

TO

Members of the Transportation, Infrastructure and Capitals  
Appropriations Subcommittee

I feel honored to be invited to appear before this subcommittee and present to you my plan for the future into the next century for the Iowa State Capitol Complex. The attached material is to give you a sense of the past, the present and the future.

I believe the first item of discussion is the proposed remodeling of the Wallace Building, fixing the existing problems and improving for the future.

It is my understanding the estimated cost for this project is around \$60,000,000. I have no knowledge of any of the details but if the above figure is ballpark, I am confident I can suggest a plan that will save the state between \$20,000,000 and \$25,000,000.

I began working on this plan six years ago and about 1,200 miles east of Des Moines. Just about every figure used in any way were by memory or guess. I always have been almost constantly updating both ideas and figures. However, in my presentation before your committee the accurate basics will be presented.

But in order to sure my plan can take the state into the next century and beyond in regard to addressing any and all space problems and being able to suggest solid decisions in a few minutes I will need:

1. The total number of state employees now assigned space on the Complex.
2. The total number of state employees now in rented space to be moved back to available space.
3. The two largest State Departments in regard to number of employees in each Department and their number of employees assigned to space on the complex.

At a cost of between .7% to 1% of the total annual budget for a ten year period will be close to the total cost of the entire master plan. Future modifications would be less than 1% of just of that cost.

I hope all members will want to question any thing I say, be it figures, buildings, comments, everything, and persist if I have not supplied the information needed to support the plan. Frankly I would like to insist you do this but it not appropriate for me to give instructions to legislators.

What Stanley L. McCausland, General Services Director, wanted from the architects, the Durrant Group of Dubuque, Iowa was "a flexible environment that's warm, inviting, pleasing and relaxing; the opposite of what one expects when entering a government building." Too many of them, according to McCausland, "tend to be massive, overpowering, authoritarian and cold. These buildings seem to say, 'You're coming here to do business with us,' rather than 'We're here to serve you.'"

## THEMES AND VARIATIONS

The 2012 Master Plan concentrates on addressing existing space problems on the complex and proposing possible solutions. However, even well defined existing problems today may in the future require modification to provide the best final solution.

The objective of a Master Plan is to recommend a long term definition of the total Complex. The plan should be to direct what the future could and should be. Also to anticipate possible problems, define them and suggest alternative solutions, and be balanced by listing convenient locations that can be transformed into a very positive addition to the Complex.

The location, number of potential occupants and the size of a specific building are probably the fundamental issues that have to be considered.

No matter how these issues are addressed there is one fundamental factor that must be quantified and maintained on an annual basis; the average number of square feet assigned to every employee. This immediately identifies the efficiency of space assignments for each agency.

An example of how significant an increase of only an additional 10 sq. ft. of space (150 to 160) per employee can affect the total construction cost of a typical large office building designed for 1,000 employees is \$3,250,000. (see page 1 in the 2012 Master Plan)

On the next page is a record of assigned space in several buildings. The Administration should create a record of every state agency located in the Complex listing them in decreasing size, with the name, number of employees in that location and record the location, and the number of sq. ft. per employee that will serve as the DN, (department number). This should be reviewed at the beginning of the year and a copy sent to the Governor's Office, the Senate and the House. At a glance every agencies number will indicate if it has extra, average or less space per emoloyee.

The number of employees and their DN will immediately assist in determining the best location when new space is available and/or there are necessary major space reassignments.

GENERAL PUBLIC SAFETY QUESTIONS

Division	Current Number of Workers	Present Net Sq. Ft.	2003 Projected Net Sq. Ft.	Now in Wallace or leased (W or L)
<u>Administrative Svcs.</u>	<u>48</u>	<u>2,970</u>	<u>13,900</u>	<u>16,805</u> W
<u>Criminal Invest.</u>	<u>67</u>	<u>3,250</u>	<u>21,750</u>	<u>21,547</u> W
<u>Narcotics Enforce.</u>	<u>13</u>	<u>142</u>	<u>1,850</u>	<u>1,939</u> L
<u>Fire Marshal</u>	<u>20</u>	<u>208</u>	<u>4,160</u>	<u>5,809</u> L
<u>State Patrol</u>	<u>23</u>	<u>280</u>	<u>6,440</u>	<u>7,850</u> W, Lucas
PRESENT TOTAL LAB STORAGE SPACE IN WALLACE			<u>685</u>	
TOTAL NET SPACE DEPT. OF AGRICULTURE LAB			<u>26,400</u>	
TOTAL CURRENT WORKERS AGRICULTURE LAB			<u>25</u>	
TOTAL NET SPACE HYGIENIC LAB			<u>11,716</u>	
TOTAL CURRENT WORKERS HYGIENIC LAB			<u>44</u>	

Sources: RDG Space Study  
Public Safety

GENERAL OFFICE SPACE ASSIGNMENTS

Hoover Building

Total Net Sq. Ft. per each north and south sections for each floor excluding all space in the central core and the conference rooms and the employees lounges. Varies

	NUMBER OF WORKERS	SQ. FT. PER WORKER	
North 6th	<u>NA</u>	<u>NA</u>	
South 6th	<u>NA</u>	<u>NA</u>	
North 5th	<u>112</u>	<u>128</u>	14,371
South 5th	<u>124</u>	<u>121</u>	14,969
North 4th	<u>92</u>	<u>142</u>	13,091
South 4th	<u>129</u>	<u>116</u>	15,024
North 3rd	<u>97</u>	<u>146</u>	14,188
South 3rd	<u>137</u>	<u>110</u>	15,024
North 1st	<u>118</u>	<u>122</u>	14,447
South 1st	<u>99</u>	<u>134</u>	13,315

Source: DGS Floor Plans

*Information may change pending A & E review*



**I O W A P R I D E O N T H E C A P I T O L C O M P L E X**

**38 YEARS IN PLACE**

**38 YEARS IN THE FUTURE**

**76 YEARS OF PRIDE**





1975



## FACTS

Some examples of experience with past outside consultants. Better for the Director of Administration to be responsible for space assignments and adjustments.

## HISTORY

### LABORATORIES

1. All professional laboratories know what are the universal elements that will be necessary to perform all the appropriate tests for their particular field.
2. They know what instruments must to be available to be able to provide all the necessary information from their tests.
3. They know what will be the appropriate number of personnel necessary to perform the wide range of testing procedures.
4. They know the amount of space required for their tests.
5. Generally the history of most laboratories is as new technologies are available usually a new instrument will reduce the amount of space necessary for a given test. It probably will be able to perform multiple tests that previously required a single person per test. And as a huge plus a significant reduction of time for the tests.
6. After the next two pages are excerpts from the Government Purchasing magazine July/August 1979 issue featuring the Wallace Building on the cover and the new labs were their feature story.
7. Rarely are problems in lab functioning a result of a lack of space. As the work volume increases it is resolved by either some overtime or a second shift.
8. When the three labs were moved from the storage building to the Wallace Building their lab directors reviewed their needs with professionals and ALL were assigned to the amount of space they requested. There was an exception in regard to the crime lab. I noted there was no request for space to perform autopsies and I added the space necessary for a morgue.
9. Because some of the cost of construction of the lab could receive federal funding, two federal agents came to Des Moines and reviewed the plans for the lab. They approved everything except for the holding cell the head of B.C.I said was essential. The cell was never used except for storage and several extra thousand dollars were wasted.

The next page indicates what outside consultants can do to present very poor advice and result in extremely higher costs without improving function.

The lab consultants recommended the existing size of the crime lab be increased 6 times the present size. (take up two floors of the Hoover Building) In a past paper on this subject I pointed out how many more sq ft of the proposed photography lab was a than a tennis court. In another report the proposed lab's office was to be 8,000 sq. ft. And this one I can't believe I read it, "in order to gain an additional 40,900p sq.ft. of lab space, spend \$20,480.000, \$500 per sq.ft.

Is my memory correct, the new labs cost \$61,000,000?

One sentence on page 8 of a consultant report: "Locate this center away from the Capitol Complex to enhance safety and security." Perhaps next they will recommend that Public Safety be responsible for the safety and security of the Capitol Complex. That is if the state can reward them with another \$150,000. Also apparently another lack of investigation. After moving to their new location on the campus of the Des Moines Area Community College campus it was discovered there were no safety or security there.

Apologies for taking up your time for some history of the Complex, but it can be asked, what information provided by the investments of \$520,000 in the last two Master Plans has been implemented to make the Complex more efficient and save money in the future?

REQUEST FOR INFORMATION RELATIVE TO THE  
PROPOSED PUBLIC SAFETY BUILDING

LABORATORY SPACE

The Planning Consultant Team has identified 14 different functional areas for consideration for either expansion or additions. Please fill out the following:

Area	Current Net Sq. Ft.	Projected Net Sq. Ft.	Current Number of workers
Lab Support	<u>432</u>	<u>3162</u>	<u>1</u>
Forensic Lab	<u>150</u>	<u>2745</u>	<u>1</u>
Evidence Control	<u>1883</u>	<u>6747</u>	<u>5</u>
Crime Scene	<u>0</u>	<u>3610</u>	<u>4</u>
Photography	<u>651</u>	<u>3464</u>	<u>2</u>
Latent Prints	<u>1540</u>	<u>10,430</u>	<u>5</u>
Documents	<u>663</u>	<u>2885</u>	<u>2</u>
Computer	<u>360</u>	<u>3071</u>	<u>2</u>
Breath Alcohol	<u>400</u>	<u>2098</u>	<u>3</u>
Toxicology	<u>637</u>	<u>5114</u>	<u>3.5</u>
Forensic	<u>2461</u>	<u>11,442</u>	<u>14</u>
Trace/Arson	<u>354</u>	<u>5773</u>	<u>1</u>
DNA/Serology	<u>2710</u>	<u>11,318</u>	<u>10</u>
Firearms	<u>1095</u>	<u>8146</u>	<u>2</u>
Additional Comments:	<u>13,336</u>	<u>80,005</u>	<u>55.5</u>

Source: Dept. of Public Safety

*Specification may change pending A/E review*



### Specifying Labs

He required two sets of specifications: one for the conventional fixed casework and one from Herman Miller which was charged with the responsibility of meeting the functional intent of the other bidder(s).

At this point Herman-Miller's team of planning experts went to Des Moines, spent a week talking to all department heads and studying the State's needs. They came back within two weeks with five sets of three-ring binders containing drawings, computerized print-outs and complete specs. These, McCausland accepted.

Recalls J.D. Hook, "If you can justify something, McCausland will approve it, but you have to be on solid ground.

"He'd say 'No' to his mother if she couldn't justify a demand." McCausland grins when he hears comments like that. "Our role," he says drily, "is to be tough and alert and catch people who try to rip off the State."

The new labs have also garnered acclaim from other agricultural departments in this country and overseas. In fact, the U.S. Environmental Protection Agency (EPA) has commissioned the Iowa Department of Agriculture to do pesticide analysis work for Region 7 which comprises Kansas, Missouri, Iowa and Nebraska. In addition, Region 8, out of Denver, has asked Hook to do work for the EPA in North Dakota. The Department has also reached an agreement to do work for the EPA of the Virgin Islands.

"We're impressed by the amount of the equipment, the caliber of the equipment and the people involved," says Robert Morby, chief of the enforcement section for EPA's pesticide branch in Kansas City.

The new equipment, of course, includes much more than the laboratory and office buildings. The lab contains about \$100,000 in new equipment in addition to some \$500,000 worth from the old labs. Its new gas chromatographs are so sensitive they can trace pesticides down to parts per billion. The Feed & Fertilizer Lab has acquired an

auto-analyzer that analyzes nitrogen in fertilizers and protein, calcium and phosphorus in animal feeds. It can process 40 samples an hour compared to 36 a day previously.

Explains Hook, "It used to take two weeks to do some analyses. Now we can stop the sale of a product, or require a change in the label or in the produce immediately."

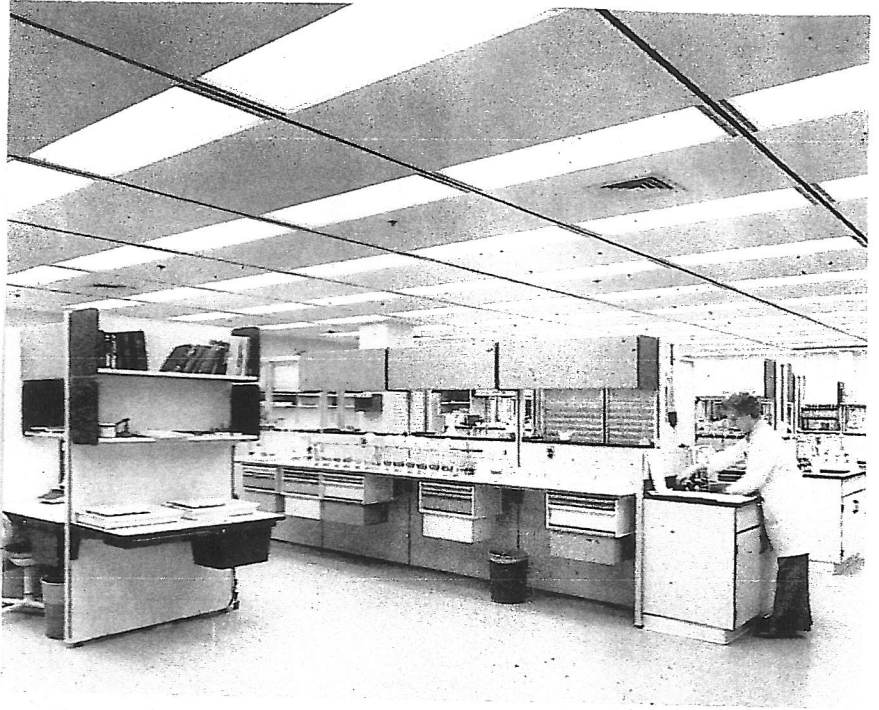
Comments Bud Hook, "Not only did McCausland get what he wanted, he got it at low bid too."





"It's the doggonest thing I've ever seen," he says. "You don't see people wandering around, visiting with neighbors anymore. Maybe it's because their work stations have become status symbols."

"I've just added eight sections and I'll be bringing in one more," he explains. "We were able to do this easily and quickly without disrupting any of the people in my department. This Action Office system is so versatile it will easily adapt to any changes we need for years and years."



Use of the flexible Co/Struc laboratory system in the Wallace Building frees managers from the constraints of fixed casework nailed to the wall or screwed to the floor. The system utilizes a series of coherent structures, which include work counters, containers and storage units. The new system allows for reassembly and relocation according to tasks and user needs.



J.D. (Bud) Hook, Director of the Laboratory Division for Iowa's Department of Agriculture, speaks with laboratory personnel in his open office. Hook requested this Action Office system in place of a closed office to give him the same flexibility as the rest of his department and to make him easily accessible.

## IOWA PRIDE ?

Iowa was recognized as a state on 12/28/1847. Where are we today, 169 years later, on having a legitimate approved well coordinated plan to reflect our pride in presenting our capitol complex to our citizens and the rest of the world?

It wasn't until 1972 after the final papers were signed transferring the last of the city owned property between E Des Moines St. to the north, the railroad tracks to the south, and Pennsylvania Ave. and E 7th St. to the west and E 14th St. to the east to the state, so it could finally define the borders that could serve as a plan for the future of the capitol complex.

After that date the state could demolish all the existing buildings that served no useful purpose and remodel others that might serve to save rental costs for agencies off the complex. But it was entirely just a knee jerk reflex. Here is today's space problem, remodel and move in.

In my first budget presentation to the Governor I suggested a \$200,000 appropriation to purchase all property north of Des Moines St. between Pennsylvania Ave. to E 14th St. from willing sellers. The property would be assessed and with a mutual agreement the state could over an extended period of time acquire most all the land that in the future would permit a logical definition of the complex.

It is interesting the first acquisition was from a church located at the NE corner of Des Moines St, and Pennsylvania. The now empty parking lot is the only property to date the state has acquired in the block extending to E 9th St. But when the state's population is about six million, no problem, the block will still be there waiting for development.

After my appointment to be the first Director Of General Services the code required the Director a year to transfer from all the various commissions and committees their authority to the Director who would then inform the Governor when he was ready for the transfer and he would then issue an approval of the transfer.

Being very new to Iowa state government I thought it necessary that I should spend a lot of time becoming familiar with potential space problems associated with numbers of employees on the complex, locations and the number in rented space.



I then prepared a master plan suggesting the necessity of three additional office buildings on the complex and house all department or agencies that should be located on the complex and sent it to the Governor. From this report the Governor included an appropriation of \$5,000,000 for a new building in my budget. Without going into all the details, it was this appropriation that eventually led to the Hoover Building. What also evolved was the Wallace Building with a one line appropriation of \$23,300,000 to Department of General Services for two new buildings to be located on the complex. There must have been a massive cocktail party at lunch for the legislators before their positive vote.

Now 38 years after opening the Hoover doors I am recommending at least the third building, the Robert Ray Building, to be the beginning on East Grand, on Governor's Park. In my first year in office 42 years ago as the Governor and I one day drove on Finkbine past the west steps of the Capitol he directed me, "Stanley I want you to make the complex the showcase of the country,.....but don't spend any money."

I have tried to prepare a complex plan that all future administrations can refer to as a guide in making decisions that will have a permanent impact for over a hundred years. I have suggested two different methods of addressing in the future the next problem of no more available space on the complex. With a new increasing number in rented space, what is the best path to linking efficiency and economy?

I believe I can address financing problems. Back in 1980-81 there was a serious problem of a lack of potential funding for the annual budget. The comptroller called me and asked if I could handle a 3.5% budget cut (3.5% memory only). My immediate response was yes. I think he later called and questioned 4% (memory only but close), again yes.

I was aware of the crisis and as the head of a department I should be competent to respond to whatever it takes to relieve a problem. When recently I mentioned to some Iowa officials of a possible .4 of 1% reduction in their budget in order to fund a new office building, a response in almost terror, goodness don't cut my budget!!

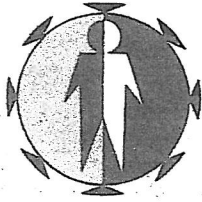
If not informed their budget had been reduced by 1% they probably would not even be noticed. And even if they were aware of the reduction is there enough management capability to survive? Actually hardly anyone gets their full budget approved by both the Governor and Legislature.

#### **WHAT IS THE BIG DEAL?**

ALSO

**INVEST FOR THE FUTURE AND SAVE MONEY**

**SQUARE FEET CAN COST BIG BUCKS**



**Environmental Engineers, Inc.**  
CONSULTANTS

January 13, 1983

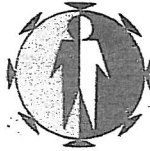
Mr. Stan McCausland, Director  
Department of General Services  
State Capitol Building  
Des Moines, Iowa 50319

Dear Stan:

This letter is written for two purposes: first, to give you my thoughts and reflections on the long tenure of service you have so successfully given to the State of Iowa; and secondly, to present my perspective of your effectiveness in the professional relationship with architects, engineers, and contractors doing work for the State of Iowa. I am sure the demands on your office, as Director of General Services, from the various department heads has required a lot of fortitude, perseverance, and analytical insight in determining the best solutions for space problems and the attendant equipment required to effectively solve those demands and problems to the mutual benefit of all concerned, more especially to the State of Iowa and the taxpayers who ultimately have to pay for any and all expenditures other than those underwritten by Federal Grants.

In my discussions with you on projects, your underlying theme of consideration was always "what was best for the State of Iowa and gain the optimum benefit on the taxpayer's dollar for any expenditures." Sometimes the newspaper accounts over the years have portrayed you to be, at times, a hard task-master. This I would consider a compliment of the highest order, because in no place in any of those reports have I ever seen anyone portray you as being unfair, or not having the State's or the public's best interest at heart. The very nature of your job sets you up to make decisions that should be, in the overall perspective, what is best for the State and the public and not what is best for contractors, engineers, or architects doing business with you, or department heads wanting special space/equipment goals. Your uncanny ability to analytically approach problems by breaking them down into various components and putting the sum of the parts back into a workable whole, has had a significant impact on reducing the capital expenditure costs, and operating costs, for the State of Iowa.

In my twenty-five years of experience as a consulting engineer I have found only a very few people with this kind of analytical and conceptual capability. Your broad knowledge of construction costs, whether it be lighting, carpeting, vinyl wall covering, air conditioning, plumbing, etc. gives to you at your fingertips the capability of sensing whether the price is right and the quality is there when it comes to negotiating and administering contracts.



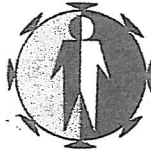
Environmental Engineers, Inc.  
CONSULTANTS

Mr. Stan McCausland  
January 13, 1983  
Page 2.

In reflecting upon Environmental Engineers, Inc. professional experience with you during the study and design of the complete renovation and upgrading of the Lucas Building for energy conservation measures and compliance with fire and handicap codes, I know you to be very insistent upon people being thorough and analytical. You always insisted that we find the best possible solution with some alternative solutions that might have to be implemented, based on other things such as first cost, space demands, phased construction, availability of monies, and things of this type.

Always, you insisted on a master plan that would get you from the beginning to the end with the least amount of disturbance to the master plan when it has been carried to completion. This kind of thinking was reflected in the bidding process of the Lucas Building and assured the State of Iowa that, even though only two or three floors could be completed initially, the entire building could be completed ultimately with the same contractors on board and at the lowest possible cost. You certainly always insisted that the contractor and his subs produce the best quality within the intent of the plans and specifications and made them justify any change orders with detailed break-downs so that an intelligent decision could be made on acceptance or rejection of those change orders or proposals. Your attention to detail and insistence on the same from those who had contracts with you assured the State of Iowa that it received the best buy for the dollar. Also, I might add, it has been commented by some of the contractors that "you can't get anything past Stan McCausland if you haven't supported your claim with sufficient documentation." That is probably the highest compliment that any Administrator of a General Services Department could receive.

We here at EEI have always found you an extremely hard-working person, and extremely fair in our professional dealings with you. I often wonder how you can keep abreast of so many problems and solutions. Perhaps it is your insistence upon a detail break-down, supporting documentation, and things of this type that enabled you to be such an effective manager. The Lucas Building, when it is completed, will represent, I think, one of the finest rehabilitation projects of an older building. It will give the State of Iowa thousands of square feet of updated office space, while conserving significant amounts of energy to the building. We found the project an extremely challenging one and our working relationship with you and your department most rewarding.



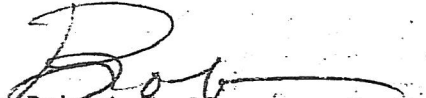
**Environmental Engineers, Inc.**  
CONSULTANTS

Mr. Stan McCausland  
January 13, 1983  
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The State of Iowa has benefited greatly from your services and I wish you the best of luck in any new challenges that lie ahead for you. If you so desire, I would be most happy to approve this letter as a Letter of Recommendation to any potential employer.

Please keep in touch and let me hear from you. Perhaps we can work together again on future projects. Wishing you the best of success.

Best regards,

  
Robert W. Fyanagan, P. E.  
President

RWF/cl

**ESTIMATES OF SIZE AND COST FOR EACH L BUILDING**

Estimates of 400 employees from Human Services and 450 employees from Natural Resources. But the exact figures will only require few minutes to modify the plan for the most economical size fit.

The two L buildings will each have two wings with 4 floors and an identical cost for each L building.

The approximate gross size of each floor is 50,000 sq ft gross  
35,000 sq ft net

The size of each L building wing 200,000 sq. ft.

The cost of each wing approximately \$48,000,000

The total cost for each building \$96,000.000  
Plus the cost of the center connect ????????????

Rental savings per year per wing \$2,100,000

Savings per building per year \$4,200,000

Estimate of rental cost per sq, ft. \$15.00 per year

Current cost of Ruan and Hubbell minimum \$17.00 sq. ft. per year on a 3 year lease