

# State of Wyoming Capitol Master Plan

Space Utilization Options

PREPARED BY



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### APPENDIX

## EXECUTIVE SUMMARY

Carter Goble Lee (CGL) was retained by the Wyoming State Legislature's Select Committee on Legislative Facilities, through the Wyoming Department of Administration and Information's Construction Management Division and the Wyoming Legislative Services Office, to analyze current and future space needs of State Capitol occupants. Phase I of the project included on-site interviews/observation and concluded with a statement of long-term space needs for the Legislative Branch of Government. Phase II of the project was broadened to include a comparison of benchmark space needs identified in Phase I to the existing space available in the Capitol, analysis of the space needs for the Executive Branch offices located primarily on the first floor and basement, and identification of options to met the space needs for current Capitol occupants.

### Capitol Space Needs

**Legislative Branch Space Needs.** Based on discussions with Legislative staff, the Legislative Branch space needs prepared in Phase I were updated to reflect Management Council's approval of using generic hearing rooms to hold legislative standing committee meetings for the House and Senate. The Council recommended the use of six generic hearing rooms for use by both the House and Senate. As part of the review process, Council approved including all the Legislative Support Services identified by Consultant for inclusion in the long-term space plan.

The updated space requirements for the Legislative Branch based on six generic/ shared hearing rooms by the House and Senate and the original space projections for the Legislative Service Office (LSO) and Legislative Support Spaces results in nearly 78,000 square feet, about 38,000 additional square feet (96% increase) over the existing total of 39,757. By far (58%) of this increase for Legislative space needs is related to improved hearing rooms, public support spaces, and spaces for the public media functions. Note, the total does not include the addition of 10,000 square feet to provide private work spaces for Members away from the respective floors.

**Executive Branch Space Needs.** Forecasting future space requirements of the Elected Branch components was based on interviews with representatives for the Elected Officials and Attorney General; anticipated growth in State population that could impact workload; and the application of similar space standards that were used to estimate Legislative office needs. Following the interviews and the analysis of historical trends in staff growth, forecast of future staff requirements were prepared and reviewed with representatives for the Elected Officials and Attorney General. These staff estimates were multiplied times a space standard that reflects a combination of current allocation in some instances and an "industry standard" in other instances to arrive at a projected 2025 year space requirement.

Space needs for the Executive Branch functions in the Capitol are projected to increase 17.8% over the next eighteen years from the existing total of 26,300 square feet to nearly 31,000 square feet. Based on the identification of functions/services provided, insights gathered from the interviews, and frequency of interaction between the respective Executive Branch offices and the Legislative Branch, the Consultant identified the functions that require an Immediate, Close, or Remote adjacency to the Capitol. Strong inter-department adjacencies/relationships exist between the:

- Governor and Legislature;
- Governor and Attorney General;
- Governor and Secretary of State; and
- Auditor and Treasurer.

In addition to the Capitol functions, intra-department relationships exist for the following: Governor between the Capitol and Herschler Building; Attorney General between the Capitol, Herschler Building, and Pioneer Building; and Treasurer between the Capitol and Hansen Building.

**Summary of Space Needs.** The major space drivers for the Legislative Branch and Executive Branch functions in the Capitol include:

- Legislative Branch - two legislative chambers; hearing rooms; work and storage spaces for leadership, legislative services staff, support and sessions staff; and various public and staff support spaces to include print/broadcast media services, lobbyist service center, security center, medical support, and public information services.
- Executive Branch - work and storage spaces for officials and staff; meeting rooms; and public reception areas - typical office environment.

A summary of the Legislative and Executive space needs for functions currently housed in the Capitol is provided in the following table. The combined 2025 space needs for both branches is 108,560 square feet, nearly 42,500 additional square feet greater than the existing total of 66,112.

**Executive Summary Space Table**

Space Designation	DGSF		Comments
	Existing	2025 Needs	
<b>Legislative Branch</b>			
Senate	12,758	21,119	Based on 6-generic shared hearing rooms
House	12,910	21,765	Based on 6-generic shared hearing rooms
Legislative Service Office	10,873	13,013	All space required to meet minimum standards
Support/Public Spaces	3,216	21,870	Recommend all spaces
<b>Total</b>	<b>39,757</b>	<b>77,766</b>	Based on shared hearing rooms/excludes legislator offices
<b>Executive Branch</b>			
Governor	3,095	4,225	Executive Office only, excludes functions in Herschler
Attorney General	2,005	1,160	Executive Office only, excludes functions in Herschler & Pioneer
Auditor	7,829	8,990	Includes all functions
Secretary of State	8,316	9,570	Includes all functions
Treasurer	4,061	5,800	Excludes function in Hansen
Common	1,049	1,049	Shared common spaces
<b>Total</b>	<b>26,355</b>	<b>30,794</b>	
<b>Grand Total</b>	<b>66,112</b>	<b>108,560</b>	Capitol functions only, excludes legislator offices
<b>Space Deficit</b>		<b>(42,448)</b>	

Source: April 2007 and updated April 2008.

### Research on Other State Capitols

The Consultant researched historic and planned expansions of US state capitols to determine if space needs have been accommodated through expansion to the existing capitol, underground expansion connected to the existing capitol, or a new building. In addition, the Consultant researched which legislative, executive, and judicial branch functions are housed within existing capitols of "citizen" legislatures, as defined by the National Conference of State Legislatures (NCSL). A summary of lessons learned from all the research conducted is below:

- ✓ Many states have reached the point where the legislative, executive, and judicial branches cannot all remain domiciled within the existing historic capitols.

- ✓ Several capitols added wings/expansions in the late 1800s and early 1900s.
- ✓ Capitol expansion projects since the mid-1990s have been a mix of underground expansion and adjacent new building additions.
- ✓ Citizen legislatures typically house a majority of the legislative functions (exceptions are legislator offices and hearing rooms) and a mixture of executive/elected offices (all include the Governor) in the capitol.
- ✓ Majority of citizen legislatures provide offices/work spaces to legislators beyond the chamber floors.

### Space Development Options

Wyoming has spatial demands of 42,500 square feet more than is available in the Capitol to meet the 2025 year needs of the Legislature, Elected Officials, and Attorney General functions. This total is only part of the total need for space by State agencies. In conjunction with evaluating the needs of State agencies in owned and leased buildings in close proximity to the Capitol, the following general approaches to meeting the 42,500 square foot shortfall of the Legislative and Executive Branches should be considered. While a number of options exist on sites within a few blocks of the Capitol, the options below represent those that are potentially accessed by an existing or future tunnel connection from the Capitol.

1. Utilize the first and/or second floors of the Herschler Building and relocate impacted agencies;
2. Construct a new building at the St. Mary' site; or
3. Extend the existing Capitol on either/and the east or west sides.

While Option 1 provides the simplest and lowest cost solution for addressing some of the Legislative and Executive Branch space needs in an existing facility closest to the Capitol, Options 2 and 3 provide the best opportunity for implementing a strategy that best addresses long-term space needs of state government functions.

### Transition Steps

Through the efforts of Phases I and II, the long range needs of the Legislature and Elected Officials currently located in the Wyoming State Capitol have been identified at approximately 42,500 square feet more than the space available in the Capitol. This report has also addressed options to meet the 2025 space need through expansion in the Herschler Building or construction of a new State Office Building. The biggest challenge facing the State is phasing the expansion since some of the 2025 need (e.g., staff offices) will occur gradually during the next 17 years, but improvements for hearing rooms and other spaces that enhance the public involvement with State government should be undertaken as quickly as possible.

The “trigger” that will initiate the complicated “domino” impact will be the need to upgrade the existing infrastructure in the Capitol, which will require relocating all functions in the Capitol for 12 to 24 months, much like what is currently occurring in the State Supreme Court Building. The following is a summary of the timeframe and key steps towards a phased implementation of the space needs.

#### **Years 2008 – 2011**

1. Approve the long range space needs master plan.
2. Select future option for accommodating long range Capitol space needs.
3. Develop a statement of requirements for infrastructure improvements in the Capitol.
4. Prepare comprehensive space needs plan for all State agencies in Cheyenne.
5. Complete the study for the St. Mary's Office Building.
6. Prepare strategy for meeting needs of the "Interim Capitol".
7. Prepare construction documents for infrastructure improvements in Capitol.
8. Complete construction documents for St. Mary's State Office Building.

#### **Years 2012 - 2015**

9. Vacate State Capitol.
10. Complete construction of St. Mary's Office Building.
11. Relocate all Legislative and Executive Branch functions to Interim Capitol.
12. Finalize re-occupancy plan for the State Capitol.

#### **Years 2015 – 2025**

13. Re-occupy Capitol.
14. Re-locate Legislative and Executive Branch agencies to adjacent buildings as needed.

### **Phase II Conclusion**

The Legislative and Executive Branch functions in the Capitol have a spatial demand of 42,500 square feet more than is available in the Capitol to meet the projected 2025 year needs. This total is only part of the total need for space by State agencies. In conjunction with evaluating the needs of State agencies in owned and leased buildings in close proximity to the Capitol, three general approaches to meeting the 42,500 square foot shortfall of the Legislative and Executive Branches have been identified: (1) utilize the first and/or second floors of the Herschler Building and relocate impacted agencies; (2) construct a new building at the St. Mary' site; or (3) extend the existing Capitol on the east and/or west sides. Finally, a timeline and phased approach over the next seventeen years to implementing a long-term space solution in light of the planned renovation of the Capitol and development of the St. Mary's site is provided.

## INTRODUCTION

Carter Goble Lee (CGL) was retained by the Wyoming State Legislature's Select Committee on Legislative Facilities, through the Wyoming Department of Administration and Information's Construction Management Division and the Wyoming Legislative Services Office, to analyze current and future space needs of State Capitol occupants. Phase I of the project included on-site interviews/observation and concluded with a statement of long-term space needs for the Legislative Branch of Government. Phase II of the project was broadened to include a comparison of benchmark space needs identified in Phase I to the existing space available in the Capitol, analysis of the space needs for the Executive Branch offices located primarily on the first floor and basement, and identification of options to met the space needs for current Capitol occupants.

## LEGISLATIVE BRANCH SPACE NEEDS (PHASE I) UPDATE

Based on discussions with legislative staff, the Legislative Branch space needs prepared in Phase I were updated to reflect Management Council's approval of using generic hearing rooms to hold legislative standing committee meetings for the House and Senate. The Council recommended the use of six generic hearing rooms for use by both the House and Senate. As part of the review process, Council approved including all the Legislative Support Services identified by Consultant for inclusion in the long-term space plan.

Table 1 presents the updated space requirements for the Legislative Branch based on six generic/ shared hearing rooms for use by the House and Senate and the original space projections for the Legislative Service Office (LSO) and Legislative Support Spaces. Note, however, the optional addition of 10,000 square feet to provide private work spaces for Members away from the respective floors is not included. As shown in Table 1, the total long-term space need for the Legislative Branch, excluding legislator offices, is nearly 78,000 square feet.

In addition to a review of the Phase I space needs, the Council approved the space adjacency recommendations prepared by the Consultant. For reference, Figure 1 provides the recommended Legislative Space Adjacency based on the function/service provided and required adjacency to the legislative chambers. Each classification is defined as follows:

- Immediate – within one of two floors from the chambers.
- Close – within the building, not necessarily with 1 or 2 floors from the chambers (i.e. Basement).
- Remote – within an adjacent building.

**Table 1**  
**Legislative Branch Space Needs Update - Generic Hearing Rooms**

Space Designation	Current Space	2025 Need
<b>Senate</b>		
Senate Chamber, Lobbies, and Halls	6,378	6,353
Senate Leadership Offices	1,272	2,025
Senate Private Telephone Room	202	219
Members' Conference Room	-	1,215
Members' Lounge/Toilets	465	656
Generic Senate Hearing Room	3,384	5,103
Hearing Room 1		851
Hearing Room 2		851
Hearing Room 3		851
Hearing Room 4		851
Hearing Room 5		851
Hearing Room 6		851
Committee Chair Offices	-	2,916
Committee Secretary Pool	-	607
Support Space for Session Functions	1,057	2,025
Session Staff Workstations	760	1,013
Senate Staff Work Room	146	608
Storage, Supplies, & Toilets	151	405
<b>Total Senate Space Needs</b>	<b>12,758</b>	<b>21,119</b>
<b>House</b>		
House Chamber	5,623	6,237
House Leadership Offices	843	1,890
Member Private Telephone Room	190	219
Members' Conference Room	1,073	1,215
Members' Lounge/Toilets	625	875
Generic House Hearing Room	3,363	5,103
Hearing Room 1		851
Hearing Room 2		851
Hearing Room 3		851
Hearing Room 4		851
Hearing Room 5		851
Hearing Room 6		851
Committee Chair Offices	-	2,329
Committee Secretary Pool	-	607
Support Space for Session Functions	1,193	3,291
Session Staff Workstations	596	1,645
House Staff Work Room	380	987
Storage, Supplies, & Toilets	217	658
<b>Total House Space Needs</b>	<b>12,910</b>	<b>21,765</b>

Space Designation	Current Space	2025 Need
<b>Legislative Service Office</b>		
Administrative Services		1,786
Legal Services Division		3,499
Budget & Fiscal Section		1,094
School Finance Section		875
Program Evaluation Section		1,531
Information Technology Section		1,215
Research & Information Services		2,406
Session-Only Staff		608
<b>Total LSO Space Needs</b>	<b>10,873</b>	<b>13,013</b>
<b>Legislative Support Services</b>		
Joint Appropriations Hearing Room	1,070	3,750
Large Public Hearing Room	-	5,625
Shared Conference Room	536	500
LSO Intern Staff		1,276
Public Information Services	-	3,774
Library/Resource Center	-	211
Press Briefing	-	1,000
Members' Tele-Conference Center	-	1,500
Public & Legislator Meeting Space	-	1,063
Security Center	-	405
Print & Electronic Media Services	702	1,800
Lobbyist Service Center	700	1,890
Medical Support	166	270
Public Cafeteria	-	1,500
Staff Lounge/Toilets	42	1,080
<b>Total Legislative Sup.Space Needs</b>	<b>3,216</b>	<b>21,870</b>
<b>Legislative Total</b>	<b>39,757</b>	<b>77,766</b>

**Figure 1**  
**Legislative Branch Space Adjacency**

Space Designation	Immediate	Close	Remote
<b>Senate</b>			
Senate Chamber	√		
Senate Leadership Offices	√		
Senate Private Telephone Room	√		
Senator Private Work Stations			√
Members' Conference Room	√		
Members' Lounge/Toilets	√		
Dedicated Senate Hearing Room		√	
Generic Senate Hearing Room		√/portion	√/portion
Committee Chair Offices (w/secretary)			√
Support Space for Session Functions	√		
<b>House</b>			
House Chamber	√		
House Leadership Offices	√		
Member Private Telephone Room	√		
House Member Private Work Stations			√
Members' Conference Room	√		
Members' Lounge/Toilets	√		
Dedicated House Hearing Room		√	
Generic House Hearing Room		√/portion	√/portion
Committee Chair Offices (w/secretary)			√
Support Space for Session Functions	√		
<b>Legislative Service Office</b>			
Administrative Services		√	
Legal Services Division	√		
Budget & Fiscal Section	√		
School Finance Section	√		
Program Evaluation Section			√
Information Technology Section		√	
Research & Information Services		√	
LSO Intern Staff			√
Temporary Staff		√	
<b>Legislative Support Services</b>			
Joint Appropriations Hearing Room	√		
Large Public Hearing Room			√
Public Information Services			
Library/Resource Center			√
Press Briefing	√		
Members' Tele-Conference Center			√
Public & Legislator Meeting Space	√		
Security Center			√
Print & Broadcast Media Services			√
Lobbyist Service Center			√
Medical Support Center	√		
Staff Lounge/Toilets		√	

Source: CGL; January 2007 and updated February 2007.

## OVERVIEW OF EXECUTIVE BRANCH FUNCTIONS IN CAPITOL

### Governor

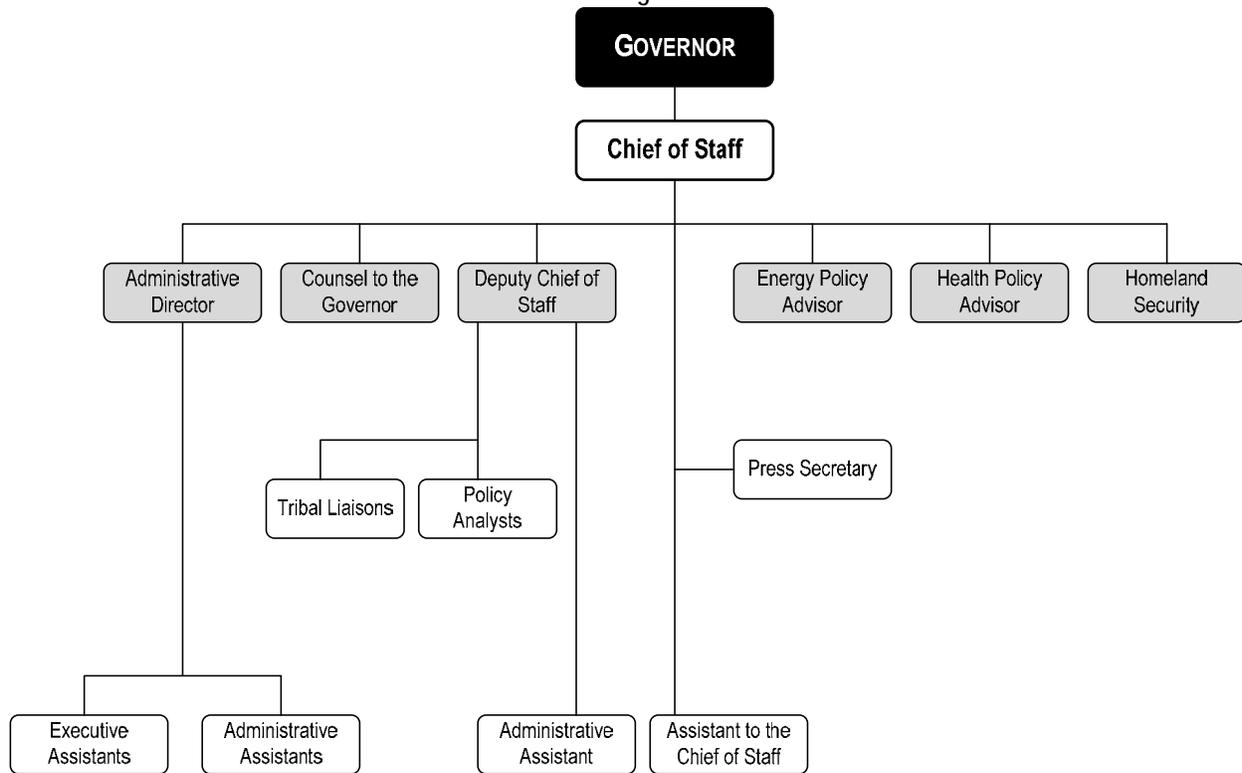
**Mission/Function.** The Governor is the chief executive officer of the state of Wyoming. As defined by Wyoming statutes, the governor *formulates and administers executive policy and exercises general supervision, direction, and control over the executive branch of state government.* As defined in Article 4 of the Wyoming Constitution, the duties of the Governor's Office include:

- *Formulating and administering policy;*
- *Directing the executive branch of state government;*
- *Appointing individuals to state offices, boards, commissions, judicial positions and U.S. Senate vacancies;*
- *Serving as commander in chief of the military forces of the state;*
- *Submitting biennial balanced budgets;*
- *Executing all laws;*
- *Declaring a state of emergency in a disaster;*
- *Recommending measures for legislative action;*
- *Approving or vetoing legislation and disapproving part(s) or item(s) of any bill making appropriations of money or property;*
- *Convening the Legislature on extraordinary occasions;*
- *Granting pardons, commutations, reprieves and suspending executions when appropriate;*
- *Approving financial transfers and contracts;*
- *Serving on boards and commissions;*
- *Remitting fines and forfeitures when appropriate;*
- *Responding to constituent inquiries;*
- *Performing ceremonial duties;*
- *Providing information and advocacy to the public regarding the state's interests; and*
- *Utilizing state agency expertise on specific issues, soliciting, and coordinating appropriate agency comment on pending federal land issues.*

**Organization.** Per the *Wyoming Government State Annual Report 2007*, the Governor's Office to include the State Planning Office and the Office of Homeland Security employs 54 full-time and 1 part-time staff. [Note: Half of the positions (25) are under the Office of Homeland Security.] An organization chart for the Governor's Office is provided in Figure 2 on the following page.

The Capitol serves as the executive office for 13 staff to include the Governor, key administrative and policy/planning staff (i.e., Chief of Staff, Counsel to the Governor, Press Secretary, Energy and Telecommunications Policy Advisor, and Healthcare Policy Advisor), and support. Remaining administrative and planning staff, the Office of Homeland Security, and interns are located in the Herschler Building.

Figure 2  
Governor's Office Organizational Chart



**Space Considerations.** On-site observation and interviews were conducted in May of 2007 and February of 2008 with the following staff.

- Chief of Staff, Chris Boswell

A summary of the comments received from meeting with staff is below.

- Proximity to Governor for executive staff is critical.
- Staffing in the Capitol office varies depending on needs of the Governor.
- All interns are located in the Herschler Building.
- Executive office would use more interns if space available in the Capitol.
- The executive office has more visitors in the summer – once /twice day for groups.

**Primary Interactions.** The Governor's Executive Office primarily interacts with the:

- General public;
- Legislators;
- Governor's Planning and Homeland Security Offices;
- Attorney General Executive Office;
- Secretary of State Administrative Office; and
- Heads of state departments/agencies.

**Capitol Significance.** The Capitol serves as a symbolic location for the State's leadership, and the Governor serves as the chief executive officer for the State.

**Attorney General**

**Mission/Function.** The Attorney General is appointed by the Governor and serves as the chief legal officer for the State. The Attorney General's Office provides legal services, law enforcement assistance, training and certification, and compensation to victims of crime. As defined in Wyoming statutes and described in the *State Annual Report*, the primary functions of the Attorney General include:

- *Provides legal representation and/or services to all state agencies, boards, commissions, elected and appointed state officials, law enforcement agencies, legislators, county and district attorneys, consumers, and consumers of and providers of medical services;*
- *Assists local and federal law enforcement agencies by investigating drug offenses, violent crimes and internet crimes against children; providing forensic evidence analysis; and providing criminal history information;*
- *Provides basic training to peace officers, detention officers, dispatchers and coroners; and advanced training to law enforcement officers in the state;*
- *Manages the Crime Victim Compensation fund which provides financial assistance to victims of violent crime, provides training, technical assistance and support to local community victim service providers, and monitors the funds that are distributed to local agencies; and*
- *Certifies law enforcement officers, correctional officers, dispatchers, coroners and deputy coroners.*

**Organization.** The Attorney General is organized into a Law Office, Division of Criminal Investigation, Law Enforcement Academy, and Peace Officer Standards and Training Commission. An organizational chart for the Attorney General's office is provided in Figure 3 on the following page.

According to the *State Annual Report 2007*, the Attorney General's Office has 255 authorized employees. An allocation of staff by main function, as abstracted from the 2006 and 2007 annual reports, is provided in Table 2.

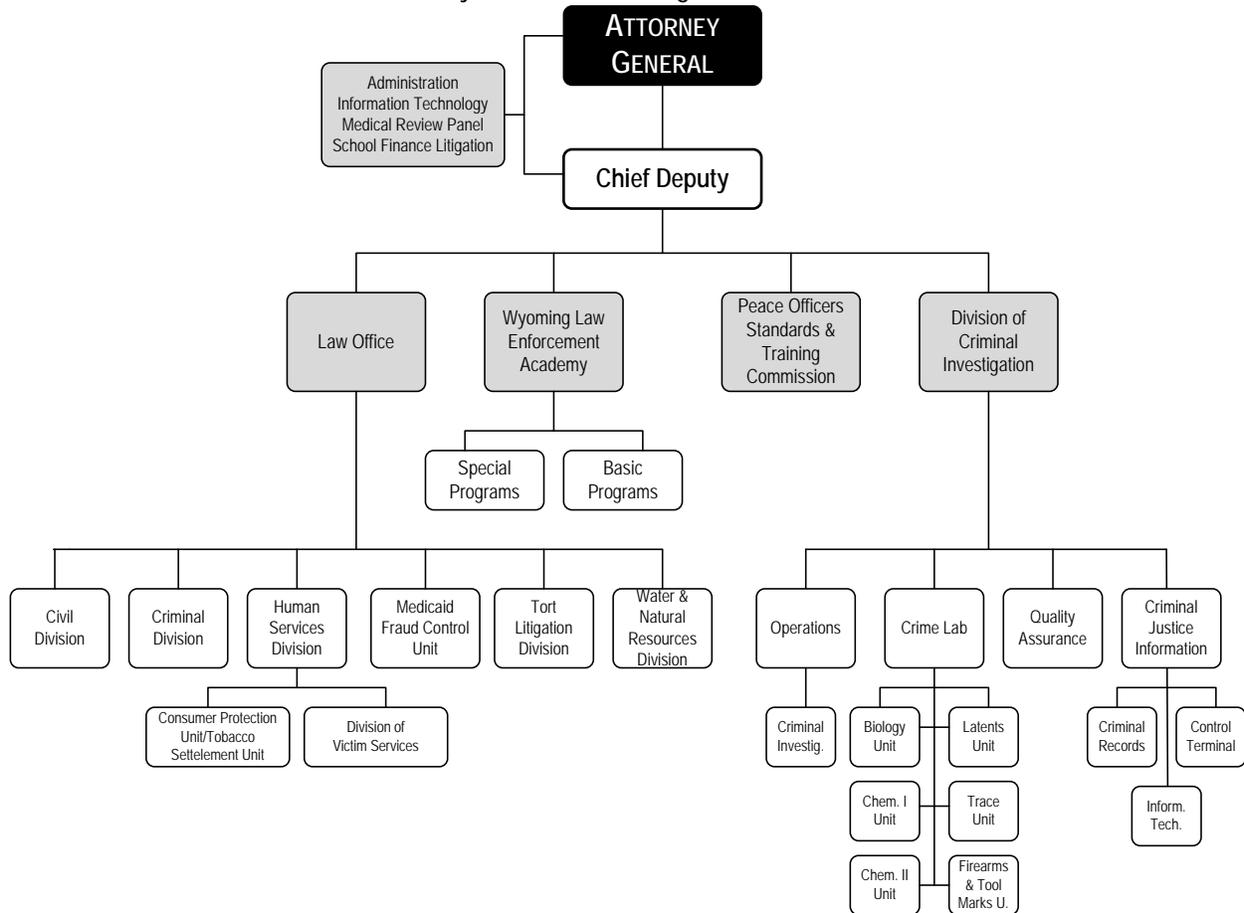
**Table 2  
 Attorney General's Office Staff Allocation**

Function	Percent	Total Staff
Law Office	44%	112
Criminal Investigations	35%	89
Law Enforcement Academy	16%	41
Victim Services	4%	10
Peace Officer Standards & Training	1%	3
<b>Total</b>	<b>100%</b>	<b>255</b>

Source: *Wyoming State Government Annual Report 2006 and 2007*, calculations by CGL; March 2008.

The Capitol office serves as the executive office for the Attorney General and 3 key staff. The Attorney General occupies about 10,500 square feet in the Herschler Building and 30,000 square feet in the Pioneer Building. In addition to locations in Cheyenne, the Attorney General has offices in Douglas, Casper, Gillette, Powell, Rock Springs and satellite offices in Evanston, Jackson, Laramie, Pinedale, Riverton, Rawlins, and Sheridan.

Figure 3  
 Attorney General's Office Organizational Chart



**Space Considerations.** On-site observation and interviews were conducted in May of 2007 and February of 2008 with the following staff.

- Attorney, Debbie Jorgensen

A summary of the comments received from meeting with staff is below.

- Victim Services is located in Herschler Building.
- Majority of staff located in Pioneer Building, some space for growth.
- No growth in staff under current administration.
- Visitors to executive office are primarily from other Attorney General functions (Criminal Investigations Division and Consumer Protection Unit), Governor's office, and Secretary of State's Rules office - not much public.
- Executive office has a close working relationship with Governor's office.
- Past discussions on establishing a Judicial Complex.

**Primary Interactions.** The Attorney General's Executive Office primarily interacts with the:

- Governor's Executive Office;
- Secretary of State Rules Office; and
- Heads of other Attorney General departments.

**Capitol Significance.** Under the current administration, proximity to the Attorney General is critical for the Governor.

## Auditor

**Mission/Function.** The State Auditor, one of five state elected officials, serves as the State's comptroller and chief accountant and custodian of state financial records. As defined in the *State Annual Report 2007*, the Office's primary responsibilities include:

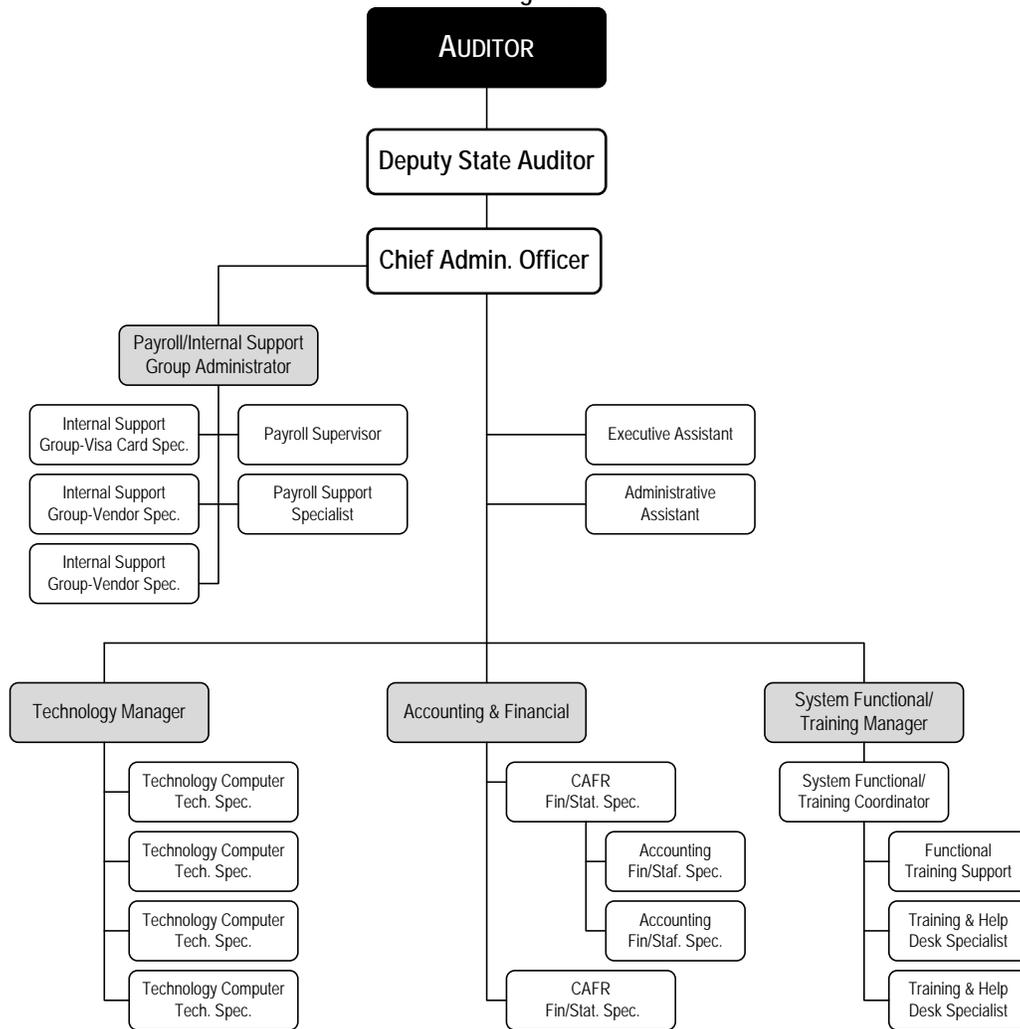
- *Maintains and operates the statewide payroll system, used by all three branches of government.*
- *Maintains and operates the statewide accounting system, used by all three branches of government.*
- *Tracks fund balances and cash balances, which reconcile daily to the State Treasurer's account balances.*
- *Produces the Comprehensive Annual Financial Report (CAFR) through the extraction of information from the accounting system, payroll system, and other data collecting systems.*
- *Trains agency fiscal staff on the use of the financial system, payroll system, and infoAdvantage report system, and provides constant Help Desk and one-on-one services for access by agency users.*

**Organization.** Per the *State Annual Report 2007*, the Auditor's Office has 26 authorized full-time positions and 1 contractor position. In addition to administrative staff, the Office has the following four divisions:

- Accounting & Financial Reporting Division – prepares CAFR, loads legislative appropriations to agency budgets, and maintains fixed asset system.
- Technology Division – provides the technical operation of the State's financial and payroll system.
- System Functional and Training Division – oversees State's financial and payroll systems.
- Payroll/Internal Support Division – provides payroll support, vendor file maintenance, purchasing card/travel card program, and various other supportive administrative functions for agencies.

An organizational chart for the Auditor's Office is provided in Figure 4 on the following page. The Capitol serves as the Auditor's main office. In addition, the Auditor occupies about 1,280 square feet in the Herschler Building.

Figure 4  
 Auditor's Office Organizational Chart



**Space Considerations.** On-site observation and interviews were conducted in May of 2007 and February of 2008 with the following staff

- Deputy State Auditor, Vicci Colgen
- Chief Administrative Officer, Carolyn Teter
- Executive Assistant, Susan Green

A summary of the comments received from meeting with staff is below.

- All Auditor functions integrated and need to be co-located.
- Office has a close working relationship with Treasurer's Office.
- Auditor staff work with legislative staff regarding appropriations and agency budgets.
- Auditor receives a lot of public/foot traffic, primarily from other state agencies.
- Training function uses room/space in Herschler for large groups.

- Auditor annually hires consultants to prepare CAFR and needs an assigned working space, as consultants currently housed in a legislative committee room for several months at a time.

**Primary Interactions.** The Auditor's Office primarily interacts with the:

- Treasurer's Office;
- Legislators and legislative staff; and
- Staff from other state departments/agencies.

**Capitol Significance.** The Auditor is one of the five elected State officials and assists the legislature by loading legislative appropriations to agency budgets.

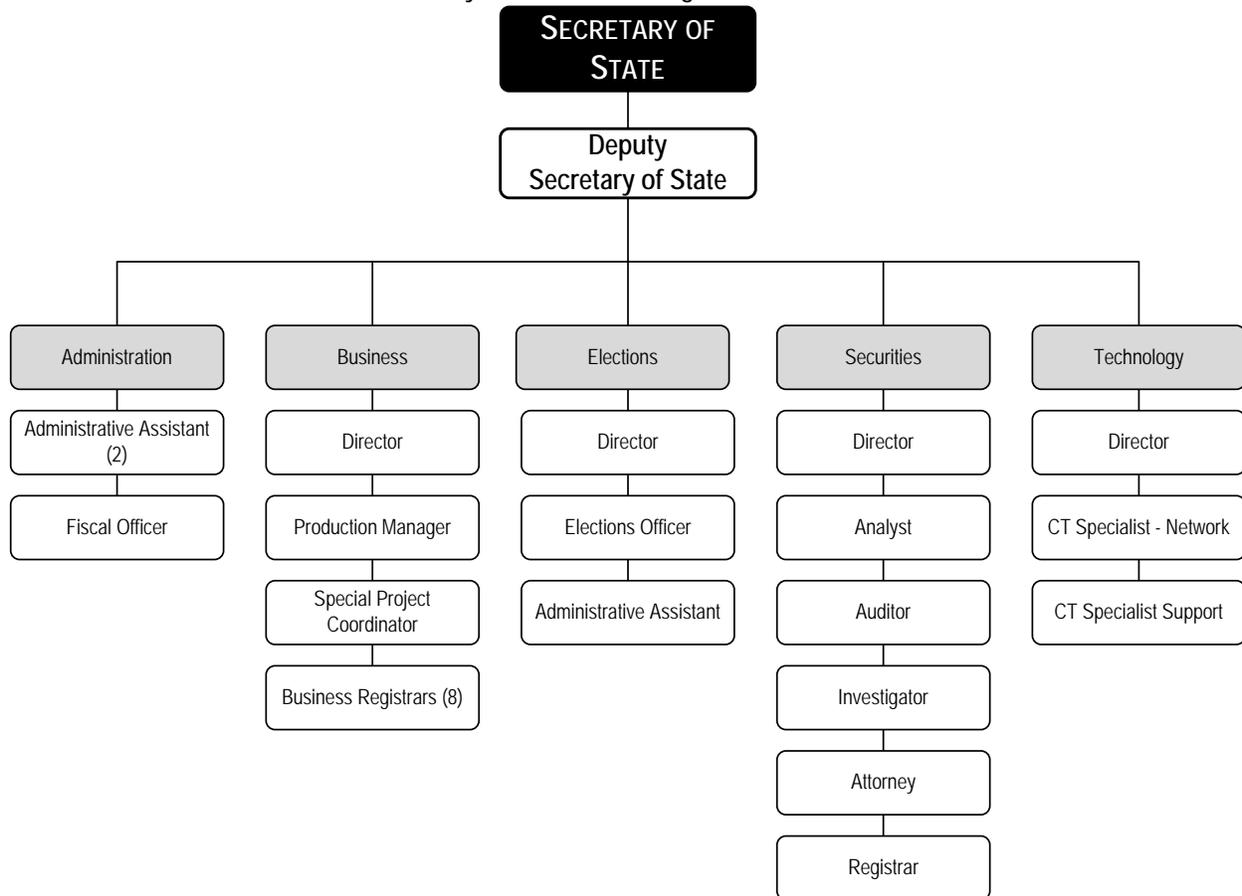
## Secretary of State

**Mission/Function.** The Secretary of State serves as the record keeper of Wyoming and, in this capacity, serves as the State's Chief Elections Officer, Securities Commissioner, Notaries Public Commissioner and Corporations Administrator, and keeper of the Great Seal. All of Wyoming's laws and rules are kept in storage in the Secretary of State's office. When the Governor travels out-of-state, the Secretary of State is the acting Governor. The Secretary of State's Office has five primary functions as described by the *State Annual Report*:

- *Administrative - provides all administrative services including fiscal and personnel services; preserves the recognized symbols of the state, legislative journals and other state documents; and performs all duties associated with state elected officials.*
- *Business - administers Wyoming Statutes pertaining to the registration of corporations and other business entities, trademarks and trade names, liens and searches; files state agency rules; and commissions notaries public.*
- *Elections - assists with general, primary, bond, municipal and special district elections; processes campaign finance disclosure reports; verifies petitions for independent candidates, initiatives, referendums and new political parties; answers questions pertaining to elections; generates voter registration lists; processes candidate applications; produces elections publications; and registers lobbyists and retains lobbyist disclosure reports.*
- *Securities - regulates the issuance and sale of securities, broker-dealers, agents (the individuals and companies who sell securities); enforces securities statutes; and informs and educates investors about fraudulent securities promotions.*
- *Technology - Provides project management and oversight for the building, updating and maintaining of the agency's many service applications including; business registration and reporting, UCC lien filing, securities, elections, voter registration, notaries and state rules programs. Provides computer technology support to the Agency for day to day operations.*

**Organization.** According to the *State Annual Report 2007*, the Secretary of State has 28 authorized employees. The Secretary of State's Office is organized in the five divisions as described previously and illustrated in Figure 5. All of Secretary of State's Office staff is located in the Capitol.

Figure 5  
 Secretary of State's Office Organizational Chart



**Space Considerations.** On-site observation and interviews were conducted in May of 2007 and February of 2008 with the following staff.

- Secretary of State, Max Maxfield
- Deputy Secretary of State, Patricia O'Brien Arp

A summary of the comments received from meeting with staff is below.

- The contact with the general public is higher for Secretary of State functions than other elected officials in Capitol.
- To maintain size of operation, Secretary of State staff must interface and office must stay consolidated.
- There is a general need for additional storage space.
- Secretary of State's Office is often assigned new responsibilities as defined through legislation and/or the Governor.

**Primary Interactions.** The Secretary of State's Office primarily interacts with the:

- General public to include business entities, attorneys, bankers, financial institutions, accountants, individuals who purchase securities investments, all members of the public who participate in elections, notaries public, state agencies filing agency rules, lobbyists, all elected officials required to file ethics reports, etc (Secretary of State's Business, Elections, and Securities Divisions);
- Governor's Executive Office (Secretary of State's Executive Office); and
- Attorney General's Executive Office (Secretary of State's Rules Division).

**Capitol Significance.** When the Governor travels out-of-state, the Secretary of State is the acting Governor.

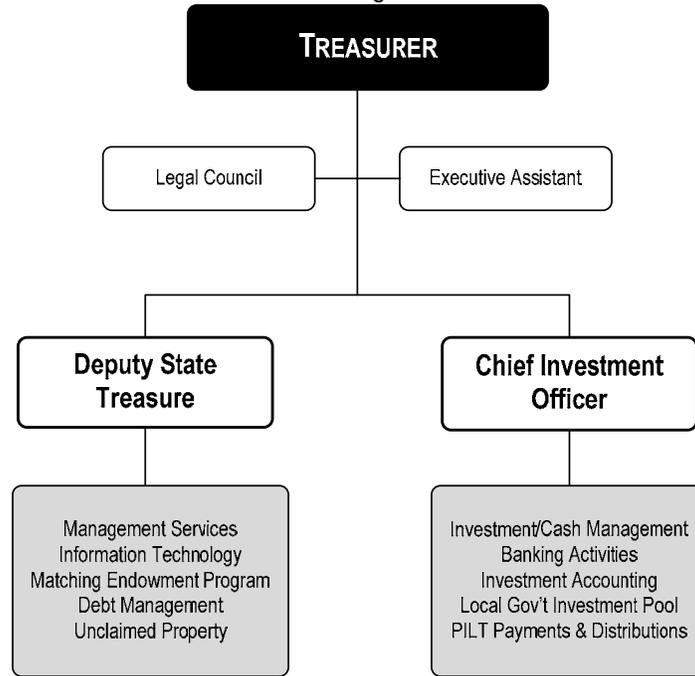
## Treasurer

**Mission/Function.** The State Treasurer, one of the five statewide elected officials, serves as the banker for Wyoming. Per Wyoming statutes and as described in the *State Annual Report*, the Treasurer's primary functions include:

- *State Treasurer Activities - responds to the needs of the citizens through the various programs and activities required of the office as well as through the numerous boards and commissions served; and oversees agency administration to include all duties associated with a state elected official, fiscal and human resource services, and computer technology support.*
- *Investment of State Funds – invests and oversees state funds.*
- *Banking Activities and Cash Management - receives, reconciles, and deposits daily receipts from state agencies; validates and redeems state warrants (checks) from the bank each day; and manages the state's cash resources including the development of information to forecast the cash needs of the state.*
- *Special Legislative Projects - administers various legislative programs which involve accounting and distributing state and federal funds as prescribed by law to cities, towns, counties, the university, community colleges and state agencies.*
- *Unclaimed Property Program – administers program to include collecting and holding unclaimed funds and returning it to the rightful owners or heirs.*

**Organization.** According to the State Annual Report 2007, the Treasurer's Office has 26 authorized full-time positions and 2 at-will employee contract positions. All the divisions except for Unclaimed Property (7 staff) are located in the Capitol. Unclaimed Property is located in the Hansen Building. An organizational chart for the Treasurer's Office is provided in Figure 6.

Figure 6  
Treasurer's Office Organizational Chart



**Space Considerations.** On-site observation and interviews were conducted in May of 2007 and February of 2008 with the following staff.

- State Treasurer, Joseph Meyer
- Deputy State Treasurer, Sharon Garland

A summary of the comments received from meeting with staff is below.

- Unclaimed Property and Investment divisions are the growth areas.
- Functions have daily interaction with Auditor.
- Functions have constant interaction with legislators during session.
- Unclaimed Property in Hansen Building has the most public interaction/visitors.
- Potential for new programs related to investments to be placed under the Treasurer.

**Primary Interactions.** The Treasurer's Office primarily interacts with the:

- Auditor's Office; and
- Treasurer's Unclaimed Property Division.

**Capitol Significance.** The Treasurer is one of the five elected State officials, and the Treasurer's Office works closely with the Auditor's Office.

## Space Adjacency

Based on the identification of functions/services provided, insights gathered from the interviews, and frequency of interaction between the Elected Officials, Attorney General, and Legislative Branch, the Consultant identified the functions that require an Immediate, Close, or Remote adjacency to the Capitol. Each classification is defined as follows:

- Immediate – within the Capitol building.
- Close – within an adjacent, connected building to the Capitol.
- Remote – within the Capitol Complex of State buildings.

**Figure 7**  
**Executive Branch Space Adjacency**

Space Designation	Adjacency to Capitol (as symbolic seat of government)		
	Immediate	Close	Remote
<b>Governor</b>			
Executive Office	√		
Planning Office		√	
Office of Homeland Security			√
<b>Attorney General</b>			
Executive Office	√		
Law Office			√
Division of Victim Services			√
Division of Criminal Investigations			√
Law Enforcement Academy			√
Peace Officer Standards & Training			√
<b>Auditor</b>			
Executive/Administrative Division	√		
Accounting & Financial Reporting Division	√		
Technology Division		√	
System Functional & Training Division		√	
Payroll /Internal Support Division		√	
<b>Secretary of State</b>			
Executive/Administrative Division	√		
Business Entities/Rules/Notaries		√	
Elections Division		√	
Securities Division		√	
Technology Division		√	
<b>Treasurer</b>			
Administrative & Legal Division	√		
Information Technology Group		√	
Accounting Group		√	
Human Resources Division		√	
Investment Division		√	
Unclaimed Property Division			√

Source: CGL; March 2008.

Strong inter-department adjacencies/relationships exist between the following:

- Governor and Attorney General;
- Governor and Secretary of State; and
- Auditor and Treasurer.

In addition to the Capitol functions, the following intra-department relationships exist:

- Governor – Capitol and Herschler Building.
- Attorney General – Capitol, Herschler Building, and Pioneer Building.
- Treasurer – Capitol and Hansen Building.

## EXECUTIVE BRANCH FUTURE NEEDS

In a master space plan, the size of individual offices/work stations is not as important as the total allocation of space for each staff position. For example, an office may be 100 square feet (SF), but the total space to support that office requires corridors, conference rooms, public counters, etc. The total *department gross square footage* (DGSF) is the sum of the various personnel, support, public, storage, equipment, and circulation net square footage spaces within the confines of that department including interior walls.

Using data provided by the State, the Consultant calculated the amount of existing DGSF currently occupied by each department and/or office. The Consultant then adopted an office DGSF per staff or unit allocation for each department based on the department's function, present space deficiencies, projected personnel growth derived from the alternative projection models, planned or anticipated functional or operational changes, and space standards based on generally accepted planning and design guidelines and/or the Consultant's experience in similar projects.

The recommended space standards are then applied against the estimated number of personnel/space units for each department/function to estimate total space needs in forecast intervals. This approach to master space planning is often called "block space planning" and is intended to allow a jurisdiction to test a variety of development options prior to developing a detailed architectural space program. Stressing again the methodology, the estimated requirements in the master plan are based upon assigning an aggregate amount of space per unit/personnel and are not based upon the development of a room-by-room identification of spaces. If and when the State decides to proceed with the actual design and construction of a specific building, an architectural space program will need to be developed for the architectural/ engineering design team.

Note that the proposed space standards are expressed as DGSF and that grossing factors must be added to determine total building size. *Building gross square feet* (BGSF) is the sum of all assignable (DGSF) spaces and non-assignable spaces to include exterior wall thickness, common public circulation area, public restrooms, stairwells, elevators, and mechanical spaces.

### Staff Needs

A summary of the existing allocation of Executive Branch staff in the Capitol and specific adjacent locations that work closely with Capitol staff is provided in Table 3. At present, the Capitol houses a total of 90 staff for the Elected Officials and Attorney General. In addition, Executive Branch staff requiring a close adjacency to offices in the Capitol is located in the Herschler, Hansen, and Pioneer Buildings.

**Table 3**  
**Executive Branch Existing Staff**

Executive Branch	2007 Staff	Comment
Governor	13	13 in Capitol & 18 w/interns in Herschler
Attorney General	4	4 in Capitol & 30-35 in Herschler/85-90 in Pioneer
Auditor	26	26 in Capitol
Secretary of State	29	29 in Capitol
Treasurer	18	18 in Capitol & 7 in Hansen Bldg.
<b>Total</b>	<b>90</b>	<b>Staff in Capitol</b>

Source: CGL; July 2007 and updated March 2008.

Based on a review of past staffing trends and discussions with representatives for the Elected Officials and Attorney General, future staff levels were prepared for each office by main division/unit. For the Governor and Attorney General, flat growth was adopted. For the Auditor, Treasurer, and Secretary of State, the current ratio of staff to state population was applied to future population projections. Table 4 presents a summary of the proposed 20-year Capitol-based staff for the Elected Officials and Attorney General.

**Table 4**  
**Executive Branch Projected Staff**

Item	2007	2010	2015	2020	2025
State Population <sup>1</sup>	522,620	540,040	559,210	579,090	598,343
Governor	13.0	13.0	13.0	13.0	13.0
Attorney General	4.0	4.0	4.0	4.0	4.0
Auditor	26.0	26.9	27.8	28.8	29.8
Administrative Division	5.0	5.2	5.4	5.5	5.7
Payroll/Internal Support Division	6.0	6.2	6.4	6.6	6.9
Technology Manager	5.0	5.2	5.4	5.5	5.7
Accounting & Financial Reporting	5.0	5.2	5.4	5.5	5.7
Functional Training/Support Division	5.0	5.2	5.4	5.5	5.7
Secretary of State	29.0	30.0	31.0	32.1	33.2
Administrative Division	6.0	6.2	6.4	6.6	6.9
Business Entities/Rules/Notaries	12.0	12.4	12.8	13.3	13.7
Elections Division	3.0	3.1	3.2	3.3	3.4
Technology Division	3.0	3.1	3.2	3.3	3.4
Securities Division	5.0	5.2	5.4	5.5	5.7
Treasurer	18.0	18.6	19.3	19.9	20.6
Administrative & Legal Division	6.0	6.2	6.4	6.6	6.9
Information Technology Group	2.0	2.1	2.1	2.2	2.3
Accounting Group	2.0	2.1	2.1	2.2	2.3
Human Resources	1.0	1.0	1.1	1.1	1.1
Investment Division	7.0	7.2	7.5	7.8	8.0
<b>Total</b>	<b>90</b>	<b>92</b>	<b>95</b>	<b>98</b>	<b>101</b>

Source: CGL; July 2007 and updated April 2008.

<sup>1</sup> Population to 2020 from Wyoming Department of Administration and Information, Economic Analysis Division; 2025 forecast by CGL; December 2006.

Staff for the Elected Officials and Attorney General located in the Capitol is projected to increase 11 positions over the next eighteen years from 90 to 101, an annual average growth rate of 0.67%.

## Space Needs

A summary of the existing allocation of Executive Branch space in the Capitol is provided in Table 5. Currently, the Executive Branch occupies about 26,300 square feet on the first floor and garden level.

**Table 5**  
**Executive Branch Existing Space**

Space Description	Existing		
	DGSF	Staff	DGSF/Staff
Governor	3,095	13	238
Attorney General	2,005	4	501
Auditor	7,829	26	301
Secretary of State	8,316	29	287
Treasurer	4,061	18	226
Common	1,049	NA	NA
<b>Total</b>	<b>26,355</b>	<b>90</b>	<b>293</b>

Source: CGL; July 2007 and updated March 2008.

Based on private and public sector standards and the Consultant's experience in space planning, the Consultant adopted a DGSF/staff allocation for each Elected Official and Attorney General office by reviewing the function to determine: (1) the mix of private offices versus open workstations; and (2) the types and sizes of support spaces (conference rooms, library, storage, etc.). Note that the average DGSF/staff is higher as the office staff size becomes smaller, as the amount of support space can be higher or equal to the amount of office/assigned space. The following block space standards were applied: 325 DGSF/staff for Governor; and 290 DGSF/staff for the Attorney General, Auditor, Treasurer, and Secretary of State. Future space needs for the Elected Officials and Attorney General were calculated for 2010, 2015, 2020, and 2025 by multiplying the projected staff by the proposed DGSF space standards.

**Table 6**  
**Executive Branch Projected Space**

Item	Standard	2010	2015	2020	2025
Governor	325	4,225	4,225	4,225	4,225
Attorney General	290	1,160	1,160	1,160	1,160
Auditor	290	7,540	7,540	8,990	8,990
Administrative Division	290	1,450	1,450	1,740	1,740
Payroll/Internal Support Division	290	1,740	1,740	2,030	2,030
Technology Manager	290	1,450	1,450	1,740	1,740
Accounting & Financial Reporting	290	1,450	1,450	1,740	1,740
Functional Training/Support Division	290	1,450	1,450	1,740	1,740
Secretary of State	290	8,410	8,700	9,280	9,570
Administrative Division	290	1,740	1,740	2,030	2,030
Business Entities/Rules/Notaries	290	3,480	3,770	3,770	4,060
Elections Division	290	870	870	870	870
Technology Division	290	870	870	870	870
Securities Division	290	1,450	1,450	1,740	1,740
Treasurer	290	5,220	5,220	5,800	5,800
Administrative & Legal Division	290	1,740	1,740	2,030	2,030
Information Technology Group	290	580	580	580	580
Accounting Group	290	580	580	580	580
Human Resources	290	290	290	290	290
Investment Division	290	2,030	2,030	2,320	2,320
Common		1,049	1,049	1,049	1,049
<b>Total</b>		<b>27,604</b>	<b>27,894</b>	<b>30,504</b>	<b>30,794</b>

Source: CGL; July 2007 and updated April 2008.

Space needs for the Executive Branch functions in the Capitol are projected to increase 17.8% over the next eighteen years from the existing total of 26,300 square feet to nearly 31,000 square feet.

## RESEARCH ON OTHER STATE CAPITOLS

The Consultant researched historic and planned expansions of US state capitols to assess if space needs have been accommodated through expansion to the original or existing capitol, underground expansion connected to the existing capitol, or a new building. Based on the research for all the states, 23 have expanded an original or existing capitol, 6 have added (3 of 6) or either planned (3 of 6) an underground expansion, and 17 have either added a new Capitol or a new annex/building(s). Interestingly, 10 states have accommodated space needs through two different methods. Fourteen (14) states have an Old Capitol and New Capitol, with the Old Capitol being used primarily as a museum. A summary of the research gathered is provided in Table 7.

**Table 7**  
**Summary of State Capitol Expansions**

State	Capitol Addition Expansion	Capitol Underground Expansion	New Building	Comments
Alabama	X		X	Old Capitol completed in 1851 with additions in 1885, 1905, & 1911; renovated State Highway Patrol behind Capitol in 1985 for legislative branch and renamed it "State House Building"; Old Capitol renovated in 1992 and used for executive branch offices
Alaska			<i>In pre-design</i>	Study and design competition currently being held in hopes of convincing state legislatures of building Alaska a new capitol building; current building an adaptive use of an old federal building
Arizona	X		X	Old Capitol completed in 1900 with west additions in 1919 and 1938; new building built in 1960 house legislative functions; Old Capitol a museum
Arkansas			X	Old Capitol completed in 1845; New Capitol built in 1915; Old Capitol a museum
California	X			Completed in 1872; east wing demolished and expanded 1949-1952
Colorado				Completed in 1907
Connecticut			X	Old Capitol completed in 1796; New Capitol completed in 1879; Old Capitol a museum
Delaware	X			Completed in 1792 with various additions from 1836 to 1926; Legislative Hall added in 1933 and enlarged in 1970 and 1996
Florida	X		X	Old Capitol completed in 1845; wings added in 1902; New Capitol completed in 1977 to house all government offices; Old Capitol a museum
Georgia				Completed in 1889
Hawaii				New Capitol completed in 1969; Palace served as original/Old Capitol
Idaho	X	<i>In design</i>		Completed in 1913; wing additions in 1920; 2-story underground wing by 2010 for data centers, kitchen & dining facilities
Illinois			<i>In pre-design</i>	Old Capitol completed in 1853; New Capitol completed in 1887; Old Capitol used as museum; In planning process for a new building with committee rooms, House member suites, and staff offices with underground connection to Capitol
Indiana				Completed in 1886
Iowa				Completed in 1886
Kansas		<i>In progress</i>		Completed in 1881; in process of renovating basement for office space, cafeteria, & visitor center
Kentucky			X	Old Capitol completed in 1830; New Capitol completed in 1910; Old Capitol a museum
Louisiana			X	Old Capitol completed in 1852; New Capitol completed in 1932; Old Capitol a museum
Maine	X	X		Completed in 1832; rear wing added in 1891; 2 flanking wings added in 1911; underground pedestrian tunnel and connection to state office building added in 1998
Maryland	X			Completed in 1779; annex added in 1905

Table 7 (continued)  
 Summary of State Capitol Expansions

State	Capitol Addition Expansion	Capitol Underground Expansion	New Building	Comments
Massachusetts	X		X	Old Capitol completed in 1713; New Capitol completed in 1798; rear addition to New Capitol in 1831 and 1856; two side wings added to New Capitol in 1917
Michigan				Completed in 1878
Minnesota		<i>In design</i>		Completed in 1905; In schematic design phase; expansion for temporary office space during restoration & then offices, visitor services, large assembly hall, & storage
Mississippi			X	Old Capitol completed in 1839; New Capitol completed in 1903; Old Capitol museum
Missouri				Completed in 1917
Montana	X			Completed in 1902; east and west wings added in 1912
Nebraska				Completed in 1932
Nevada	X			Completed in 1871; octagonal annex added in 1906; north and south wings added in 1913; separate Legislative Building completed in 1970
New Hampshire	X			Completed in 1818; additions in 1866 and 1909; annex in 1939
New Jersey	X			Completed in 1795; additions in 1845, 1872, 1891, 1900, 1903, and 1912; separate annex completed in 1930; south addition in 1995
New Mexico	X		X	Old Capitol completed in 1900; wing added in 1920; major remodel in 1953; New Capitol completed in 1966
New York				Completed in 1875
North Carolina			X	Completed in 1833; 2 new buildings in 1960s for all legislative functions; Capitol a museum and Governor's Office; currently considering a new building for LSO
North Dakota	X			Completed in 1924; legislative tower added in 1934; judicial wing added in 1981; plan for a massive expansion & improvement of grounds developed in 2000, nothing yet implemented
Ohio	X		X	Completed 1840; separate annex in 1901; atrium to connect annex and Capitol in 1996; plan for new museum on ground floor by 2009
Oklahoma				Completed in 1917
Oregon	X			First two Capitols destroyed by fire; New Capitol completed in 1935; new legislative wings added in 1977 for legislative offices, hearing rooms, & support services
Pennsylvania	X			Completed in 1903; south office building added in 1921; north wing added in 1929; Forum building to east side added in 1931; north office building 2 added in 1939; buildings connected with new east wing and underground parking in 1987
Rhode Island	X		X	Old Capitol completed in 1771; addition in 1851; east wing added in 1867; New Capitol in 1904
South Carolina				Completed in 1865; four state buildings on complex for legislative and executive offices
South Dakota	X			Completed in 1911; north annex addition in 1930s
Tennessee				Completed in 1859
Texas		X		Completed in 1888; 4-story underground wing in 1993 for office space, conference rooms, 16 Committee Rooms, Auditorium, cafeteria, & gift shop connected to Capitol and four other buildings
Utah			X	Old Capitol completed in 1894; New Capitol completed in 1916; 2 new annex structures in 2004 for relocation during capitol renovation -now auxiliary buildings by House & Senate; Old Capitol used as Executive, Legislative, and City/County offices
Vermont	X			Completed in 1836; connected annex completed in 1916 for Supreme Court and Library
Virginia	X	X		Completed in 1790; flanking wings added in 1906; underground addition in 2007 for new visitor center, gift shop, restaurant, multi-purpose/meeting rooms, & press room
Washington			X	Old Capitol a Courthouse purchased by State in 1905; New Capitol/Legislative Building completed in 1928; capitol grounds with surrounding buildings completed in 1939; Old Capitol used for Executive offices
West Virginia				Completed in 1932
Wisconsin				Completed in 1917 (note, third capitol - first demolished and second destroyed by fire)
Wyoming	X			Completed in 1890; House and Senate Chambers added in 1917

Source: "Cupolas of Capitalism" - State Capitol Building Histories; compiled by CGL; February 2008 and updated April 2008.

The research indicates that many states have reached the point where the legislative, executive, and judicial branches cannot all remain domiciled within the existing historic capitols. Several capitols in the late 1800s and early 1900s added wings/expansions. Since the mid-1990s, capitol expansion projects have been a mix of underground expansion and adjacent new building additions. Pictures of state capitol additions, as identified in Table 7, are provided as an Appendix.

An overview of legislative, executive, and judicial offices housed within existing capitols of “citizen” legislatures, as defined by the National Conference of State Legislatures (NCSL), is provided in Table 8. The NCSL has grouped the 50 state legislatures by full and part-time into three major categories – red, white, and blue. NCSL groups and defines traditional, citizen or “Blue” legislatures as follows:

*In the Blue states, average lawmakers spend the equivalent of half of a full-time job doing legislative work. The compensation they receive for this work is quite low and requires them to have other sources of income in order to make a living. The blue states have relatively small staffs. They are often called traditional or citizen legislatures and they are most often found in the smallest population, more rural states. The legislatures in Blue are the most traditional or citizen legislatures. The legislatures in Blue Light are slightly less traditional.*

*Blue Light states include Georgia, Idaho, Indiana, Kansas, Maine, Mississippi, Nevada, New Mexico, Rhode Island, Vermont, and West Virginia. Blue states include Montana, New Hampshire, North Dakota, South Dakota, Utah, and Wyoming.*

The research indicates that all the traditional or citizen legislatures house a majority of the legislative functions (exceptions include legislator offices and hearing rooms) and a mixture of executive offices (all include the Governor) in the capitol. Interestingly, of the seventeen citizen legislatures, thirteen or 76% provide offices/work spaces to legislators beyond the chamber floors.

**Table 8**  
**Summary of Capitol Utilization by Citizen Legislatures**

State	Legislative					Executive						Judicial	Other/Comment
	House/ Senate	Hearing Rooms	Legislator Office	Legislative Staff	Legislative Services	Governor	Lt. Governor	Attorney General	Auditor	Secretary of State	Treasurer	Supreme Court	
Georgia	X	X	X			X	X			X			Legislator offices, portion of hearing rooms, & portion of legislative staff in adjacent building
Idaho	X	X		X	X	X	X	X		X	X		Division of Financial Management
Indiana	X	X	X	X	X	X	X					X	
Kansas	X	X	X	X	X	X	X						State Library is located in Capitol Building
Maine	X	X	X	X	X	X	X			X			
Mississippi	X	X	X	X	X	X	X			X			
Montana	X	X	X	X	X	X			X				Financial Services
Nevada			X			X	X						New adjacent State Legislature Building built in 1971 houses all legislative offices and functions
New Hampshire	X	X	X	X	X	X				X			Legislator offices, portion of hearing rooms, & portion of legislative staff in adjacent building
New Mexico	X	X	X	X	X	X	X			X			Capitol building built in 1966
North Dakota	X	X	X	X	X	X		X	X	X	X	X	Several executive departments; includes a Legislative & Judicial wing along with 17-story Capitol Tower
Rhode Island	X	X		X	X	X	X			X			
South Dakota	X	X	X	X	X	X			X	X	X	X	Office of Schools & Public Lands; Bureau of Personnel, Administration, Information & Technology, & Finance & Mngt.
Utah	X		X	X	X	X	X				X	X	Committee hearing rooms and legislator offices in adjacent building
Vermont	X	X		X	X	X	X			X			
West Virginia	X	X	X	X	X	X		X	X	X	X	X	
Wyoming	X	X		X	X	X		X	X	X	X		

Source: CGL; March 2008.

## Lessons Learned

A summary of lessons learned from the research conducted is below:

- ✓ Several capitols added wings/expansions in the late 1800s and early 1900s.
- ✓ Capitol expansion projects since the mid-1990s have been a mix of underground expansion and adjacent new building additions.
- ✓ Citizen legislatures typically house a majority of the legislative functions (exceptions are legislator offices and hearing rooms) and a mixture of executive offices (all include the Governor) in the capitol.
- ✓ Majority of citizen legislatures provide offices/work spaces to legislators beyond the chamber floors.

## SUMMARY OF STATE CAPITOL SPACE NEEDS & DEVELOPMENT OPTIONS

The major space drivers for the Capitol include the two legislative chambers, the hearing rooms, and the public circulation space and rotunda on the first level. All other spaces are essentially office environments. The current square footage allocation by the Legislature, Elected Officials, and Attorney General on the four levels in the Capitol is shown in Table 9.

**Table 9**  
 Exiting Space Utilization in Capitol

Item	Legislative				Elected						Total
	Hearing Rooms	House SF	Senate SF	LSO/ Support SF	Governor	Attorney General	Auditor	Treasurer	Secretary of State	Common SF	
3rd Floor	5,152	2,708	3,186	2,661	0	0	0	0	0	0	13,707
2nd Floor	1,802	6,884	5,995	4,294	0	0	0	0	0	0	18,975
1st Floor	0	0	0	0	3,095	2,005	4,121	2,812	3,881	1,049	16,963
Garden	0	0	0	7,075	0	0	3,708	1,249	4,435	0	16,467
<b>Total</b>	<b>6,954</b>	<b>9,592</b>	<b>9,181</b>	<b>14,030</b>	<b>3,095</b>	<b>2,005</b>	<b>7,829</b>	<b>4,061</b>	<b>8,316</b>	<b>1,049</b>	<b>66,112</b>
<b>Branch Total</b>	<b>39,757</b>				<b>26,355</b>						<b>66,112</b>

Source: Compiled by CGL; November 2007.

A summary of the Legislative and Executive Branch space needs for functions currently housed in the Capitol is provided in Table 10. The combined 2025 space needs for both branches is 108,560 square feet, nearly 42,500 additional square feet from the existing total of 66,112.

**Table 10**  
 Summary of Space Needs by Branch

Space Designation	DGSF		Comments
	Existing	2025 Needs	
<b>Legislative Branch</b>			
Senate	12,758	21,119	Based on 6-generic shared hearing rooms
House	12,910	21,765	Based on 6-generic shared hearing rooms
Legislative Services Office	10,873	13,013	All space required to meet minimum standards
Support/Public Spaces	3,216	21,870	Recommend all spaces
<b>Total</b>	<b>39,757</b>	<b>77,766</b>	Based on shared hearing rooms/excludes legislator offices
<b>Executive Branch</b>			
Governor	3,095	4,225	Executive Office only, excludes functions in Herschler
Attorney General	2,005	1,160	Executive Office only, excludes functions in Herschler & Pioneer
Auditor	7,829	8,990	Includes all functions
Secretary of State	8,316	9,570	Includes all functions
Treasurer	4,061	5,800	Excludes function in Hansen
Common	1,049	1,049	Shared common spaces
<b>Total</b>	<b>26,355</b>	<b>30,794</b>	
<b>Grand Total</b>	<b>66,112</b>	<b>108,560</b>	Capitol functions only, excludes legislator offices
<b>Space Deficit</b>		<b>(42,448)</b>	

Source: April 2007 and updated April 2008.

Wyoming has spatial demands of 42,500 square feet more than is available in the Capitol to meet the 2025 year needs of the Legislature, Elected Officials, and Attorney General. This total is only part of the total need for space by State agencies. In conjunction with evaluating the needs of State agencies in owned and leased buildings in close

proximity to the Capitol, the following general approaches to meeting the 42,500 square foot shortfall of the Legislative and Executive Branches should be considered.

**Option 1 – Utilize Herschler Building**

One option is to utilize the first and second levels of the Herschler Building to meet the 42,500 square foot shortfall. Based on the Consultant’s analysis of the existing utilization of the first floor, 34,629 of the 42,500 square foot shortfall could be addressed on the first floor by relocating all Executive Branch functions not directly under the offices of the Governor, Attorney General, and Auditor. This would require the remaining 7,781 square feet to be accommodated by either: (1) relocating a function from the second floor; or (2) relocating a majority of the Attorney General’s space on the first floor.

**Table 11  
 Analysis of Herschler Existing First Floor Utilization**

Space Designation	Current Space	Remain	Relocate	Space Available
<b>Herschler - First Floor</b>				
Attorney General	10,652	10,652		
Auditor	1,284	1,284		
Board of Equalization	2,238		2,238	2,238
Commission for National & Comm Serv	665		665	665
Conference Rooms	5,972			5,972
Deferred Compensation	4,783		4,783	4,783
Dept. Administration & Information	8,153		8,153	8,153
Environmental Quality Council	876		876	876
Fire Marshall	4,520		4,520	4,520
Governor’s Homeland Security	3,637	3,637		
Governor’s Planning Commission	3,825	3,825		
Public Spaces	13,917	13,917		
State Lands	1,052		1,052	1,052
Vocational Rehab	6,370		6,370	6,370
<b>Total First Floor</b>	<b>67,944</b>	<b>33,315</b>	<b>28,657</b>	<b>34,629</b>

Source: Current space allocation provided by Wyoming Department of Administration and Information: Construction Management, December 2007.

Depending on the extent of renovations required, a project cost could range from \$80 to \$150 per square foot. Thus, renovation of the first and potentially second floors could range from \$3.4 to \$6.4 million, not including the relocation of existing agencies to another location.

Advantages of this option include:

- Building adjacent to the Capitol.
- Underground connection to Capitol already exists.
- Governor, Attorney General, and Auditor already have branch offices on first floor.
- Legislative and Executive Branch functions in Capitol currently use meeting/training space on first floor.
- Potential space available through re-use of the Public Spaces.

Disadvantages of this option include:

- Requires relocation, yet to be identified, of 36,440 square feet for 8+ agencies.

### Option 2 – Construct New State Office Building at St. Mary’s Site

The second option is to construct a new State office building on the St. Mary’s site to meet the Legislative and Executive Branch space needs. A new building to meet the 2025 space needs of only the Legislative and Executive Branch functions currently located in the Capitol would require 42,500 assignable square feet plus a building grossing factor of 35% to 40% to account for common public circulation, exterior wall thickness, stairwells, elevators, and mechanical spaces. The total building would range from 65,400 to 71,000 gross square feet. Note, if this option is preferred, serious consideration should be given to consolidating functions of the Governor, Attorney General, and Treasurer from other locations (Herschler, Hansen, etc.) into the new building.

A project cost for new construction can range from \$250 to \$300 per square foot, depending on desired amenities and facility type. Based on a range of 65,400 to 71,000 gross square feet, the project cost could range from \$16.4 to \$21.3 million

Advantages of this option include:

- New, purpose built construction.
- Potential to consolidate other Executive Branch functions.
- Accommodate potential for growth beyond 2025.

Disadvantages of this option include:

- Site one block away.
- Cost to construct underground connection between Capitol and new building.

### Option 3 – Extend Existing Capitol on East and/or West Sides

Another option is to extend the existing Capitol on the east and/or west sides. As described in Option 2, a new addition(s) or building(s) to meet the 2025 space needs of only the Legislative and Executive Branch functions currently located in the Capitol would range from 65,400 to 71,000 gross square feet.

A project cost for new construction can range from \$250 to \$300 per square foot, depending on desired amenities and facility type. Based on a range of 65,400 to 71,000 gross square feet, the project cost could range from \$16.4 to \$21.3 million

Advantages of this option include:

- New, purpose built construction.
- Site on Capitol grounds with adjacent/connected location to existing Capitol.
- Potential to accommodate growth beyond 2025.

Disadvantages of this option include:

- May require relocation of statues, etc.

## Summary

In conjunction with evaluating the needs of State agencies in owned and leased buildings in close proximity to the Capitol, three general approaches to meeting the 42,500 square foot shortfall of the Legislature, Elected Officials, and Attorney General have been identified: (1) utilize the first and/or second floors of the Herschler Building and relocate impacted agencies; (2) construct a new building at the St. Mary' site; or (3) extend the existing Capitol on east and/or west sides. While option 1 provides the simplest solution for addressing the legislative space needs in a location closest to the Capitol, options 2 and 3 provide the best opportunity for implementing a strategy that best addresses long-term space needs of state government functions.

## TRANSITION STEPS

Through the efforts of Phases I and II, the long range needs of the Legislature, Elected Officials, and Attorney General currently located in the Wyoming State Capitol have been identified at approximately 42,000 square feet more than the space available in the Capitol. This report has also addressed options to meet the 2025 space need through expansion in the Herschler Building or construction of a new State Office Building. The biggest challenge facing the State is phasing the expansion since some of the 2025 need (e.g., staff offices) will occur gradually during the next 17 years, but improvements for hearing rooms and other spaces that enhance the public involvement with State government need to occur should be undertaken as quickly as possible.

However, the "trigger" that will initiate the complicated "domino" impact will be the need to upgrade the existing infrastructure in the Capitol, which will require relocating all functions in the capitol for 12 to 24 months, much like what is currently occurring in the State Supreme Court Building. The following is a summary of the timeframe and key steps towards a phased implementation of the space needs.

### Years 2008 – 2011

1. Approve the long range space needs master plan.
2. Select future option for accommodating long range Capitol space needs.
3. Develop a statement of requirements for infrastructure improvements in the Capitol.
4. Prepare comprehensive space needs plan for all State agencies in Cheyenne.
5. Complete the study for the St. Mary's Office Building.
6. Prepare strategy for meeting needs of the "Interim Capitol".
7. Prepare construction documents for infrastructure improvements in Capitol.
8. Complete construction documents for St. Mary's State Office Building.

### Years 2012 - 2015

9. Vacate State Capitol.
10. Complete construction of St. Mary's Office Building.
11. Relocate all Legislative and Executive Branch functions to Interim Capitol.
12. Finalize re-occupancy plan for the State Capitol.

**Years 2015 – 2025**

13. Re-occupy Capitol.
14. Re-locate Legislative and Executive Branch agencies to adjacent buildings as needed.

**PHASE II CONCLUSION**

The Legislative and Executive Branch functions in the Capitol have a spatial demand of 42,500 square feet more than is available in the Capitol to meet the projected 2025 year needs. This total is only part of the total need for space by State agencies. In conjunction with evaluating the needs of State agencies in owned and leased buildings in close proximity to the Capitol, three general approaches to meeting the 42,500 square foot shortfall of the Legislature, Elected Officials, and Attorney General have been identified: (1) utilize the first and/or second floors of the Herschler Building and relocate impacted agencies; (2) construct a new building at the St. Mary' site; or (3) extend the existing Capitol on the east and/or west sides. Finally, a timeline and phased approach over the next seventeen years to implementing a long-term space solution in light of the planned renovation of the Capitol and development of the St. Mary's site is provided.

## APPENDIX

## Appendix

### Alabama State Capitol

#### Old Capitol



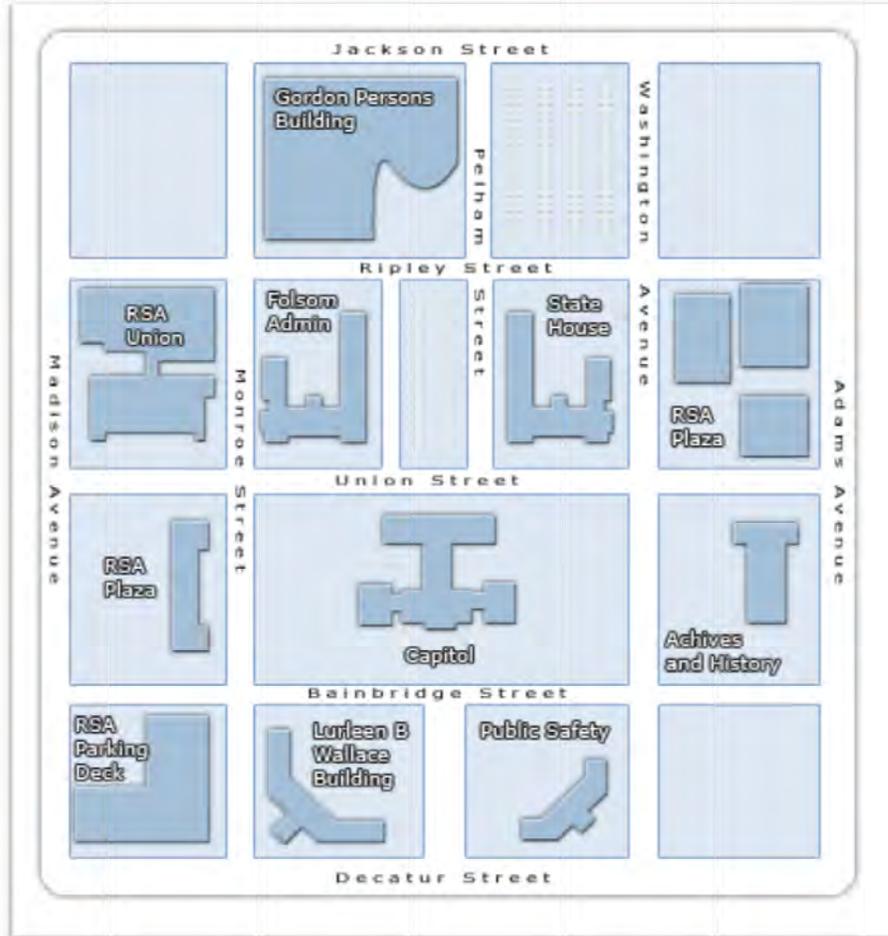
#### Current Capitol (with various expansions)



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

### Alabama State Capitol continued

#### Alabama Capitol Complex Map



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Arizona State Capitol

Old Capitol (1908)



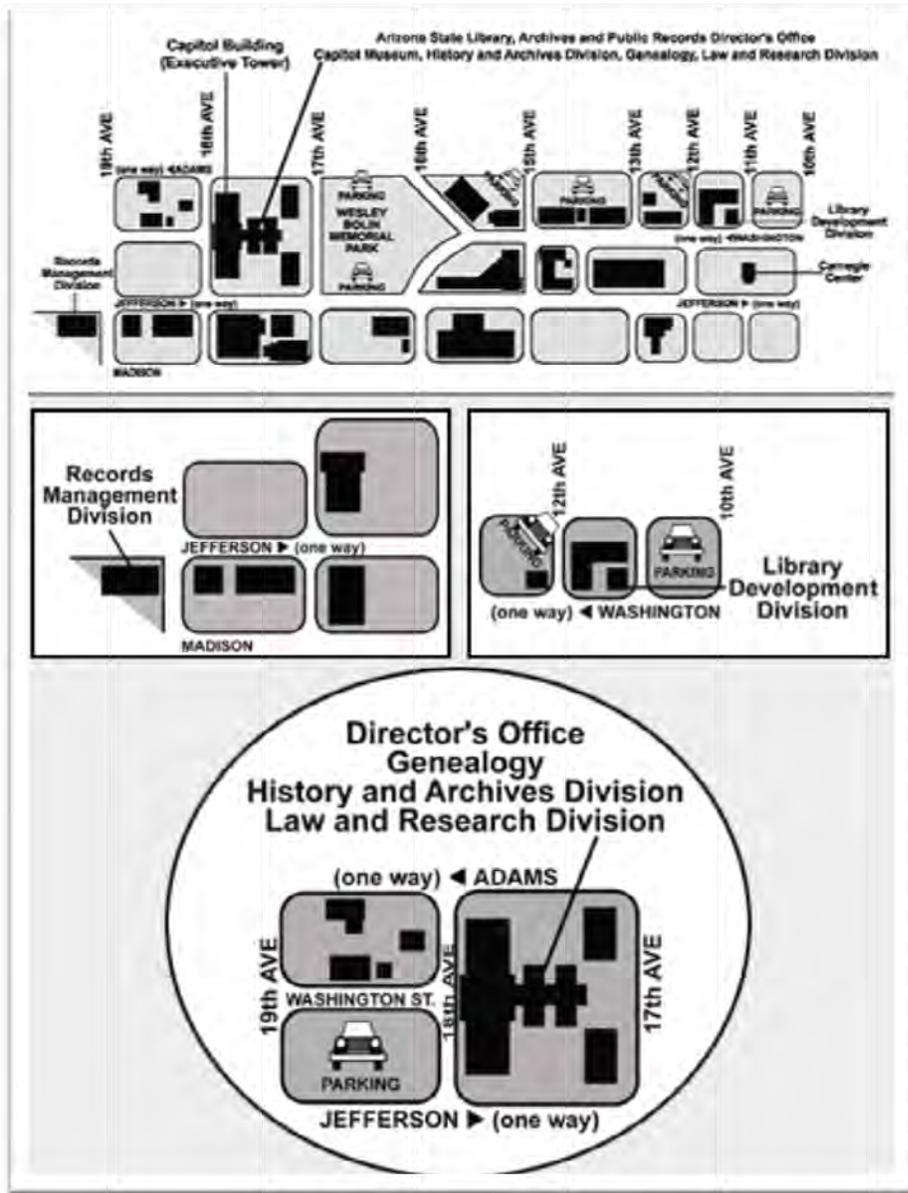
Capitol Grounds (with expansions and new buildings)



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

### Arizona State Capitol continued

#### Capitol Complex



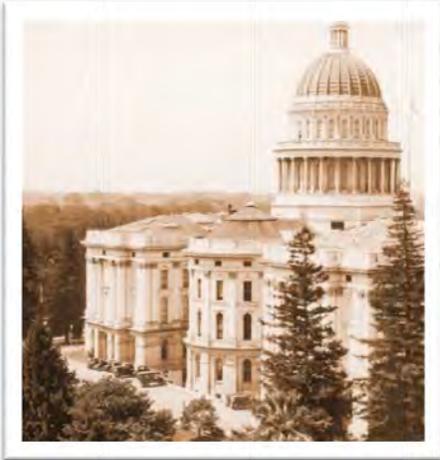
SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## California State Capitol

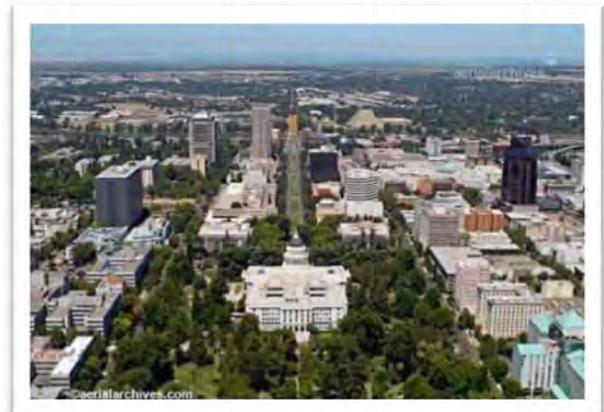
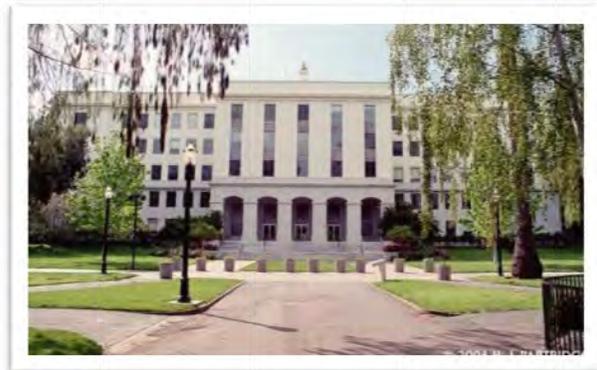
### Original Capitol – Front



### Original Capitol - East Annex



### New East Annex (1952) & Aerial View



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Delaware State Capitol

Original Capitol - West Front



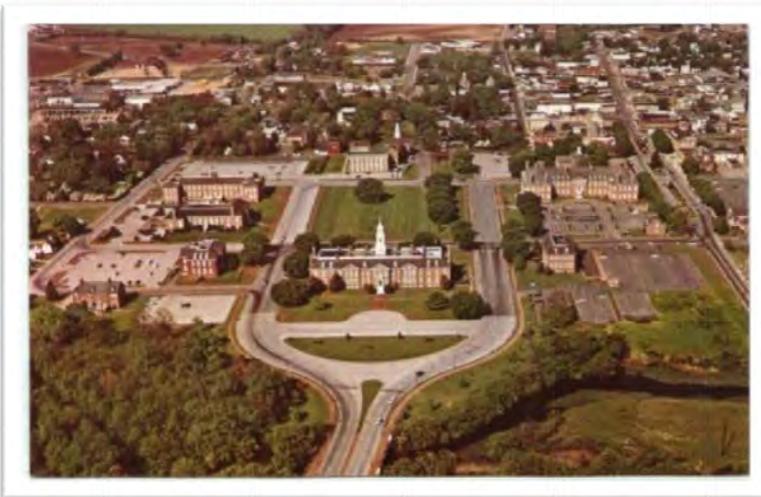
Capitol Expansion (early 1900's)



New Capitol – Legislative Hall View (added in 1933)



Aerial View



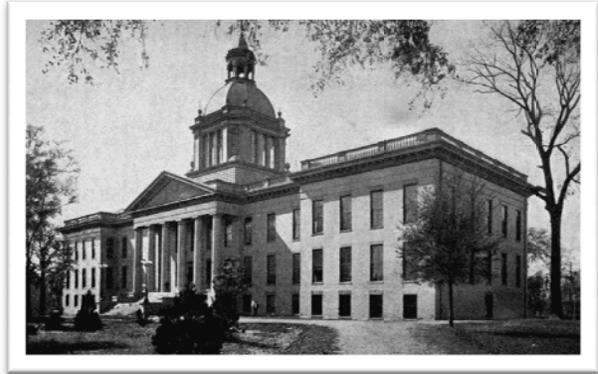
SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Florida State Capitol

Original Capitol (1845)



Dome and Wings Added (1902)



New Capitol behind Original Capitol



Capitol Complex



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Idaho State Capitol

### Original Capitol (1913)



### Wing Additions (1920)



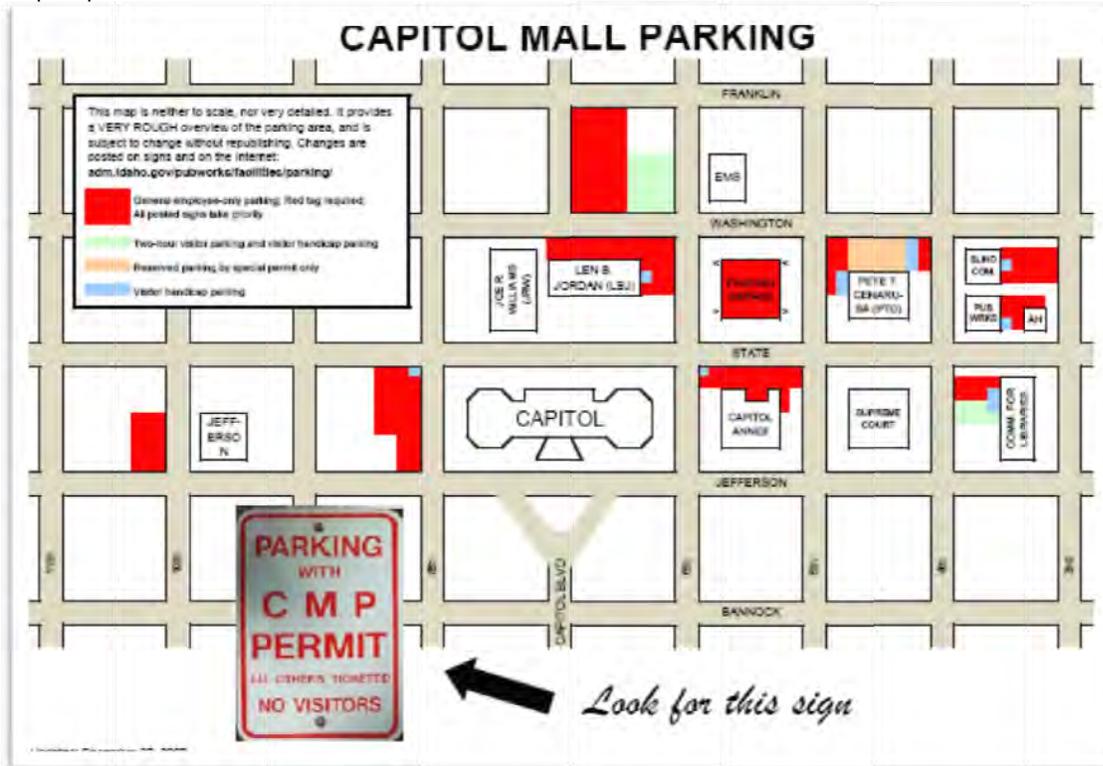
SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Idaho State Capitol

### Current Construction of Underground Annex/Extension



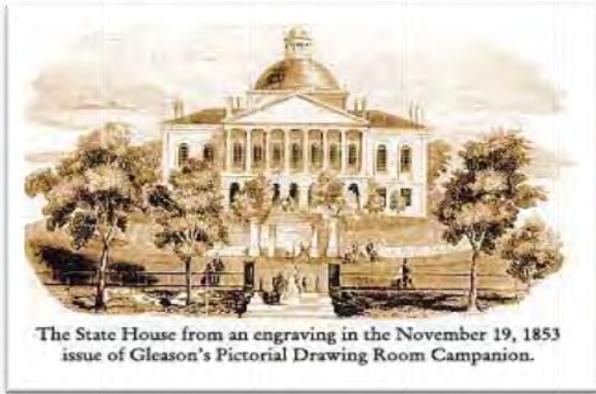
### Map Capitol Mall



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Maine State Capitol

Original Capitol (1853)



Original Capitol (photo before 1911)



Flanking Wings (1911)



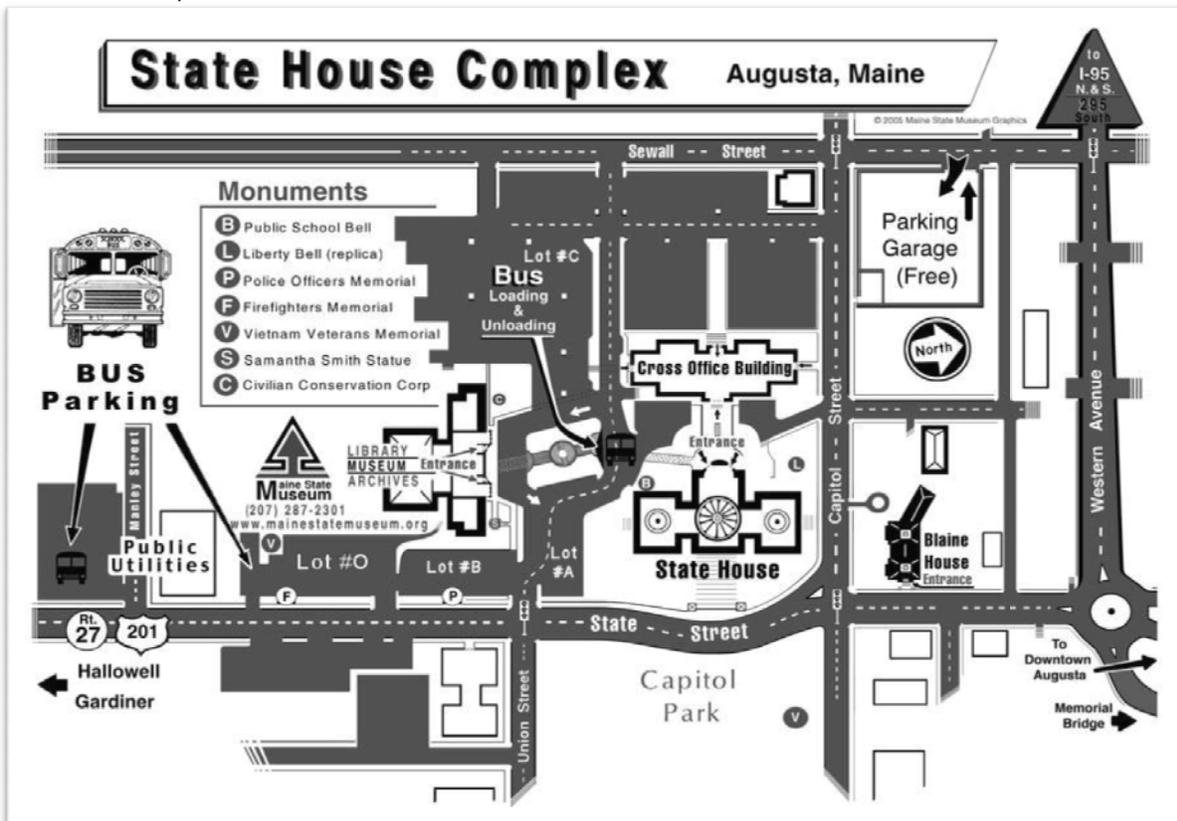
Current View with Rear Addition from 1891 & Wings 1911



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

Maine State Capitol continued

State House Complex



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Maryland State Capitol

Original Capitol



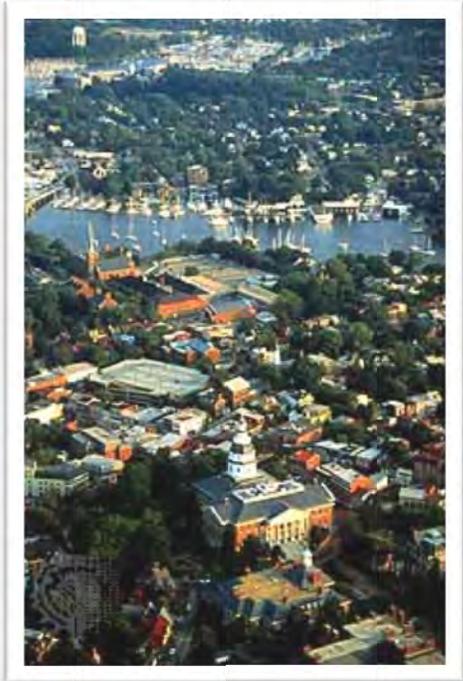
Current Front



Rear Annex (1905)



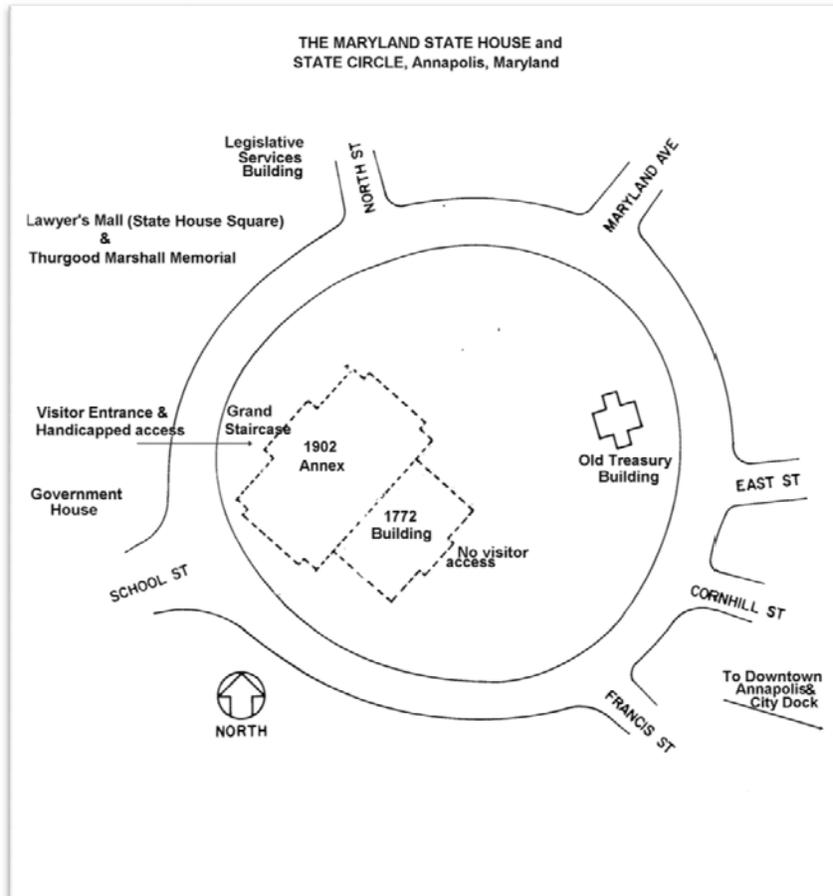
Aerial View from Rear



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Maryland State Capitol continued

### State House Complex



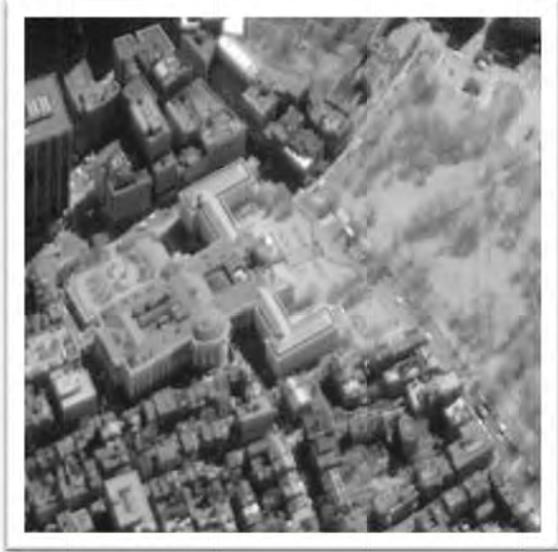
SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Massachusetts State Capitol

New Capitol (1862)



Aerial View with Rear Addition (1850's) and Side Wings (1917)



Front View with Side Wings



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Montana State Capitol

### 1902 Capitol



### 1912 Wing Addition



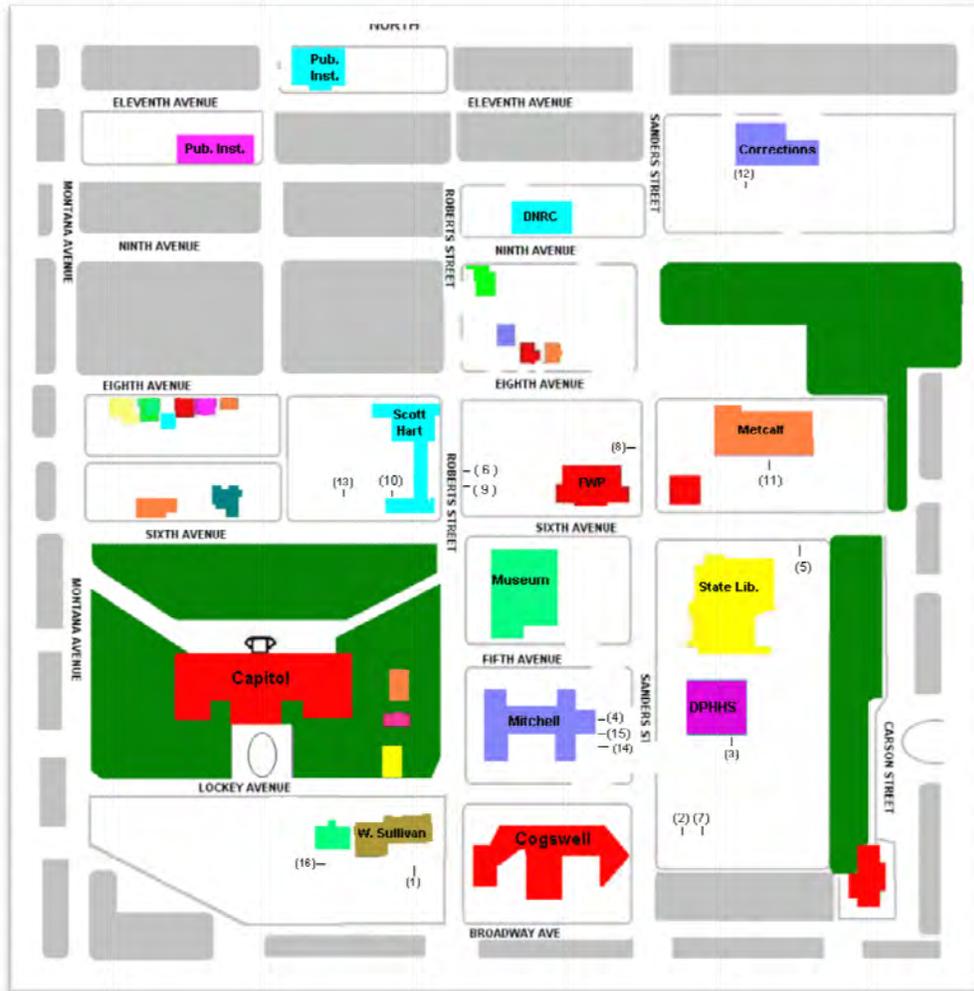
### Current View



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

### Montana State Capitol continued

#### Capitol Complex



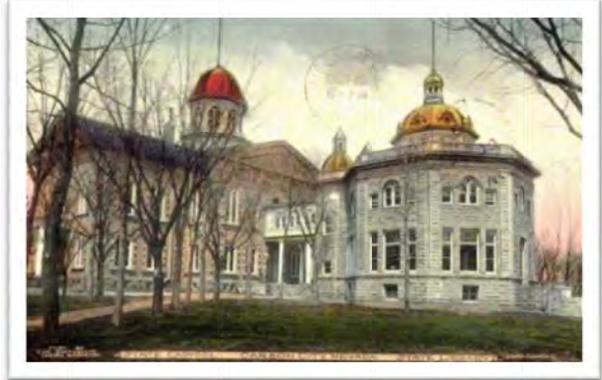
SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Nevada State Capitol

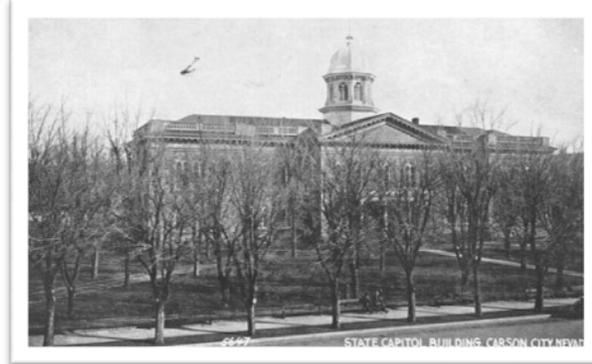
Original Capitol (1875)



Octagonal Annex (1906)



Side Wing Additions (1913)



Aerial View



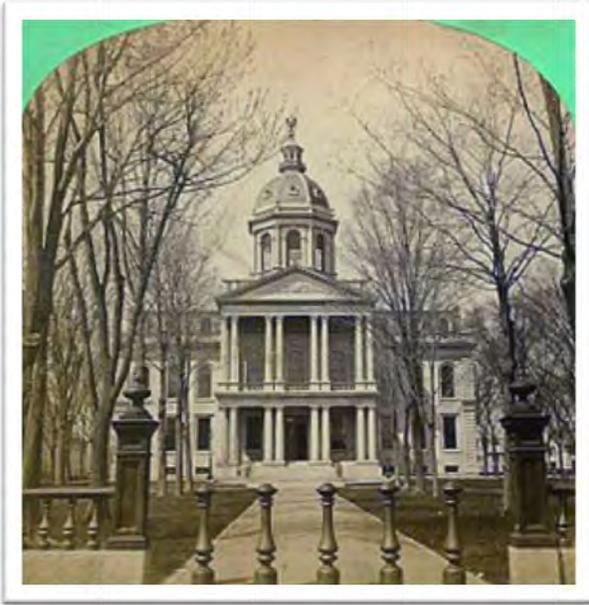
Front View



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## New Hampshire State Capitol

Original Front View (1875)



Current Front View



Current View with Additions and Annex



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## New Jersey State Capitol

Original Capitol (1795)



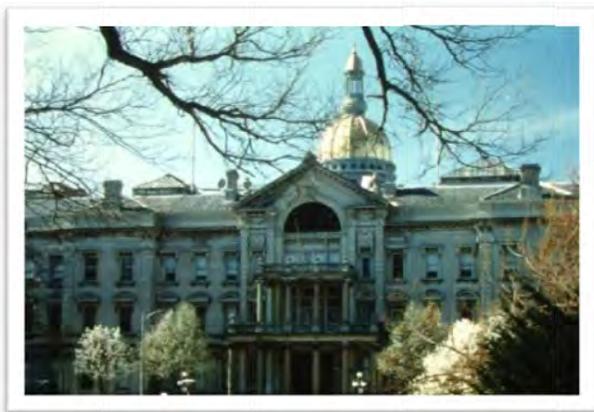
Dome and Addition (1845)



Center Wing Addition (1900)



Current Front View



Current West View



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## New Mexico State Capitol

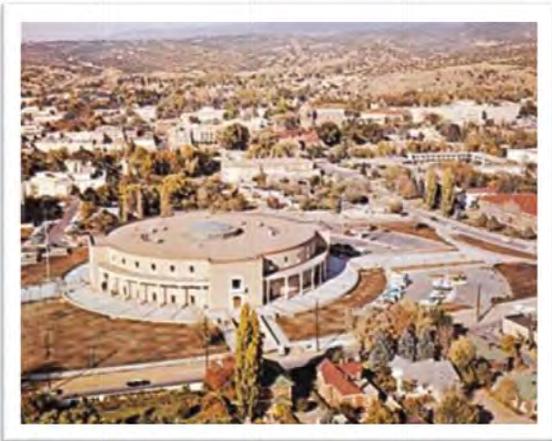
Old Capitol – Original Front



Old Capitol – Dome Removed/Appearance Changed  
renamed Bataan Memorial Building (1950)



New Capitol – Front Elevation



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## North Dakota State Capitol

Original Capitol (1927)



Original plus Tower



Judicial Wing Right of Tower (1981)



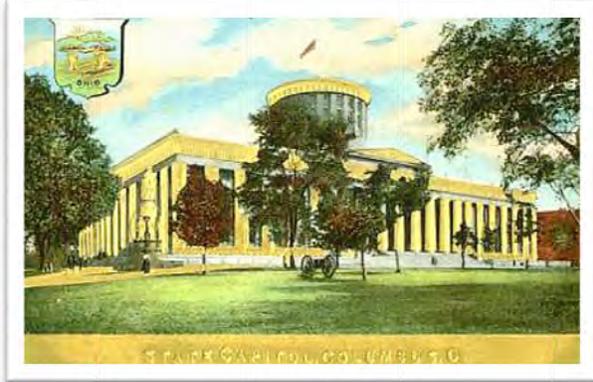
Capitol Campus



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Ohio State Capitol

Original Capitol (1907)



Front View (1971)



Judicial Annex (completed 1901)



Atrium from Capitol to Annex (completed 1996)



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Oregon State Capitol

New Capitol (1935)



Aerial of Legislative Wing Additions (picture 1980)



Current View



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Pennsylvania State Capitol

Original Capitol (1903)



Capitol Several Expansions (1930's)



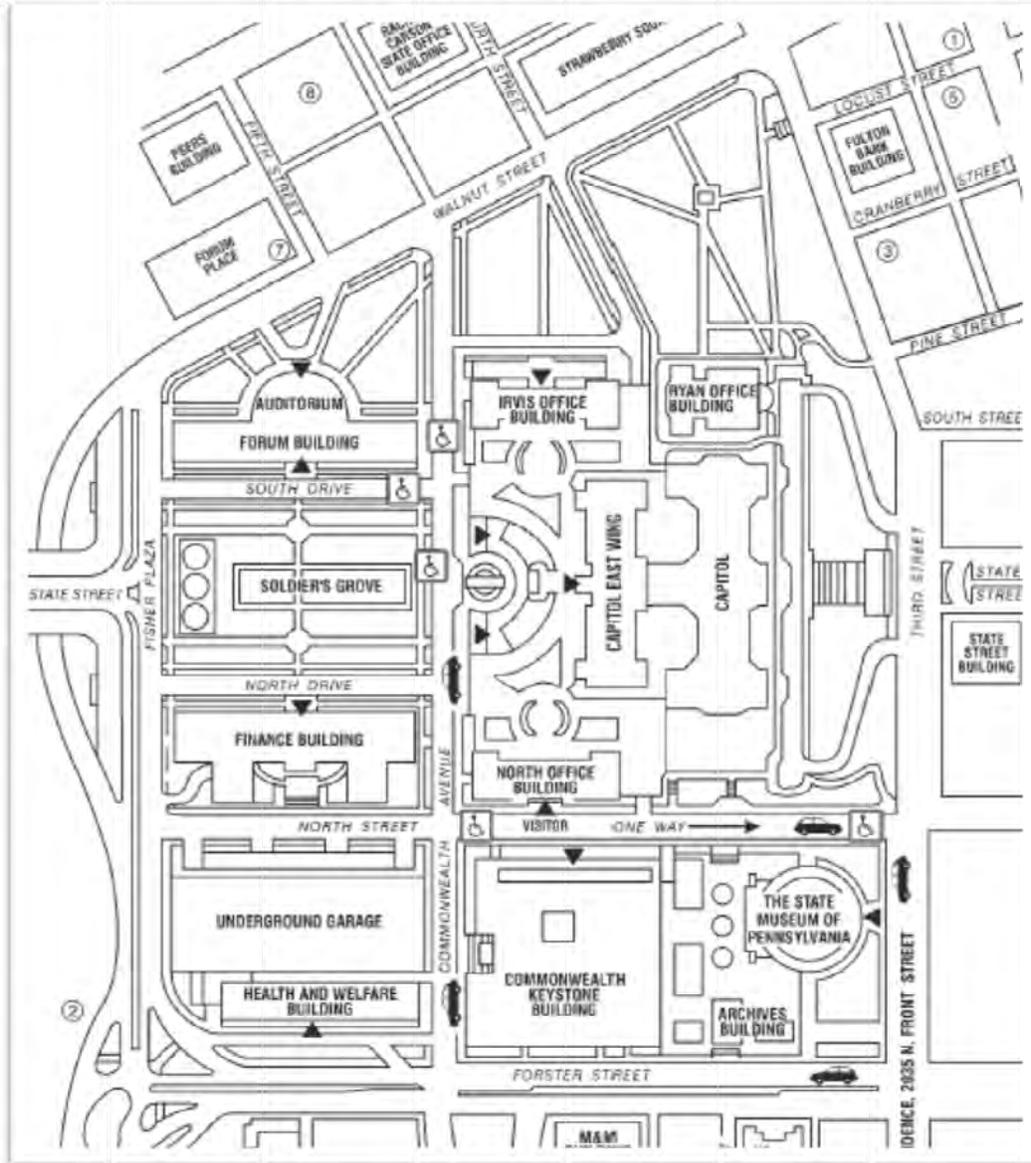
Capitol East Wing Addition(1980's)



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Pennsylvania State Capitol continued

### Capitol Complex



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Rhode Island State Capitol

Old Capitol



Old Capitol Addition (1891)



New Capitol 1904



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## South Dakota State Capitol

### Capitol (1911)



### Capitol with 1930 North Annex Addition



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Texas State Capitol

### Original Capitol



### Underground Extension and North View

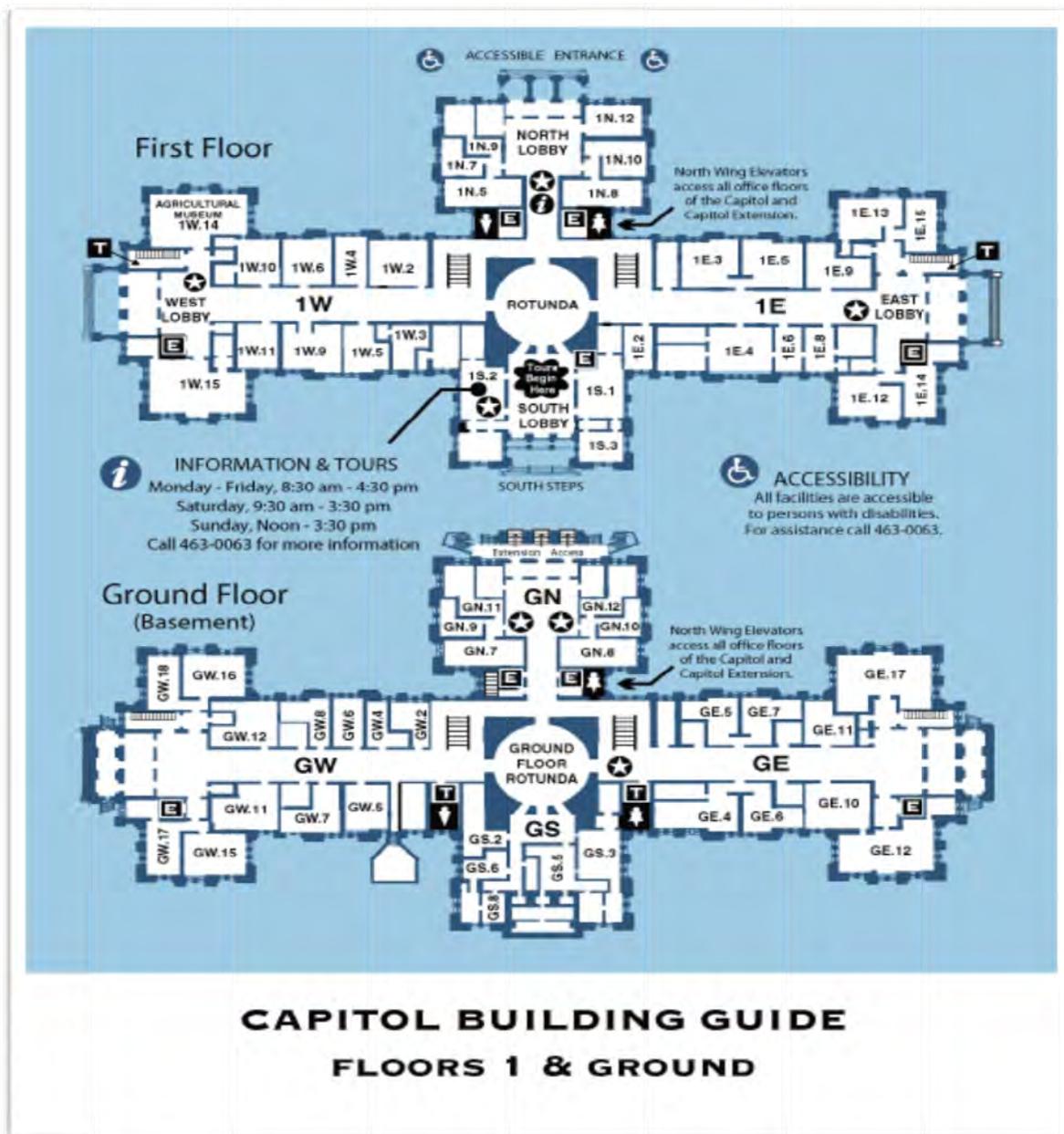


### Aerial View



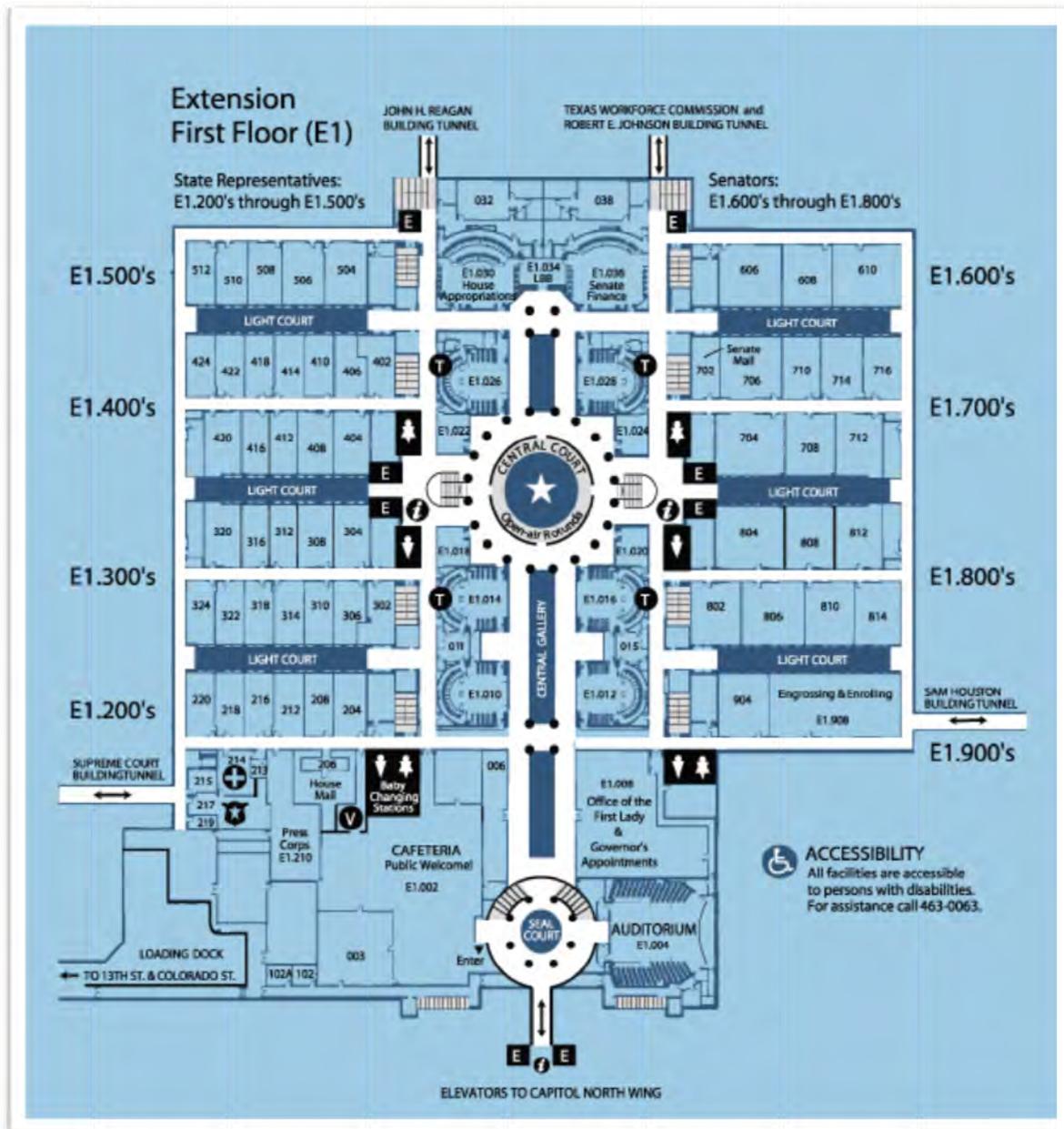
SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

Texas State Capitol continued



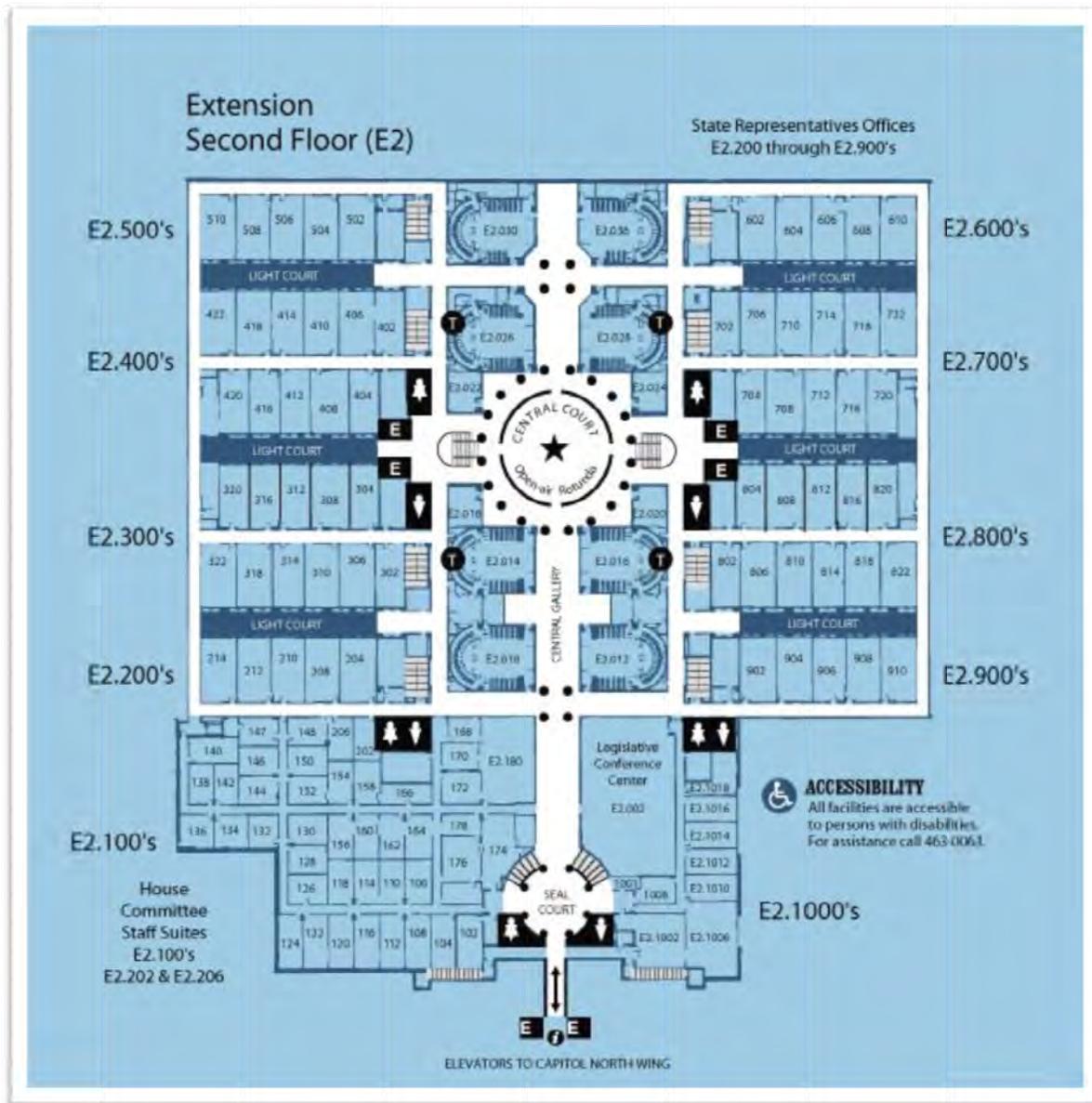
SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

Texas State Capitol continued



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

Texas State Capitol continued



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Utah State Capitol

New Capitol (1916)



East Office Building (2004)



West Office Building (2004)



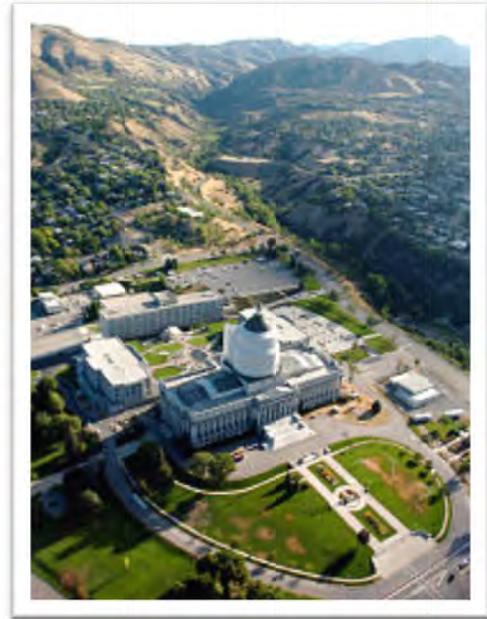
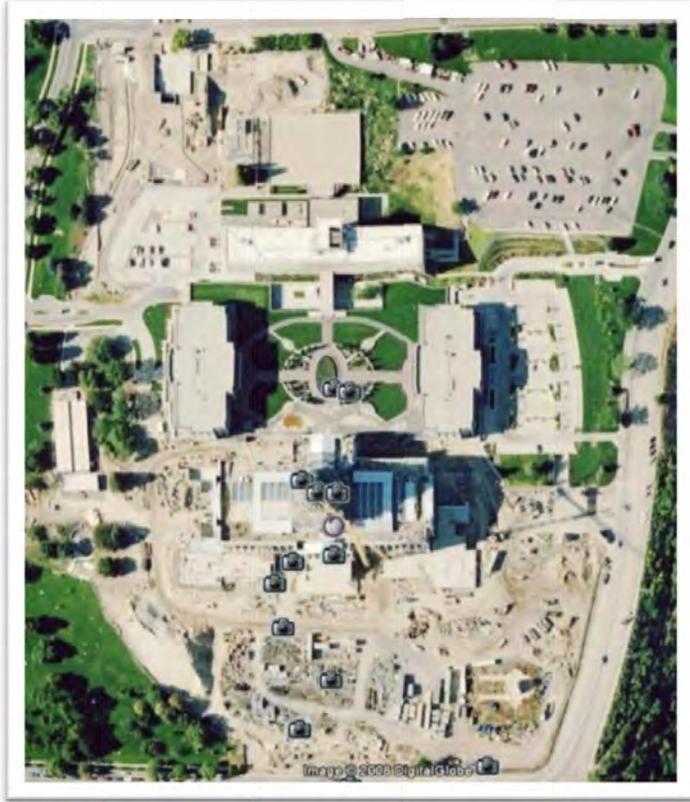
Capitol Complex Plan



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Utah State Capitol continued

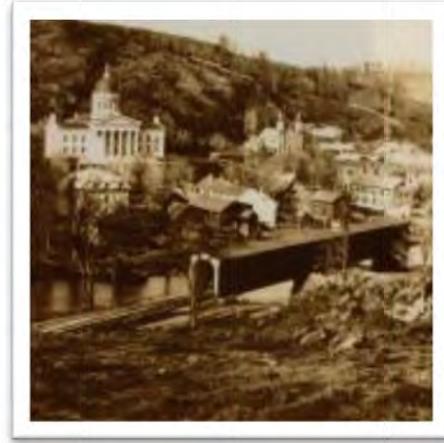
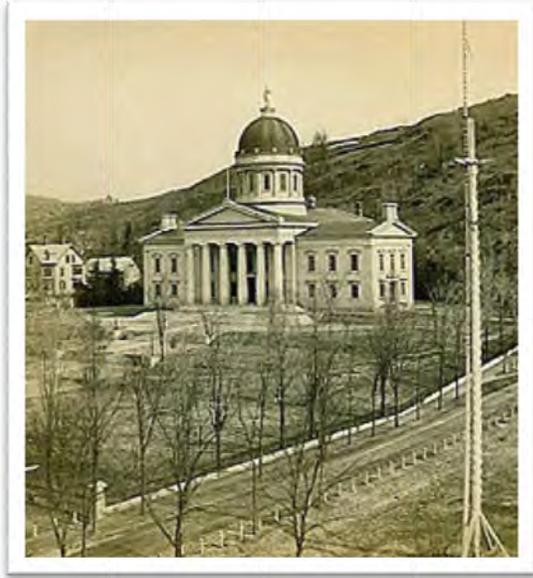
### Aerial Views



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Vermont State Capitol

### Original Capitol (1836)



### Connected Annex (completed 1916)



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Virginia State Capitol

Original Capitol (1790)



Flanking Wings (1906)



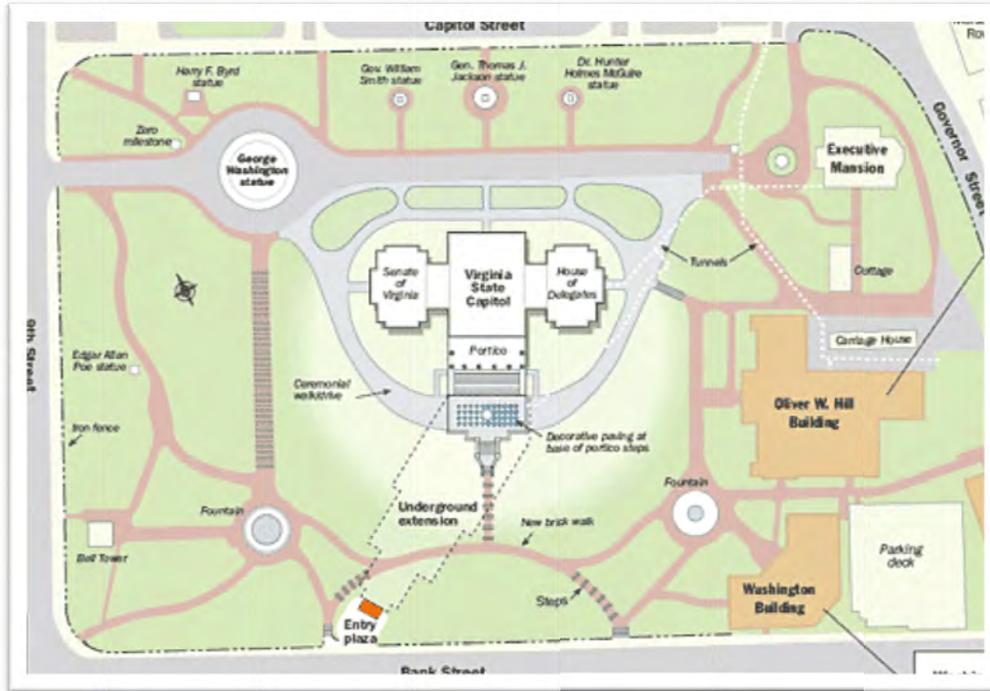
Underground Addition (2007)



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Virginia State Capitol continued

### Capitol Square



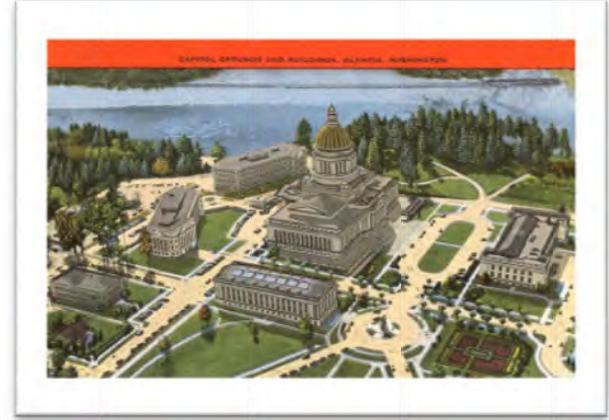
SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Washington State Capitol

### 1928 New Capitol/Legislative Building



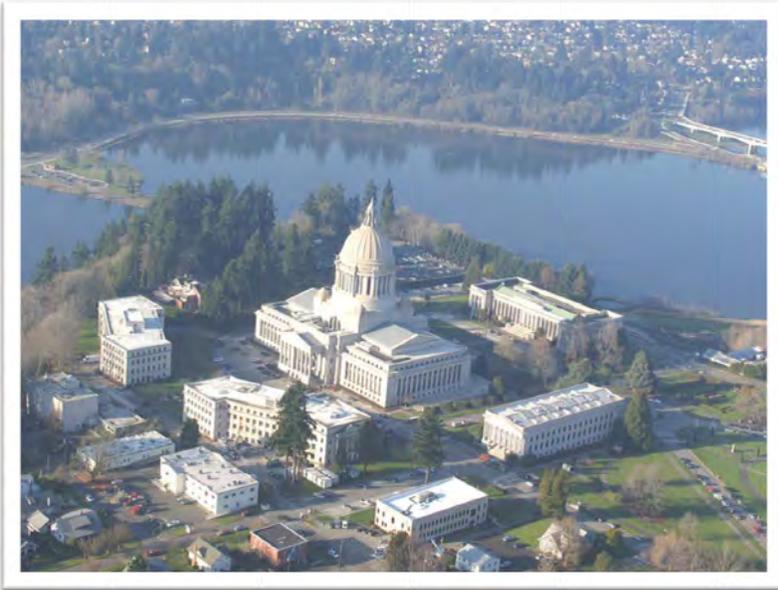
### Capitol Grounds with Surrounding Buildings (1939)



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Washington State Capitol (continued)

### Current View Capitol Complex



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.

## Wyoming State Capitol

### Original Capitol (1907)



### House and Senate Chambers Addition (1917)



### Current Views



SOURCE: Various internet sites used to include "Cupolas of Capitalism", "Google Images", and respective State Capitol and State Historical Society sites. Appropriate photography credits were not available in many cases and were not noted.