

Capitol Planning Commission 2013 Annual Report



View from the 2010 Capitol Complex Master Plan

January 28, 2014

**The Capitol Planning Commission is authorized under
Chapter 8A.371—378 of the Code of Iowa.**

“It shall be the duty of the commission to advise upon the location of statues, fountains and monuments and the placing of any additional buildings on the capitol grounds, the type of architecture and the type of construction of any new buildings to be erected on the state capitol grounds as now encompassed or as subsequently enlarged, and repairs and restoration thereof, and it shall be the duty of the officers, commissions, and councils charged by law with the duty of determining such questions to call upon the commission for such advice.

“The commission shall, in cooperation with the director of the department of administrative services, develop and implement within the limits of its appropriation, a five-year modernization program for the capitol complex.

“The commission shall annually report to the general assembly its recommendations relating to its duties under this section. The report shall be submitted to the chief clerk of the house and the secretary of the senate during the month of January.”

—Code of Iowa, Chapter 8A.373

All capital projects on the capitol complex shall be planned, approved, and funded only after considering the guiding principles enunciated in any capitol complex master plan adopted by the commission on or after January 1, 2000. At a minimum, the extent to which the proposed capital project does all of the following shall be considered:

- a. Preserves and enhances the dignity, beauty, and architectural integrity of the capitol building, other state office buildings, and the capitol grounds.*
- b. Protects and enhances the public open spaces on the capitol complex when deemed necessary for public use and enjoyment.*
- c. Protects the most scenic public views to and from the capitol building.*
- d. Recognizes the diversity of adjacent neighborhoods and reinforces the connection of the capitol complex to its neighbors and the city of Des Moines.*
- e. Accommodates pedestrian and motorized traffic that achieves appropriate public accessibility.*

—Code of Iowa, Chapter 8A.376

Date: January 28, 2014

To: Mr. Michael Marshall, Secretary of the Senate
Ms. Carmine Boal, Chief Clerk of the House

CC: The Honorable Governor Terry E. Branstad
Lt. Governor Kim Reynolds

I am pleased to submit the Capitol Planning Commission's Annual Report for 2013 to the Legislature. If you have any questions, please contact Mike Carroll, Director of the Department of Administrative Services and Secretary of the Capitol Planning Commission.

Sincerely,



William M. Dikis, Chair
Capitol Planning Commission

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Vision

The vision set forth in the Capitol Complex Master Plan is for a Capitol Complex that exemplifies in setting and function the dignity it embodies in spirit and purpose.

2013 Members of the Capitol Planning Commission

January – April

Catherine Brown, Chair
 William Dikis, Vice-Chair
 Elizabeth Isaacson
 Allison Dorr Kleis
 Carl Voss
 Robert Scott Weiser
 Senator Matthew McCoy
 Senator Charles Schneider
 Representative Dan Kelley
 Representative Ralph Watts
 Mike Carroll, Secretary
 Director, Department of Administrative
 Services

May - Present

William Dikis, Chair
 Robert Scott Weiser, Vice-Chair
 Matthew Anderson
 Carol Grant
 Elizabeth Isaacson
 Allison Dorr Kleis
 Senator Matthew McCoy
 Senator Charles Schneider
 Representative Dan Kelley
 Representative Ralph Watts
 Mike Carroll, Secretary
 Director, Department of Administrative
 Services

This year the Capitol Planning Commission met on January 9, April 17, July 17, and October 16. For further information, contact Department of Administrative Services staff member Jennifer Moehlmann, 515-725-0454.

Executive Summary

This 2013 Annual Report summarizes the work of the Commission during the last year and provides planning recommendations for the future of the Capitol Complex. Please note that Iowa Code Chapter 8A.373 provides that before any physical changes are made to the state capitol complex "it shall be the duty of the officers, commissions, and councils charged by law with the duty of determining such questions to call upon" the Capitol Planning Commission for advice.

The Capitol Planning Commission members, as well as DAS staff, welcome the opportunity to discuss future projects at the request of any legislator.

Building Renovation, Restoration and Placement

" ... the placing of any additional buildings on the capitol grounds, the type of architecture and the type of construction of any new buildings to be erected on the state capitol grounds ... and repairs and restoration thereof ..."

Master Plan Update

The Iowa State Capitol Complex Master Plan, dated January 7, 2010, is available at <http://das.gse.iowa.gov/statebldg/masterplan/MasterPlan2010.pdf>. The guiding principles of the Master Plan are contained within the following topics:

- Concept
- Approaches and Gateways
- View Corridors and Streets
- Access and Circulation
- Landscape Framework
- Monuments and Public Art
- Site Amenities
- Signs and Visitor Information
- Buildings
- Architectural Design
- Utilities
- Parking
- Transit
- Pedestrian and Bicycle Circulation
- Sustainable Design Principles

The Commission considered an offer to install a B-Cycle station on the Capitol Complex near the Capitol and the Lucas Building. After considering several proposed sites, the Master Plan Committee recommended a greenfield site northwest of the parking lot 15, which is north of the Lucas Building. The B-cycle station is expected to be installed in Spring 2014.

In the next year, the Commission plans to finalize the standards for building identity, parking signage and site amenities and develop standards for wayfinding signage.

The Commission plans to create an ongoing summary of accomplished goals of the Master Plan, detailing work completed, as well as document by addendum any modifications, with rationale, made to the Master Plan.

Other Related Capitol Complex Projects

In 2013, the Capitol Planning Commission meetings provided a forum for the Department of Administrative Services and others to discuss on-going improvement issues and events on the Capitol Complex, including discussions on the following:

- Demolition of 707 East Locust (IACCT Building) and Moving of 709 East Locust (Row House) — Legislative language in 2011 allowed for the sale or demolition of these properties and the Commission strongly supported removal of these two buildings as part of completing Phase 1 of the West Capitol Terrace project. The Commission supported a plan to sell and relocate the 709 East Locust Row house and demolish the 707 East Locust building. The 707 East Locust building was demolished in August 2013 and the 709 East Locust building was moved to a new location on East Grand Avenue in September 2013.
- Demolition of the Iowa Building — The Commission supported a plan to demolish the Iowa Building and return the site to green space because the operational cost and maintenance upgrades made continued use of the building cost prohibitive. Abatement was completed in 2013 and demolition is expected to be finished in early 2014.

In the next year, the Commission will monitor the master planning for the Historical Building renovation, Wallace Building renovation, and the Fleet Building relocation of operations and demolition of the existing building.

Monuments and Site Features

“... advise upon the location of statues, fountains and monuments ...”

Proposals for Monuments and Site Features

The Site Features Committee makes recommendations to the Commission on proposed monuments and issues relating to monuments and site features on the Capitol Complex. In 2013, the Committee and the Commission considered two monument issues, which are described further below. In the next year, the Committee will review endowment plans for existing monument preservation.

Holocaust Memorial

The Blank Family Foundation donated a landscape feature on the West Capitol Terrace to memorialize Iowa’s gracious welcoming of survivors of the Nazi Holocaust, to tell some of their story and the story of the Iowa Soldiers who liberated the concentration camps in 1945.

Designed by the landscape architectural firm, Confluence, construction was completed in June 2013 and the Memorial was dedicated in October 2013.



Photo courtesy of Confluence

A Monumental Journey

The Greater Des Moines Public Art Foundation presented a proposal to locate a new monument on the Capitol Complex grounds to commemorate the founders of the Iowa National Bar Association (INBA), which was founded in 1925 in Des Moines by a group of African-American lawyers including five Iowans. The monument, entitled “A Monumental Journey,” will be a signature sculpture by American artist Kerry James Marshall of two colossal drum-like forms that form an hour glass called the “talking drums.” If approved, the monument would be constructed in 2014 and dedicated in 2015.

The Site Features Committee considered the monument’s application and proposed locations. As part of the deliberations, the Committee referenced the 2008 CPC Policy for Statues, Monuments, Fountains and Other Site Features on the State of Iowa Capitol Complex; descriptions of existing monuments and public art on the Capitol grounds; and sections of the 2010 Capitol Complex Master Plan. The Committee found the proposed sculpture met the Capitol Planning Commission policies and Master Plan guidelines and could be an appropriate addition of public art to the Capitol grounds at a site northwest of the Judicial Building. However, the Committee does not approve of pieces dedicated to specific organizations or associations and therefore recommended that the project entitled “A Monumental Journey” proceed under specific conditions.

The Capitol Planning Commission reviewed the Site Features Committee’s recommendation and adopted it in whole. In 2014, the Committee will consider the appropriateness of the monument’s further conceptual design for acceptance on the Capitol Complex grounds.

Master Plan Progress

The Capitol Planning Commission made progress on a number of master plan items, despite a challenging funding environment. Progress on specific items in Phases 1 and 2 is shown below.

Phase 1 (2010 – 2020)

| Action Item | Status |
|--|---|
| Demolish the Wallace Building and build a new office building on the same site. | The Commission approved DAS’ plan to renovate the Wallace Building instead of demolish and build a new office building. |
| Relocate Vehicle Dispatch to an off-campus location and demolish the building to allow for the completion of the West Capitol Terrace. | DAS has engaged in preliminary planning and identified several alternative sites. Further action is pending funding. |
| Relocate Peace Officers memorial to the southeast corner of Pennsylvania and Locust. | Complete. The Peace Officers memorial was relocated to the area east of the Oran Pape Building in 2012. |

Phase 2 (2021 – 2030)

| Action Item | Status |
|--|---|
| Demolish Mercy Capitol to accommodate future development. | Building demolition will be completed in 2014. |
| Construct a Visitors Center addition to the Historical Building. | The concept of a Visitor Center will be included in the Historical Building master planning process that will take place in 2014. |

Deferred Maintenance

“...and repairs and restoration thereof...”

During 2013, the Commission was briefed on the mounting deferred maintenance issues facing the Capitol Complex buildings. Deferred maintenance is defined as maintenance work, such as roof replacement or major building component repair, that has been postponed until funds are available. Maintenance of Capitol Complex buildings has been routinely underfunded, and deferred maintenance is reaching critical levels.

Funding for building operation comes from the Capitol Complex association fee. Funding for deferred maintenance projects may come from statewide routine maintenance, statewide major maintenance, and/or capital projects, depending on the level of appropriations. Further definitions of the association fee, routine maintenance, major maintenance, and capital projects are attached in Appendix A.

Capitol Complex Association Fee

The Commission views the aggregation of deferred maintenance as a critical challenge for the Capitol Complex and recognizes that the current association fee of \$3.46 per square foot, unchanged for several years, is insufficient to avoid adding to the deferred maintenance backlog.

The Commission strongly urges that the association fee be increased to at least \$5.90 per square foot, as recommended in the February 2013 White Paper, “State of Iowa Capitol Complex: Deferred Maintenance Review.” The Commission further urges that this amount be indexed to an industry benchmark for annual adjustment. Even at \$5.90 per square foot, the association fee would be far below the Des Moines metro average lease rate of \$16.89 per square foot.

Routine and Major Maintenance Funding

While increasing the association fee for the Capitol Complex and indexing the fee to an industry benchmark will assist in meeting the basic operation needs at the Capitol Complex, as defined in Appendix A, more funding must be dedicated to address and eventually eliminate the deferred maintenance backlog and provide for future major maintenance needs. Iowa Code 7E.5A states that “A department shall, within its five-year capital budget request, identify ... the proposed costs for annual routine and preventive maintenance based on an industry standard of one percent of the estimated replacement cost of the department’s facilities.” Based on a conservative estimated value of \$150 per square foot, this would require an annual appropriation of nearly \$3,500,000 for the Capitol Complex. However, routine maintenance has not been funded since FY2010.

The lack of funding for routine and preventative maintenance has led to an exponential increase in the requests for major maintenance funding. Capitol Complex major maintenance project requests now total \$134,000,000. While slightly more than \$16,000,000 was appropriated for statewide major maintenance in the 2013 legislative session, significant additional funding is needed to fully address the deferred maintenance problem.

The Commission strongly urges that the Legislature fund routine and preventive maintenance with an annual appropriation of 2% of the current replacement value and fully supports the DAS request for additional major maintenance funding.

Modernization Program for the Complex

“... develop and implement ... a five-year modernization program for the capitol complex.”

FY2014 Infrastructure Funding Requests and Appropriations

During the 2013 legislative session, the Commission was informed of funding proposals for Capitol Complex needs. In particular, the Commission had supported the projects listed below as top priorities.

For FY14, the Legislature appropriated \$330,000 for the Capitol lighting protection project and \$1,000,000 for the Historical Building for planning purposes, including soliciting public user feedback, relating to preliminary design for renovations.

\$3,100,000 was also appropriated in FY14 for relocation of occupants from the Wallace Building, in anticipation of future remodeling, along with \$3,900,000 in FY15 for planning of the remodel, but Governor Branstad line-item vetoed both appropriations.

| CPC Rank | FY2014 Infrastructure Offers for Capitol Complex | FY2014 Request | FY2014 Appropriation |
|----------|---|----------------|----------------------|
| 1 | Wallace Building Renovation Provides funding to design the renovation of the Wallace State Office Building, including planning for relocation of the occupants. | \$3,900,000 | \$0 |
| 2 | Capitol Interior and Exterior Restoration Continuation Provides funding for continued restoration of the Capitol. FY14 items include installing lighting under the rotunda glass floor, adding HVAC control to the rare book room, adding lightning protection, exterior building repairs, and driveway, parking and sidewalk improvements. | \$2,200,000 | \$330,000 |
| 3 | Historical Building Exterior Wall and Skylight Repairs This request will address the remaining repairs to the exterior granite wall panels in FY2014 and begin to repair the skylight system to eliminate water leaks in FY2015. \$1.2 million was appropriated in FY12 for initial critical repairs to the exterior granite wall panels and facility planning efforts. | \$625,000 | \$0 |
| 4 | Ola Babcock Miller Building Stone Restoration Provides funding for architectural / engineering services and construction costs to repair stone failure on the south steps and landings located at the Ola Babcock Miller Building. | \$201,000 | \$0 |
| 5 | Capitol Complex Parking Lot Improvements Provides for design and renovation services to pave existing gravel parking lots, including associated building demolition, add storm water detention as required by Iowa code and repair or repave parking lots and to enhance the appearance and comply with Iowa code. | \$3,865,000 | \$0 |

FY2015 Infrastructure Funding Requests and Rankings

The Commission has been briefed on the Five Year Infrastructure Plan developed by the Department of Administrative Services for FY2015 through FY2019. With regard to recommendations in the Infrastructure Plan that address health and safety, access for disabled persons, and major and routine maintenance, the Commission, in considering funding priorities, defers to the technical expertise of DAS staff and the wisdom of the Legislature and the Governor.

However, the Commission recognizes that adequate annual funding for routine maintenance, updating for safety and accessibility, and major repairs and replacement (as materials and systems reach the end of their useful life) is critical to protecting the significant public investment in the state's buildings and grounds. Proper funding will avoid the pyramiding costs of deferred maintenance. The Commission urges the Legislature and the Governor to identify an ongoing strategy for such annual funding.

The Commission's priorities therefore specifically address those projects that preserve and enhance "the dignity, beauty, and architectural integrity" of the buildings and grounds of the Capitol Complex.

Of particular interest to the Commission are those projects that strongly support the goals of the Commission and the Master Plan. Projects included in Fiscal Year 2015 of the DAS Five Year Infrastructure Plan that meet those goals are:

| CPC Rank | Capitol Planning Commission FY2015 Infrastructure Recommendations for Capitol Complex | FY2015 Request |
|-----------------|--|-----------------------|
| 1 | Wallace Building Renovation Design and renovate the Wallace State Office Building, including planning for relocation of the occupants, associated lease costs and renovation of the building. Three separate studies done on the Wallace Building by the Ryan Companies US Inc, DCI and Samuels Group Inc recommended renovation as the best option and provided cost estimates. [Additional recommended in FY2016 - \$41,800,000] | \$8,900,000 |
| 2 | Demolish Mercy Annex This building is directly north of the Jessie Parker Building and has been abandoned for several years. Mold and asbestos issues make renovation cost-prohibitive and it is increasingly difficult to secure the building. | \$401,000 |
| 3 | Lucas and Capitol Pedestrian Tunnel Repairs Repair the pedestrian tunnel between the Lucas Building and the Capitol to maintain structural integrity and bring up to building and life safety codes. FY15 funds engineering and the construction costs are phased over FY16 and FY17. [Additional recommended in FY2016/2017 - \$5,221,986] | \$1,305,496 |
| 4 | Lighting Under the Rotunda Glass Floor of the Capitol Building The Commission believes that addition of lighting under the rotunda glass floor of the Capitol Building is very important and urges that this project be included in the DAS Five Year Infrastructure Plan and funded in FY2015. | \$30,000 |
| 5 | Capitol Complex Property Acquisition and Related Services Provide funding for property acquisition and services related to property acquisition at the Capitol Complex including appraisals and environmental assessments. Area of particular interest, as identified in the 2010 Master Plan, is the area that is bordered on the south by Des Moines Street, on the north by Lyon Street, on the west by Penn Ave., and on the east by E. 9th. [Additional recommended in FY2016 - \$1,000,000] | \$2,000,000 |

| CPC Rank | Capitol Planning Commission FY2015 Infrastructure Recommendations for Capitol Complex | FY2015 Request |
|-----------------|--|-----------------------|
| 6 | Monuments and Artwork Repair and Restoration Program Finish cleaning and restoring the statue atop the Soldiers & Sailors monument in FY15 and provide for annual cleaning and maintenance of the monuments on the Capitol Complex that do not have an endowment for annual maintenance. This will also provide funding for repair, restoration and conservation of interior and exterior artwork on the Capitol Complex that has been funded by the ½% Art in State Buildings Program. [Additional recommended in FY2016-2019 – \$50,000 annually] | \$75,000 |
| 7 | Capitol Complex Interior Painting Paint interior commons area throughout the buildings on a rotating basis. [Additional recommended in FY2016-2019 – \$54,000 annually] | \$54,000 |
| 8 | Capitol Complex Carpet Replacement Replace carpet throughout the Capitol Complex Commons area on a rotating basis as the life expectancy of carpet is 10 years. [Additional recommended in FY2016-2019 – \$98,000 annually] | \$98,000 |
| 9 | Ola Babcock Miller Building Stone Restoration Provides funding for architectural / engineering services and construction costs to repair stone failure on the south steps and landings located at the Ola Babcock Miller Building. | \$201,000 |

The Commission also wishes to identify its continuing interest in other important priorities for the Capitol Complex. The following are projects included in Fiscal Years 2016 through 2019 of the DAS Five Year Infrastructure Plan:

| CPC Rank | Capitol Planning Commission FY2016-2019 Infrastructure Recommendations for Capitol Complex | FY2016-19 Estimate |
|-----------------|---|---------------------------|
| 1 | Relocation Planning for Fleet Operations Currently scheduled in the DAS Five Year Plan for funding in FY2017-FY2018. The Commission feels relocation and subsequent demolition of the existing facility are very important to the aesthetics of the Capitol's West Front and urges that this project be moved forward to be funded in FY2016-2017 or sooner. | \$7,000,000 |
| 2 | Historical Building Renovation Construction Interior and exterior renovations of the Historical Building, which was built from 1984 to 1987. FY15 design costs have already been appropriated; construction costs would be phased over FY16 – FY19. | \$86,630,000 |
| 3 | West Capitol Terrace Phase 3 Currently scheduled in the DAS Five Year Plan for funding in FY2019. The establishment of the West Capitol Terrace has been widely appreciated by Iowa citizens. The Commission believes that completion of the Terrace is very important to the aesthetics of the Capitol's West Front and urges that this project be moved forward to be funded in FY2017 or sooner. | \$1,462,323 |

Infrastructure Maintenance Definitions

Capitol Complex Association Fee

The association fee is the “rent” that agencies located on the Capitol Complex pay for office space. The fee is intended to cover the day to day building operational costs, including the upkeep of mechanical systems (heating, ventilation, air conditioning; except for computer rooms), grounds (mowing, regular trimming, nursery, landscaping, snow removal), life, health and safety systems (fire alarms, sprinklers, automation), lock shop (key security, maintenance, internal recordkeeping, regular maintenance), and custodial services (cleaning of restrooms, vacuuming, hard floor care, trash/recycling, general cleaning). The fee is applied to the number of square foot utilized (and a pro-rated share of common area). This fee is currently \$3.46 per square foot.

Statewide Routine Maintenance

Routine maintenance projects are expenditures for regular upkeep of land, buildings, and equipment including recurring, preventive and on-going maintenance necessary to delay or prevent failure of critical and non-critical building systems and equipment. Building operational costs are not considered routine maintenance. Examples of routine maintenance include:

- filter changes,
- painting and caulking,
- minor repair of components, and
- other activities planned and performed at regular intervals normally established by manufacturers.

Statewide routine maintenance has not been funded since FY2010.

Statewide Major Maintenance

Expenditures made beyond the regular, normal upkeep of land, buildings, and equipment for the repair or replacement of failed or failing building components as necessary to return a facility to its currently intended use, to prevent further damage, or to make it compliant with changes in laws, regulations, codes or standards. Examples of major maintenance include:

- repair or replacement of components such as roofs, boilers and windows,
- additions or changes to safety systems such as fire alarms, fire sprinklers and security systems, and
- necessary changes to facilities to meet regulatory requirements of the Americans with Disabilities Act (ADA) or other codes and standards.

Annual statewide major maintenance funding has ranged from \$195,000 to \$16,000,000 since FY2010.

Statewide Capital Projects

Capital projects are generally those projects with a cumulative cost equaling or exceeding \$250,000 and requiring specific review and recommendations from the Governor, as defined in 8.3A of the Code of Iowa. Examples of capital projects include new construction and major building renovations. Funding for capital projects on the Capitol Complex has ranged from \$0 to \$5,000,000 since FY2010.