recommendations to the state building commission for approval and authorization of funding;
- and recommend to the Management Council statutory changes that may be required to implement project recommendations.

Task Force Staffing

The legislation specified that staff support for the Task Force be provided by the Legislative Service Office and the capital facilities staff of the Department of Administration and Information.

Appropriations

To carry out its charge, the legislation included an appropriation of \$40,000 from the General Fund to the Legislative Service Office to fund the interim meetings and activities of the Task Force and to contract with appropriate professionals as necessary to complete the task force study. The legislation also included a \$250,000 appropriation from the General Fund to the State Building Commission to be used to implement projects recommended by the Task Force and approved by the Commission.

Section 2

Task Force Activities

Task Force Meetings

The Task Force met three times during the course of the biennium at the Capitol in Cheyenne. The first meeting was held on October 27, 2004, the second on December 8, 2004, and the final meeting was held on September 28, 2005. A summary of each of these meetings is included below. During the 2004 interim, the Task Force focused its efforts on dividing the space in the basement of the Capitol among the building occupants and identifying other short-term facility needs within the Capitol. The Task Force focused the remainder of its efforts on identifying a mechanism to create a long-term planning process for space use in the Capitol Complex.

October 27, 2004 Meeting

At its first meeting on October 27, 2004, the Task Force reviewed existing studies of the Capitol Complex, discussed the goals of the Task Force, and considered preliminary proposals to allocate space in the basement of the Capitol, which was vacated by the Attorney General's Office.

Prior to the meeting, staff provided the Task Force members with existing studies regarding space use and needs within the Capitol Complex. (See Appendix B for a summary of these reports). During the meeting, the Task Force reviewed the existing studies of the Capitol and Capitol Complex. In addition, Mr. Rich Cathcart, of the Construction Management Section of the Department of Administration and Information, briefed the Task Force on options for the long-term management of space within the Capitol Complex. The Task Force discussed options for building an executive office building in the Capitol Complex, but took no additional action on long-term space issues at this meeting.

The Task Force agreed that the first priority for the group was to divide the basement space among the current occupants of the Capitol who expressed need for additional room due to overcrowding. Space in the basement was vacated by the Attorney General's Office after its staff moved to the Pioneer Building. The following agencies identified a need for additional space in the basement: Legislative Service Office (LSO), Secretary of State's Office, Treasurer's Office, and the Auditor's Office. The Governor's Office reported that it needed no additional space in the Capitol at this time. The Task Force approved a preliminary proposal for the division of the space among the agencies and directed the affected agencies to finalize plans for consideration at the Task Force's next meeting.

December 8, 2004 Meeting

At its second meeting on December 8, 2004, the Task Force finalized the division of space within the basement of the Capitol, discussed renovations needed to accommodate the basement moves, examined other short-term space needs, and began a discussion of longer-term needs for use of the Capitol Complex.

The Task Force approved the final plans for division of the basement space for occupancy among the Legislative Service Office, Secretary of State's Office, Treasurer's Office, and the Auditor's Office (See Appendix C.) The Auditor's Office identified the need to modify some of the basement space it had been allocated. The Task Force recommended that the Department of Administration (A&I) work with the

agencies to identify possible minor renovations needed to move into the space. If renovations were needed, the Task Force noted that A&I should make recommendations to the State Building Commission for expenditure of funds from the appropriation.

The Task Force discussed the process to begin to examine the longer-term space requirements within the Capitol Complex, since the basement space allocation alleviated some of the short-term overcrowding of agencies within the Capitol. The Task Force discussed long-term options for all of the five statewide elected officials to maintain a formal or ceremonial office within the Capitol and considered the potential need for an executive office building in the future. The Task Force agreed that all options for use of space within the Capitol Complex should be examined by A&I's Construction Management section, including the possibility of constructing an executive office building within the Capitol Complex, expanding the Capitol's wings, or adding an addition on the North end of the Capitol. The Task Force requested that A&I examine the amount of square footage the State is currently leasing in Cheyenne and potential costs to acquire state-owned facilities to accommodate the employees in leased facilities.

Several legislative members of the Task Force noted that the Legislature's biggest long-term space requirement is to create larger hearing rooms to accommodate the public during legislative committee meetings and asked A&I to research the structural possibilities of removing walls between existing legislative committee rooms to create larger hearing rooms. The legislative members also identified a short-term need to remodel the Joint Appropriations Committee room to accommodate an additional House Appropriations Committee member and to better utilize the existing space within the room.

September 28, 2005 Meeting

At its final meeting on September 28, 2005, the Task Force was updated on the status of the basement moves, received briefings on existing proposals to address long-term space requirements in the Capitol Complex, approved funding recommendations, identified future space and facility needs within the Capitol Complex, and made recommendations for a final report.

The Legislative Service Office, Secretary of State's Office, State Treasurer's Office, and State Auditor's Office reported on the relocation of employees to the basement. The agencies explained that the basement expansion has reduced staff overcrowding in the Capitol and identified no additional immediate space needs for staff at this time. Mr. Dan Pauli, Director of the Legislative Service Office, explained that asbestos will need to be abated in the east wing of the basement before LSO can proceed with a recarpeting project of that section.

Mr. Cathcart briefed the Task Force regarding proposals to address long-term space requirements in the Capitol Complex. Mr. Cathcart explained that there is a need to begin to examine the requirements for additional office space within the Capitol Complex, both for overcrowded occupants within the Capitol, as well as to address the issue of employees occupying leased space throughout Cheyenne. He noted that the State pays \$14 million in leasing costs annually, with \$8 million of that amount in Cheyenne. He explained that there is currently no real estate available in the Capitol Complex area for sale, but that the State Building Commission is currently investigating options for acquisition of land for potential building sites. He provided the Task Force with background on potential options for building construction in the Capitol Complex or expansion of the Capitol and the Herschler Building. Mr. Cathcart also updated the Task Force on the status of the Supreme Court Building renovation.

Mr. Cook explained problems identified in the Capitol's heating, ventilation, and air-conditioning system (HVAC). He explained that \$7.4 million was appropriated in the 2003 legislative session (2003 Session Laws, Section 332) to address the HVAC issues, based on a 2002 consultant report recommending replacement of the system. The project has not proceeded at this point pending decisions about how to coordinate this undertaking with other renovations needs in the Capitol.

Mr. Cathcart recommended that the Legislature undertake a comprehensive renovation, rather than proceeding with piecemeal projects, to address the extensive needs within the Capitol all at the same time. He recommended vacating the entire building during the renovation, similar to the approach taken to renovate the Supreme Court, to minimize the disruption to the building occupants.

The Task Force members discussed long-term needs within the Capitol Complex and made recommendations for a strategic planning process to address these needs. These recommendations are explained in detail in Section 3.

Recommendations and Use of Task Force Appropriations

At its final meeting on September 28, 2005, the Task Force received an update on the status of the appropriations for the work of the Task Force. Mr. Pauli reported that \$12,000 of the \$40,000 appropriated to the LSO to fund Task Force meetings and consultant services had been expended for meeting costs.

Mr. Cathcart reported that of the \$250,000 appropriated to implement projects recommended by the Task Force, upon the approval of the Commission, approximately \$75,000 remained for additional projects. Mr. Cathcart explained that a portion of the appropriation was used to remodel the West wing of the basement to create two workrooms for the Auditor's Office and the other funds have been encumbered for the remodel of the Joint Appropriations Committee. (See Appendix D.)

The Task Force voted to recommend that the State Building Commission approve the use of the encumbered funds for the Joint Appropriations Committee remodel. The Task Force recommended the State Building Commission encumber the remaining \$75,000 for asbestos abatement projects in the east wing and central corridor of the basement and for recarpeting in the central corridor area of the basement.

Section 3

Task Force Findings and Recommendations

The authorizing legislation for the Joint Legislative and Executive Task Force on Capitol Facilities requires the Task Force to report its findings and recommendations to the State Building Commission, the Legislative Management Council and the Joint Appropriations Interim Committee. The Task Force's findings and recommendations are enumerated below:

1. The Task Force found that it lacks sufficient information on long-term facilities needs, and options to address those needs, within the Capitol Complex. The Task Force noted that needs within the Complex have been addressed in isolation and recommends that the State of Wyoming develop a comprehensive master plan to identify and address the long-term facilities needs within the Capitol Complex.
2. The Task Force recommends the planning process be assumed by existing entities currently tasked with addressing facility issues within the Capitol Complex. The Task Force noted that the structure and statutory authority to manage these responsibilities currently exists within the State Building Commission and the Select Committee on Legislative Facilities.
3. The Task Force recommends that the State Building Commission and staff of the Department of Administration and Information embark on a comprehensive planning process for the Capitol Complex to:
 - a. compile and review existing facilities proposals and studies;
 - b. identify long-term facility needs of the agencies within the Capitol Complex, including projections to predict growth patterns in state government;
 - c. examine current lease costs within Cheyenne and compare to building construction cost estimates to determine if cost savings could be gained by constructing additional state facilities;
 - d. evaluate options to renovate and expand existing facilities, or to construct additional facilities, to address identified needs and develop a range of alternatives, costs estimates, and a timeline for implementation;
 - e. forward recommendations on the available options for consideration and action by the Wyoming Legislature.
4. The Task Force noted that the Legislature may wish to consider creating a building fund to allow the State to set aside funds to take action on forthcoming recommendations. The Task Force recognizes the positive financial position of the State may create an ideal opportunity to create a financial mechanism to address facility needs within the Capitol Complex in the future.
5. The Task Force requested that the Select Committee on Legislative Facilities identify the long-term facility needs of the Wyoming legislative branch within the Capitol for consideration by the Management Council and the State Building Commission. The Task Force recommends that the Select Committee analyze the operations of the legislative branch and identify the Legislature's vision for the purpose and use of the Capitol in the future. The Task Force requested that the Committee specifically analyze options for enlarging space for committee hearings.