

Draft for Review

Capitol Square Project History and Status

*Report of the Oversight Group on
Capitol Rehabilitation and Restoration*

Prepared January 2016



OVERSIGHT GROUP ON CAPITOL REHABILITATION AND RESTORATION

The Oversight Group on Capitol Rehabilitation and Restoration is comprised of the Governor, President of the Wyoming Senate, Speaker of the Wyoming House, the majority and minority floor leaders of the Senate and House, a member selected by the Senate President, and a member selected by the Speaker of the House. The Oversight Group oversees the Capitol Square Project, which was approved by the Wyoming Legislature during the 2014 Budget Session. (2014 Wyo. Sess. Laws, Ch. 40, Senate Enrolled Act 43, Original Senate File 103)

OVERSIGHT GROUP MEMBERS

Governor Matt Mead, Co-chairman
Senator Tony Ross, Co-chairman
Senator Eli Bebout
Senator Phil Nicholas
Senator Chris Rothfuss
Representative Rosie Berger
Representative Kermit Brown
Representative Tim Stubson
Representative Mary Throne

At the request of the Oversight Group, this report was prepared by the Legislative Service Office, Department of Administration and Information Construction Management Division, and MOCA, the Capitol Square Project's Program Manager, to provide background about the project, the findings of the Oversight Group, and current status of the project based on direction provided by the Oversight Group. The design sketches in the report provide conceptual images of design concepts. Design is an iterative process and the final design and constructed product may vary from these images.

Project Team

Project Owner

The State of Wyoming is the project owner. For contract purposes, the Oversight Group on Capitol Rehabilitation and Restoration is named as the project owner. The Oversight Group was created in 2014 and is comprised of the Governor and eight members of the Legislature.

The Advisory Task Force on Capitol Building Rehabilitation and Restoration provides advice and recommendations to the Oversight Group.

The Legislative Service Office provides staffing for the Oversight Group. The Department of Administration and Information Construction Management Division (AICM) provides staffing at the request of the Governor and the Attorney General's Office has assisted with staffing at the request of the Oversight Group and the Governor.

Project Owner's Representative

MOCA Systems serves as the Program Manager and Owner's Representative for the Capitol Square Project. Staff from MOCA bring a wealth of knowledge managing Capitol preservation projects and have been involved in the renovations of the Utah, Idaho and Minnesota Capitols.

Fiscal and Contracting Agent

The Department of Administration and Information Construction Management Division (AICM) serves in this role for the project, along with other statutory duties.

Architect of Record

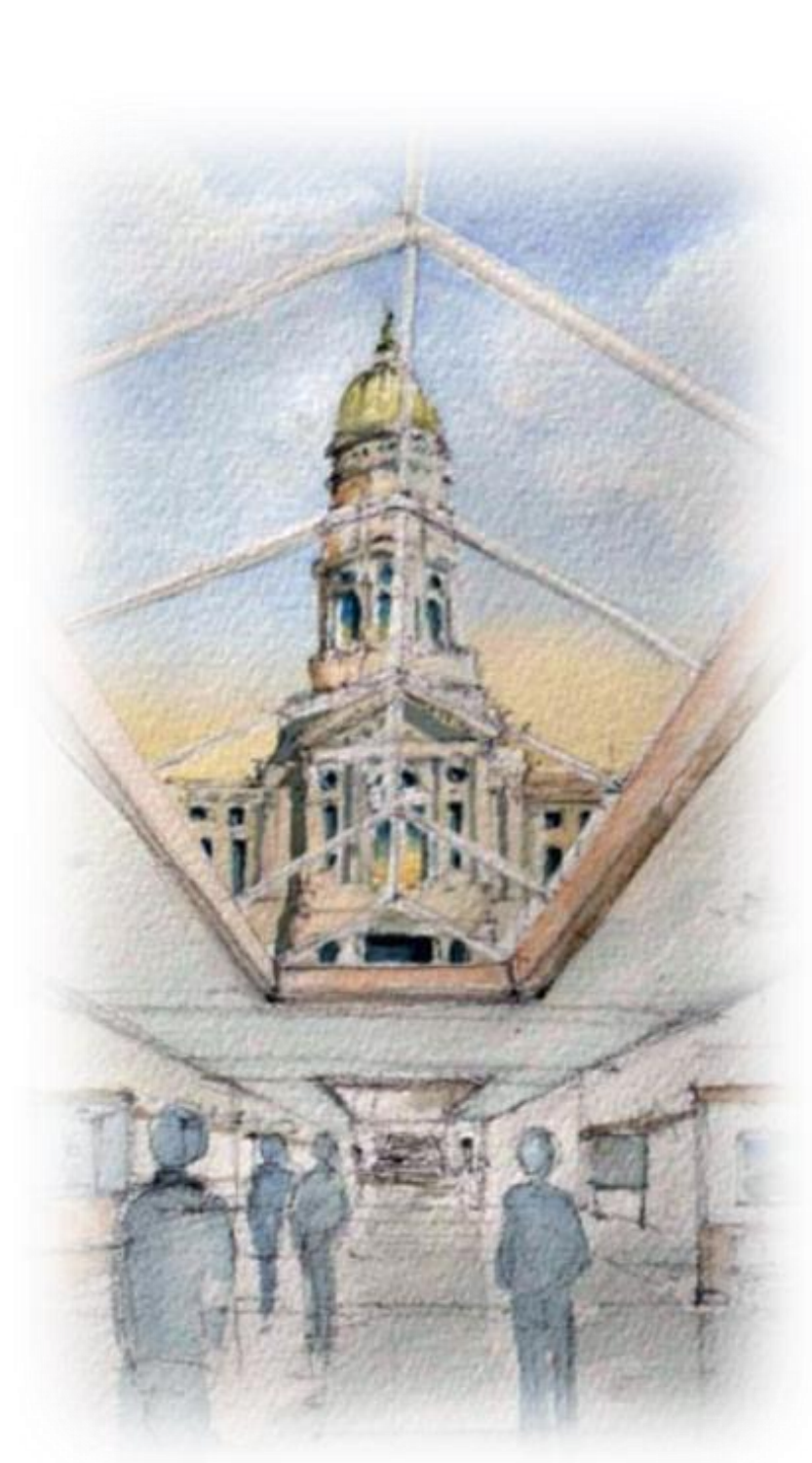
HDR, Inc. serves as the Architect of Record for the project and is responsible for design.

Construction Manager at Risk

JE Dunn serves as the Construction Manager at Risk (CMAR) and is responsible for construction.

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Section 1

Executive Summary

The Wyoming Capitol Building is one of only 20 state Capitols designated as a National Historic Landmark, yet it has never had a comprehensive renovation in its 125-year-plus history. This historic building is not large enough to meet the current level of demand for public and occupant space. The State of Wyoming has been planning and saving money to address these deficiencies for more than 15 years. Two overriding themes have remained constant, driving the need for this project:

- Critical infrastructure failures need to be addressed to protect the Capitol for future generations; and
- Sufficient space needs to be provided for the public to participate in the legislative process.

In 2013, the Joint Legislative and Executive Task Force on Capitol Building Rehabilitation and Restoration, comprised of legislators, representatives of the statewide elected officials, and members of the public, determined that the Capitol would not be able to adequately address all of the space needs. After review of available options, the Task Force recommended remodeling and expanding the Herschler Building and the tunnel connecting the two buildings to provide space in close proximity to the Capitol. The Task Force also recommended replacement the systems in the central utility plant servicing the two buildings and the rest of the Capitol Complex. These components were included in the project authorized by the Legislature in 2014, because each of these assets are needed to successfully complete the project.

Project Budget and Scope

The Legislature saved over \$100 million before authorizing the project in 2014. The budget cap for all of the portions of the project including construction, design fees, temporary space costs, and contingencies totals \$299 million. There are four interrelated portions of the project that are necessary to address infrastructure deficiencies, as well as to create the space needed to achieve the goals of the project. These major components, combined with site work and landscaping, total about \$219 million of the \$299 million budget:

- Capitol rehabilitation and restoration (\$110 million).
- Central Utility Plant (CUP) replacement and relocation (\$20 million).
- Connecting tunnel remodel and expansion (\$18 million).
- Herschler Building remodel and expansion (\$63 million).

CAPITOL REHABILITATION AND RESTORATION

Replacement of Capitol Infrastructure

The Capitol suffers from dangerous life safety shortcomings, including inadequate smoke and fire detection systems, and non-existent smoke and fire suppression systems. These problems are compounded by obstacles that make efficient evacuation of the building difficult. The building does not meet many requirements of the Americans with Disabilities Act (ADA). Mechanical, electrical, and plumbing systems have outlived their useful life and are failing. The rehabilitation and restoration of the Capitol will involve comprehensive and invasive repair due to the significant amount of deferred maintenance and deterioration that has occurred over time.

Public Space Needs in the Capitol

The Capitol was not originally designed with large legislative committee meeting rooms. Today, more people attend legislative committee meetings to provide public input. To allow for increased public participation, four large meeting rooms will be located in the Capitol.

To accommodate these larger meeting rooms and infrastructure needs, the staffs of the Secretary of State, Auditor and Treasurer, along with legislative committee chairmen and legislative session staff, will be relocated to the Herschler Building. Formal office space will be provided for the Secretary of State, Auditor, Treasurer, and Superintendent of Public Instruction in the Capitol. All of the Governor's Office staff will be located in the Capitol.

Historic Restoration

The invasive infrastructure work provides an opportunity to restore the State's most significant building. The Capitol's historic features have been greatly compromised over time. Full restoration provides a key link to Wyoming's past for future generations. The Legislature authorized the project to include restoration, emphasizing retention of historic materials and removal of non-historic alterations that have damaged the historic character of the building.

OTHER COMPONENTS CRITICAL TO PROJECT SUCCESS

Tunnel Connecting the Capitol and Herschler Building (Capitol Extension)

One of the principal reasons for this project is to provide the opportunity for increased public participation in the legislative process. The Capitol lacks sufficient space to provide an adequate number of large public meeting rooms. The below-grade tunnel that connects the Capitol and the Herschler Building is in an ideal location to provide additional public meeting rooms and other public services. The tunnel will be expanded underneath the Herschler Building almost all the way to 26th Street and will include a large auditorium, a student learning center, a media center, and conference rooms. Sky lights over the corridors will provide natural light in the space.

Herschler Building Remodel and Expansion

The Capitol Extension cannot accommodate all of the displaced functions from the Capitol. The Herschler Building, due to its proximity to the Capitol and to the Extension, provides a relief-valve for space needs, allowing for relocation of staff and infrastructure needed to support the Capitol Complex. The Herschler Building is an important asset, not only because of its proximity to the Capitol, but also because the State can leverage existing infrastructure. However, the building is over 30 years old and no renovations have occurred during that time. Significant repairs are needed to extend the life of the building. These deficiencies need to be addressed by the State even if the building was not critical to this project.

The exterior envelope of the building is in need of repair and will be replaced. This provides a cost-effective opportunity to expand the building, using existing foundations. The underutilized atrium on the north side of the building will be removed to improve building efficiency and to restore views of the Capitol from the north. In addition, the materials that will be used for the exterior finish will be complementary to the Capitol. Expansion of the building will not only accommodate displaced functions from the Capitol, but it will also provide additional space to move State employees out of leased facilities in the future.

Central Utility Plant Relocation and Replacement

The systems of the CUP will be replaced and relocated from their current underground location adjoining the Capitol Extension to a more appropriately sized underground location on the southeast side of the Herschler Building. With the new central plant located closer to the Herschler Building, the cooling towers and transformers can be removed from the Capitol grounds and placed on the fourth floor of the east wing of the Herschler Building. This relocation not only increases the security of this critical infrastructure, but it also improves the appearance of the Capitol grounds. Relocating the CUP allows additional space needs to be met in the tunnel connecting the Capitol to the Herschler Building.

STATUS OF PROJECT

Cost management Strategies

One of the key directives from the Oversight Group to the project team has been to keep the project on budget, while also meeting the highest level of quality for the people of Wyoming. During the past year, value engineering has been employed to ensure that the project remains in budget. This process of value engineering is normal and appropriate for large public projects.

Work is Underway

The State has invested significantly in design and enabling work for the project, spending almost \$32 million through the end of 2015. With a fully developed scope, the project is poised to launch into full-blown construction. The Capitol and half of the Herschler Building have been vacated and the Capitol is currently undergoing selective demolition and asbestos abatement.

More information about each of the project components is included in separate sections of this report. Each component is interrelated and critical to successful rehabilitation and restoration of Wyoming's Capitol.

Section 2

Project History and Authorization

The Legislature has been planning and saving money for rehabilitation and restoration of the Capitol for many years. The Legislature authorized funding for, and approved the scope of, the project in 2014. The Oversight Group has developed a number of cost-management strategies to maintain the budget for the project.

PLANNING FOR THE PROJECT

Renovation of a historic structure is complex and requires careful preparation. Planning for this effort has been underway for about **15 years**. A number of studies have been completed and the Legislature created a savings account for the project in 2003, **saving over \$100 million** in advance for the project.

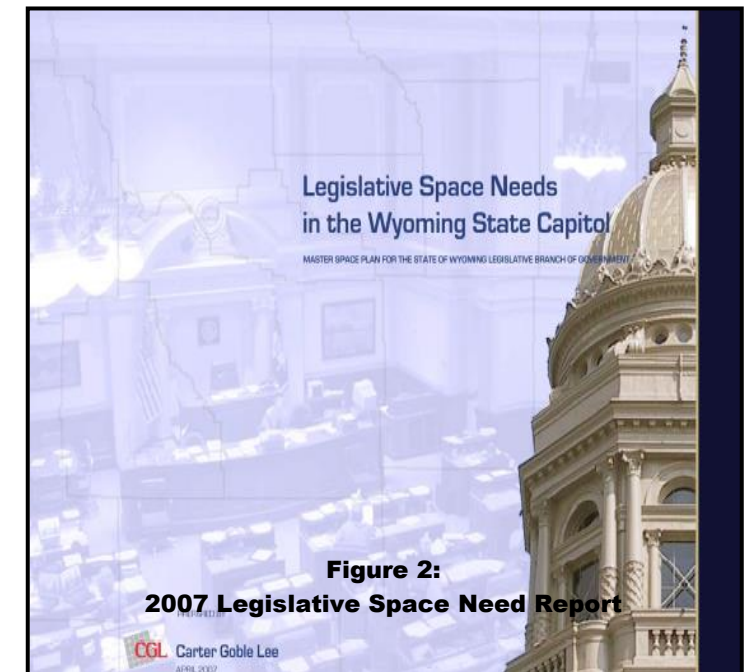
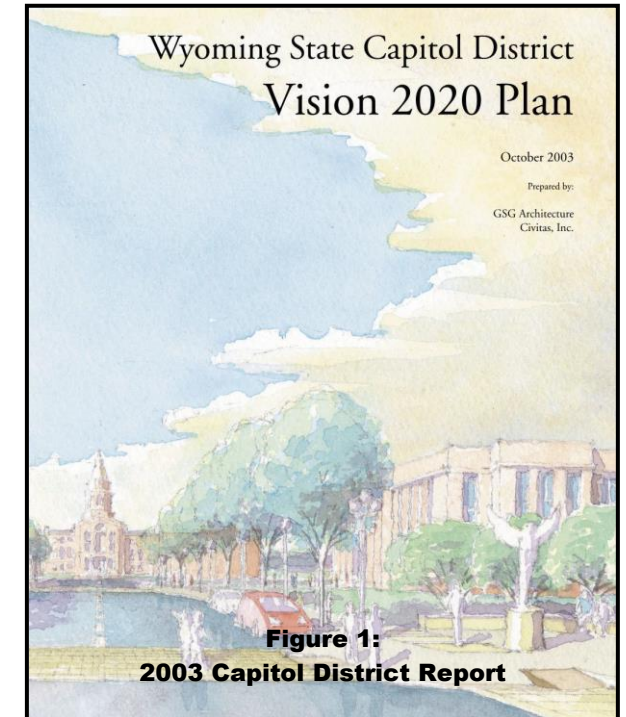
Studies of Options

The State of Wyoming has conducted a number of studies over the last several years anticipating this project and the need for additional space to accommodate space needs that could not be met in the Capitol. Work included Level I reconnaissance studies and Level II feasibility studies to construct additional buildings as defined in W.S. 9-5-108. Section 9 provides an appendix of a number of the studies. Specific studies are highlighted below.

- Space studies and needs assessments for the Capitol Complex were conducted in 1999 and 2003.
- In 2002, a study was prepared that examined the needs of the Capitol condensate and ventilation systems.
- In 2004, the Legislature created the Joint Legislative and Executive Task Force on Capitol Facilities to review space requirements and establish maintenance, repair, and restoration priorities for the Capitol.
- In 2007, the Legislature appropriated funding to conduct studies of space needs in the Capitol.
- In 2008, a Level I and II feasibility study was conducted for the property directly east of the Capitol, on the site of the former St. Mary's School.
- In 2012, a Level I and Level II study was conducted for a new State office building on the Pioneer Avenue property west of the Herschler Building on the site of a former Safeway store.

Saving Funds for the Project

In 2003, the Wyoming Legislature established an account to set aside funding for the project. Sources of funding consist primarily of reversions from other State construction projects and direct appropriations. The account had accumulated over \$100 million by the start of the project in 2014. (*2003 Wyo. Sess. Laws*, Ch. 131, Sec. 332).



Feasibility Study of the Capitol

- In 2012, the State Building Commission (SBC) approved Level I and Level II design for the Capitol.
 - ▶ This was the **first time that a formal study was conducted** of the needs and estimated costs to rehabilitate and restore the Capitol.
- In 2013, the Legislature created the Joint Legislative and Executive Task Force on Capitol Building Rehabilitation and Restoration to develop recommendations for priorities for the Capitol.
- At the request of the Task Force, the SBC approved funding in 2013 to include the Herschler Building and connecting tunnel in the Level I and II study to address space needs that could not be met in the Capitol.

Project Authorization and Budget

The Legislature authorized and directed the project to proceed in 2014 through a combination of savings and inter-fund borrowing. (*2014 Wyo. Sess. Laws*, Ch. 40, Senate Enrolled Act 43, Original Senate File 103)

- By law, work on the Capitol, Herschler Building, below-grade connector, and central utility plant was authorized to proceed as a **single construction project**. These components are described in Section 3.
- There is a **\$299 million budget cap** for the project, which includes design fees, administrative overhead, temporary space costs, enabling work, contingency funds, and approximately **\$219 million in construction**.

Project Schedule

Currently, design and an updated schedule for the project are being finalized. The project was anticipated to be completed in advance of the 2019 legislative session and the schedule is being evaluated after value-engineering efforts were employed in the last year to **ensure the project is within the contracted budget**. The Oversight Group has directed the Program Manager to weigh the need to maintain an aggressive schedule against ensuring design documents are of high quality to safeguard that the project remains in budget as construction proceeds.

- Design on all aspects of the project has advanced significantly following adoption by the Oversight Group of Capitol plans and the Herschler Building south expansion plan.
- The scope is fully developed and the project team continue to press forward on the design process.

COST MANAGEMENT STRATEGIES

One of the key directives from the Oversight Group to the project team has been to **keep the project on budget**, while also meeting the highest level of quality for the people of Wyoming. The Program Manager has developed guidelines to communicate the Oversight Group's expectations for quality and cost to direct the work of the project team. These documents can be reviewed in Section 9. Cost and risk management strategies are explained on the next page.

ORIGINAL SENATE
FILE NO. 0103 ENGGROSSED

ENROLLED ACT NO. 43, SENATE

SIXTY-SECOND LEGISLATURE OF THE STATE OF WYOMING
2014 BUDGET SESSION

AN ACT relating to administration of government; providing for the rehabilitation and restoration of the capitol building and the remodeling and construction of other state properties; codifying and continuing a task force; specifying process and duties relating to specified capital construction projects; providing for reports; transferring unexpended appropriations and making other appropriations; providing for interfund borrowing and repayment of borrowed funds; amending, conforming or repealing related provisions; authorizing positions; and providing for an effective date.

Be It Enacted by the Legislature of the State of Wyoming:

Section 1. W.S. 9-5-110 through 9-5-113 are created to read:

9-5-110. State capitol building rehabilitation and restoration project; definitions.

(a) As used in W.S. 9-5-109 through 9-5-113:

(i) "Advisory task force" means the joint legislative and executive advisory task force on capitol building rehabilitation and restoration created by W.S. 9-5-109(k);

(ii) "Department" means the department of administration and information;

(iii) "Oversight group" means the oversight group created by W.S. 9-5-111;

(iv) "Project" means the state capitol building and Herschler state office rehabilitation, restoration and

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Figure 3: 2014 Enrolled Act Authorizing Project

Construction Cost Limitation

The Construction Cost Limitation (or CCL) is the amount in the contract with the Construction Manager at Risk (CMAR) for construction and totals **\$219 million** of the total \$299 million budget described in Section 3.

- This is also the amount that the Architect of Record is required to meet in its design. The estimates provided for the four major components of the project are based on the current status of design and balancing the CCL.
- The State will enter into a Guaranteed Maximum Price (GMP) contract for construction that is equal to or less than the CCL. The GMP will be developed through implementation of early construction work packages to enable critical construction and provide the Oversight Group assurance that the project scope is within budget.

Project Contingency Funds

The project budget includes the following contingencies to help maintain the CCL:

- 2-percent design contingency.
- 7.5-percent bidding contingency for management of market conditions on each bid.
- 5-percent construction contingency.
- 10-percent Owner's contingency (\$20 million) reserved for unanticipated costs.

Controlling Against Cost Overruns

To reduce the likelihood of expensive change orders during construction, the project team is performing destructive examinations to complete final design work and cost estimating. The contractor has also ordered limited construction materials to insure their availability and to prevent future delays.

Value Engineering and Risk Management Strategies

At the direction of the Oversight Group, using the design guidelines developed for the Capitol and the Herschler Building, the project team engaged in value-engineering efforts in 2015 to find avenues to maintain the budgets for each portion of the project. These efforts are intended to realize cost savings in the design of each component.

The Oversight Group also approved a method to gain as much efficient square footage in the Herschler Building as the existing budget of \$63 million for that portion of the project will allow, utilizing a core and shell strategy.

- Approximately \$48 million of the \$63 million budget will be used to expand the building, provide a new building exterior, replace the mechanical, electrical, and plumbing systems, and provide a new elevator core.
- The remaining \$15 million dollars will be reserved to ensure the overall project budget is balanced at \$299 million and then to finish as much of the space in the Herschler Building as possible.
 - ▶ If savings can be obtained within this budget by preserving contingencies or employing value engineering strategies, those savings will transfer to the tenant improvement budget for the Herschler Building.
- Approximately 187,000 square feet can be finished for \$15 million, which is a gain of 14,000 net square feet more than the existing building, providing a cost-effective solution to gain additional space for the future.

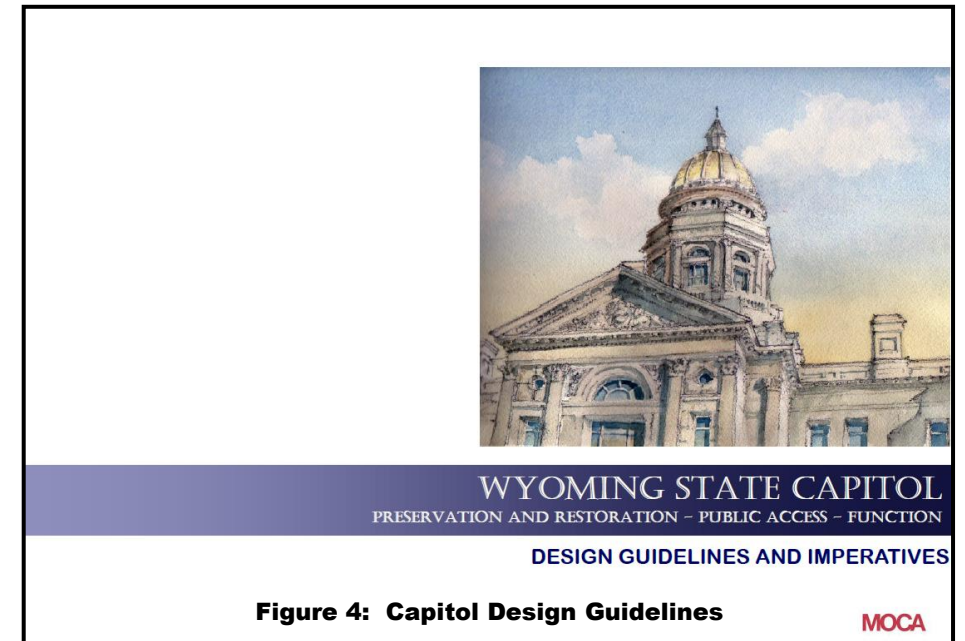


Figure 4: Capitol Design Guidelines

MOCA



Figure 5: Herschler Building Design Guidelines

MOCA

Section 3

Project Overview

The Capitol Square Project is comprised of **four interrelated construction components**: the rehabilitation and restoration of the Capitol, replacement of the central utility plant, remodeling and expansion of the connecting tunnel, and remodeling and expansion of the Herschler Building. These major components, combined with site work and landscaping, total approximately **\$219 million** in construction costs.

PROJECT SCOPE

1. Capitol Rehabilitation and Restoration

The Capitol will undergo extensive rehabilitation to replace outdated building systems, add critical life safety infrastructure, and address public space needs. This invasive work creates the ability to simultaneously restore historic building features. The budget is approximately **\$110 million**. See Section 4 for more information.

2. Central Utility Plant Replacement (CUP)

The existing central utility plant (CUP) will be replaced, relocated, and expanded to accommodate additional equipment. The CUP **services five buildings** in the Capitol Complex: the Capitol, Herschler Building, Supreme Court, Barrett Building, and the Hathaway Building. The budget for this portion of the project is approximately **\$20 million**. See Section 5 for more information about this portion of the project.

3. Connecting Tunnel Remodel and Expansion (Capitol Extension)

The underground tunnel that connects the Capitol to the Herschler Building will be expanded underneath the Herschler Building extending almost all the way to 26th Street to accommodate public space needs that cannot be met in the Capitol. The budget is approximately **\$18 million**. Section 6 provides more information.

4. Herschler Building Remodel and Expansion

The Herschler Building will be remodeled and expanded to house functions that have been displaced from the Capitol and to eventually move State employees who currently reside in leased space into State-owned space. The atrium on the north side of the building will be removed to improve building efficiency and security, and to restore views to the Capitol. The budget is approximately **\$63 million**. See Section 7 for more information.

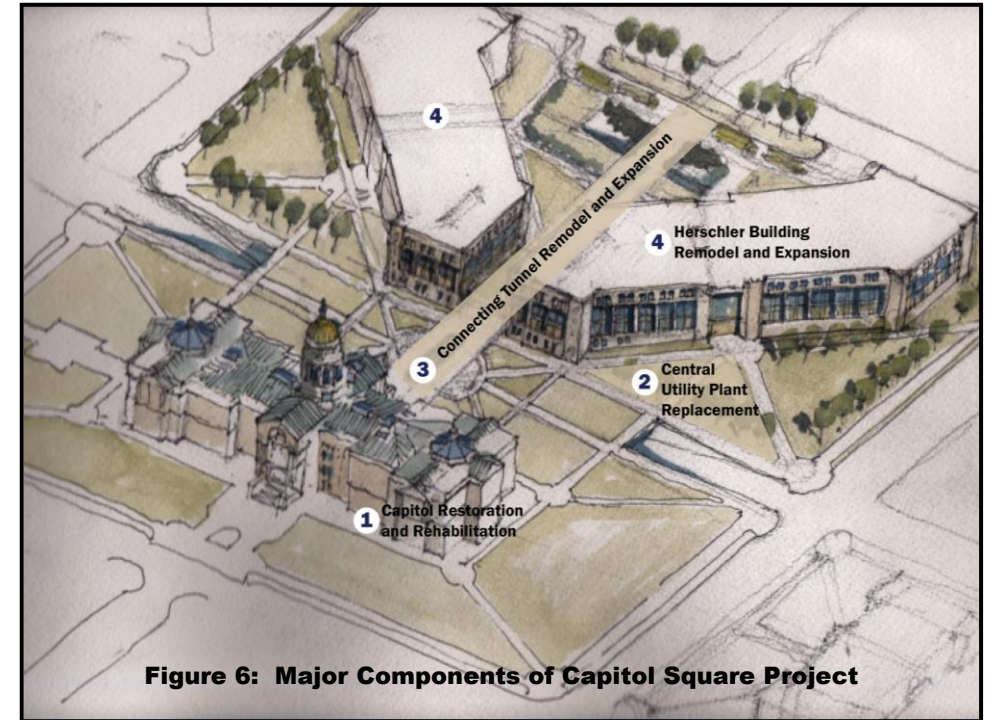


Figure 6: Major Components of Capitol Square Project

Other Project Costs

- Furnishings, fixtures and equipment (FF&E) totals about **\$8 million**.
- Design services total about **\$30 million**
- Administrative overhead totals about **\$7 million**.
- An Owner's Contingency fund of **\$20 million** is included to address unanticipated needs for the project.
- Moving, tenant improvements for temporary space, and temporary space leases total about **\$16.5 million** to date.
- Other costs include enabling work such as parking improvements and pre-construction activities.

RATIONALE FOR PROJECT SCOPE

In 2013, the Joint Legislative and Executive Task Force on Capitol Rehabilitation and Restoration recognized that all of the needs identified in the Level I and II study could not be met within the footprint of the Capitol after addressing building infrastructure problems and the addition of larger public meeting rooms. These unmet and displaced needs will be accommodated in the Capitol Extension and Herschler Building.

Infrastructure Needs

Addressing the critical infrastructure needs and code-related issues in the Capitol will reduce useable square footage, also known as net assignable square footage (NASF), in the building from roughly 60,000 square feet to roughly 50,000 square feet. **These code-required systems require space**, and space in the Capitol is at a premium. These needs will be located in the northeast and northwest sides of the 1890 sections of the building, extending from the garden level to the roof. The following components will be located in the building cores:

- The east and west elevators will be moved out of the historic, monumental corridors into the building cores.
- Building systems will be located in vertical chases next to the elevators.
- New restrooms will be located next to the elevators and building system chases.
- The existing internal staircases on the north side of the House and Senate Chambers that connect the third floor galleries to the Chambers will extend to the garden level.

The new CUP is included in the project because the mechanical, electrical and plumbing systems need to be replaced and expanded to accommodate increased demand and better serviceability of equipment. The Herschler Building will also house a portion of this infrastructure on the first and fourth floors of the east wing. This critical modification will incorporate the relocation of the cooling tower and other critical mechanical equipment.

Program Needs

The Level I and II feasibility study identified about **90,000 square feet** of programmatic need and there will only be **50,000 square feet** available in the Capitol. Space needs are generally not attributable to growth in staffing, but are the result of right-sizing meeting rooms and accommodating displaced functions.

- Two large public meeting rooms will be added on the west end of the first floor, displacing staff.
- The original two-story Territorial House Chamber/Historic Supreme Court Chamber will be restored on the north side of the Rotunda on the second and third floor to accommodate larger meetings, displacing staff.
- Six additional public meeting rooms to accommodate legislative committee meetings will be created in the Capitol Extension, located below ground between the Capitol and Herschler Building.
- Space for displaced functions, including elected officials' staff, legislative committee chairmen, and legislative staff needs to be close to the Capitol and the Herschler Building will house these functions.

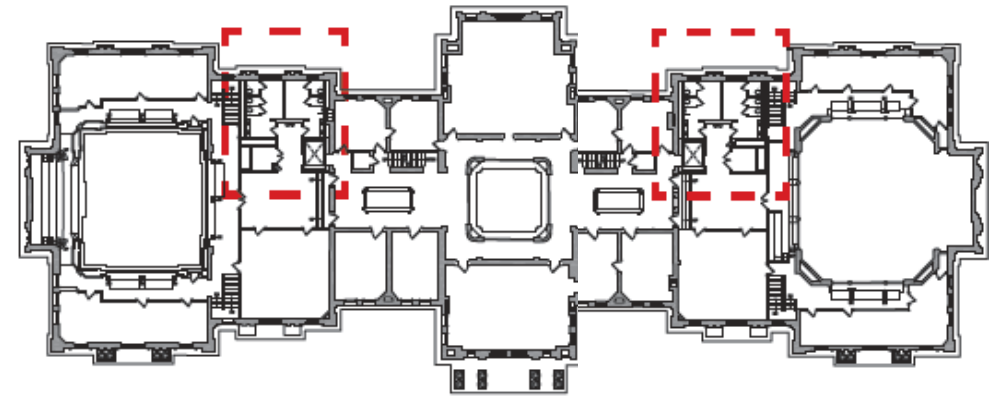


Figure 7: Building Infrastructure Cores Located on all Floors
(Internal staircases, restrooms, elevators, mechanical, electrical and plumbing systems)



Figure 8: Undersized Public Meeting Rooms

Section 4

Capitol Rehabilitation and Restoration

The Capitol is over 125 years old and there has **never been a comprehensive renovation** of the building. The Capitol was built in three phases. The central core was completed by the Territorial government in 1888, with additions in 1890 and 1917. There has been only one major renovation since that time, completed in 1980, but **less than 40 percent** of the building was renovated and critical infrastructure needs were not addressed. The building is also crowded and does not meet the needs of the public to meaningfully participate in policymaking.

INFRASTRUCTURE PROBLEMS

The Capitol has very little ability to detect smoke from a fire, and no ability to remove the smoke or suppress a fire. There are several **obstacles to efficiently evacuating the building**. The building does not meet many requirements of the Americans with Disabilities Act (ADA). Mechanical, electrical, and plumbing systems are failing. Elevators are undersized and need to be replaced. The stone exterior and Dome are in need of repair.

Life Safety Deficiencies

- The Capitol has very little smoke detection, and **no smoke evacuation or fire suppression systems**.
 - ▶ Fire and smoke could spread quickly throughout the building, because there are no reliable smoke and fire partitions to separate one space from the other.
 - ▶ Modeling indicates individuals would have **less than five minutes to get out of the building safely**.
- This is compounded by egress problems that make it difficult to evacuate the building efficiently.
 - ▶ The exterior fire escapes can be **slippery in the winter**, making quick evacuation difficult and dangerous.
 - ▶ The existing elevator locations narrow the corridors outside the Chambers and public galleries, impeding ADA access and making it **difficult to evacuate crowds**.
 - ▶ **Exit signs are not installed throughout the building** and no emergency power source is provided for the emergency lighting systems.
 - ▶ There are **tripping hazards** in the Chamber galleries with ramps and stairs throughout these areas.
- Many parts of the building and the site are **not ADA-compliant**.



Figure 9: Exterior Fire Escapes

Building Systems Need Replacement

The Capitol building systems are an *ad hoc* collection of mechanical, electrical, and plumbing equipment that are all past their expected life, lack sufficient capacity, and in many cases are now hazardous.

- The existing heating, ventilation and air-conditioning (HVAC) system is comprised of equipment and distribution systems that have exceeded their useful life.
 - ▶ Many parts for the antiquated HVAC system are no longer available and have to be made in-house.
 - ▶ The existing systems have **frequent failures that damage building fabric**.
 - ▶ A random collection of supplemental solutions have been added over time to address isolated problems.
 - ▶ 25-percent of the Capitol has no heating and cooling capability.
 - ▶ There is no HVAC system in the attic and Dome, leading to condensation and degradation of building fabric in this area.
- The existing **elevators need to be replaced** and are not large enough to fit an ambulance gurney. Since the Capitol was vacated, the east elevator is no longer operable.
- The entire electrical system is obsolete, considered hazardous, and in need of replacement.
 - ▶ Wiring inside of **conduit is old and brittle**, insulation on the wires has deteriorated significantly, and the wiring does not meet current codes.
 - ▶ The existing system is overburdened and struggles to keep pace with current technological demands.
- The Capitol does not have modern information technology systems, including robust audio/visual capabilities.
- The building's plumbing and steam systems are badly corroded. Water and sewer pipes suffer **frequent leaks** causing substantial damage.

Insufficient and Inadequate Restrooms

The Capitol was not designed to accommodate the current level of public use. The number of public restrooms is insufficient for the number of public that visit the Capitol. Restrooms have been installed on an *ad hoc* basis and associated plumbing distribution systems are not properly organized, resulting in a troublesome network of piping that makes maintenance, repairs, and system improvements difficult.

- There are an **inadequate number of fixtures** to meet current code requirements.
- The public must travel long distances through the building to find public restrooms, because most floors lack public restrooms.
- ADA accessibility for the existing restrooms is inadequate.



Figure 10: Electrical Conduit Deterioration



Figure 11: Cracked Pipe



Figure 12: Rusted Plumbing

OVERCROWDING IN BUILDING

The Capitol totals about 130,000 gross square feet (GSF) including the garden level, first through third floors, attic and dome levels and will have about 50,000 square feet of useable square footage after infrastructure systems are replaced. Over time, the Capitol has not been able to meet all of the demands for public and occupant space. The Capitol was originally designed to house the executive, legislative, and judicial branches of government. Through the years, the Supreme Court and executive branch agencies have relocated to other buildings.

Legislative Committee Rooms are Too Small

The original Capitol design and the 1917 addition did not provide space for legislative committee activity. Today, much of the work of the Legislature occurs in committee meetings, but **small rooms limit public participation.**

- Most legislative committee rooms in the Capitol are housed in historic office locations and range in size from about 300 square feet to 425 square feet.
- Most of these public meeting rooms can accommodate **less than 20 members of the public** and the rooms are so crowded that it is difficult to enter and exit meetings.

Staffing Inefficiencies

Office space is fragmented, oversized, and undersized throughout the Capitol, resulting in significant inefficiencies in space utilization.

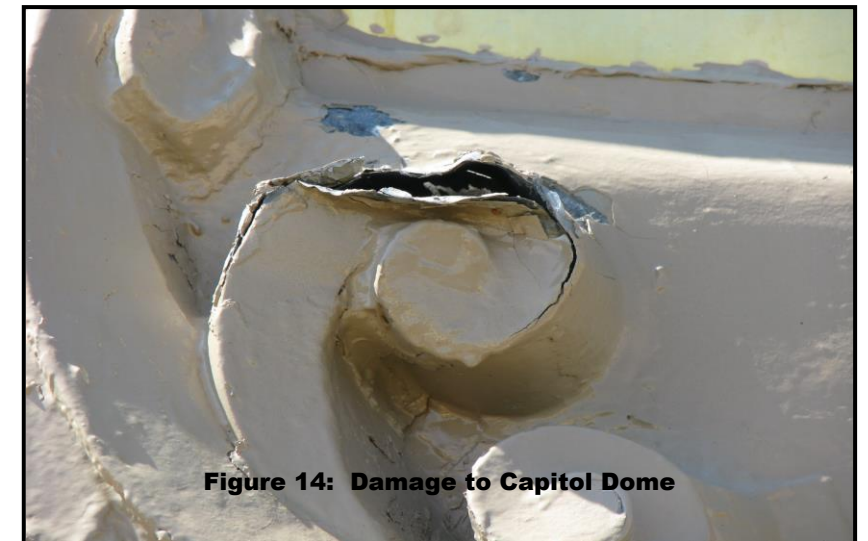
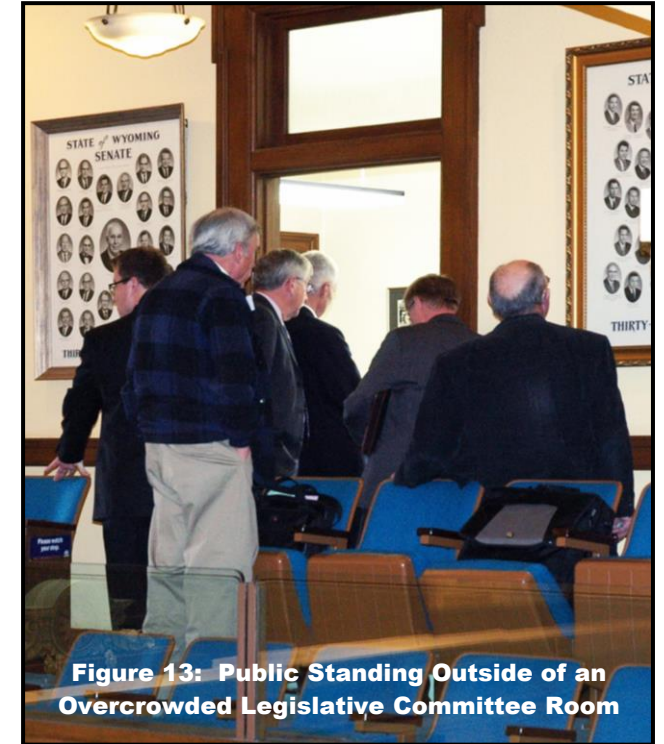
- The Governor's Office staff is fragmented, with 18 policy staff located in the Herschler Building. These staff need to frequently interact with other members of the Governor's staff located in the Capitol.
- The Treasurer's Office staff is fragmented, with a portion of the staff located in the Hansen Building, a few blocks from the Capitol.
- The Superintendent of Public Instruction and Department of Education staff are located in a different building than the other elected officials and their staff.

EXTERIOR PROBLEMS

The exterior of the building has indications of strain and deterioration, especially in the Capitol Dome and the sandstone masonry.

Damage to the Capitol Dome

- The Dome appears to be generating cracks at the Rotunda, which allows water to enter and cause damage.
- There are coating failures over large portions of the exterior of the Dome.
- There are dents, tears, and punctures in virtually all of the metal surfaces across the exterior of the Dome and **water infiltration occurs in several locations.**
- There is moisture damage in the interior of the Dome, which is degrading the building fabric.



Masonry Deterioration

The stone on the Capitol exterior walls is generally sound, however significant localized issues exist. In some locations, the masonry is over 125 years old and periodic maintenance does not appear to have been performed. Repairs have been poorly executed or have failed.

- **Many stones are damaged and loose.** In 2013, a loose stone was discovered over the front steps. The main entrance into the Capitol was closed for several weeks until the stone could be secured with netting.
- Cracks, spalls and voids, along with blistering, delamination, erosion, and discoloration have been identified.
- There are **open and deteriorated mortar joints** in the masonry.
- Most of the severe masonry damage exists in locations where there has been continual **water infiltration**.

SOLUTIONS FOR THE CAPITOL

The rehabilitation and restoration of the Capitol will involve comprehensive and invasive repair due to the significant amount of deferred maintenance and deterioration that need to be addressed. The project will bring the Capitol into compliance with code requirements and the ADA. The project will address life-safety deficiencies and include complete replacement of the HVAC, electrical, plumbing, and data systems.

Life Safety Corrections

- Smoke detection, smoke evacuation, and fire suppression systems will be installed.
- The **exterior fire escapes will be removed** and the interior staircases connecting the north side of the third floor public galleries to the Chambers will extend to the garden level, providing another means of egress.
- Tripping hazards around the Chamber galleries will be fixed by taking out unnecessary risers.
- **Elevators will be replaced** and moved out of the historic monumental corridors, which will widen the corridors to allow for more efficient traffic flow.
- The location of the new elevators will **allow access to all levels of the building**, including the varying floor levels at the third floor gallery lobbies, without the need for a secondary lift.

Building System Upgrades

- All mechanical, electrical, and plumbing systems will be replaced and organized into logical routing systems.
- The existing HVAC system will be replaced and will extend throughout the building.
- **Public restrooms** will be located in both east and west wings of the Capitol on the garden level, first floor and third floor. The restrooms and other plumbing systems will stack vertically from one floor to the next.
- Building system distribution will be located in, and adjacent to, existing chimney flues to minimize impact.



Figure 15: Netting Placed Over Loose Stones at the Entrance to the Capitol



Figure 16: Damaged Masonry on Capitol

Increase Size of Public Meeting Rooms

In addition to replacing critical infrastructure, **increasing the size of public meeting rooms** was one of the key drivers for the project.

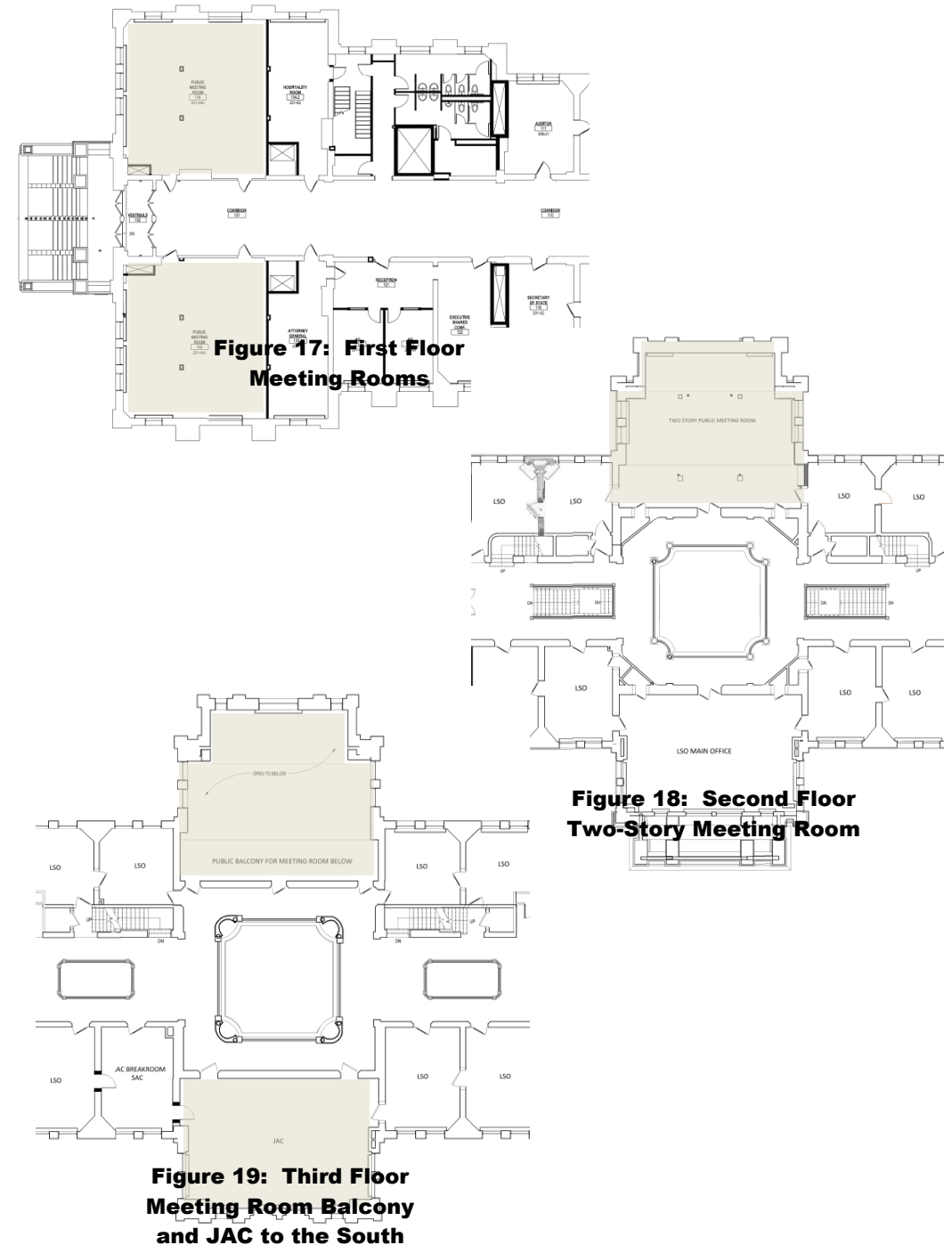
- Two large meeting rooms with **audience seating for 50** will be located on the west end of the first floor of the Capitol.
- The historic Territorial House Chamber/Historic Supreme Court Chamber will be restored on the north side of the Rotunda on the second and third floors to accommodate **audience seating for about 60 people**.
- The Joint Appropriations Committee will be located on the south side of the third floor Rotunda to reduce congestion in the hallways on the second floor and to provide two doors in and out of the meeting room.
 - ▶ Committee support functions and storage needs for the Committee will be located in an adjacent room to increase the amount of seating available for the public in the meeting room.
- Six meeting rooms with **seating for 75 to 100 members of the public** and a large auditorium that will seat 200 to 300 people will be located in the Capitol Extension, described in more detail in Section 6.
- These rooms will be available to elected officials and state agencies when not in use by the Legislature and the Oversight Group **encourages year-round use of these rooms**, including public tours of the spaces.

Improve Staffing Efficiencies

- The Governor's 18 policy staff members previously located in the Herschler Building will be relocated to the Capitol. The **Governor's staff will be located together** on the east side of the first floor and garden level.
- All of the **Treasurer's staff will be located together** in the Herschler Building.
- The **Secretary of State, Auditor, Treasurer, and Superintendent of Public Instruction will have formal offices in the Capitol** and their staff will be located on the south side of the expanded Herschler Building to provide efficient access to the Capitol.
- The Department of Education will be moved into the Herschler Building to be housed with the staff of the other statewide elected officials.

Exterior Work

- The existing paint will be removed on the Dome, the metal will be repaired and replaced as necessary, and then the surfaces will be re-primed and re-painted.
- The design team is currently engaged in an evaluation to prioritize masonry work for repair and replacement.



HISTORIC RESTORATION

As one of only **20 state Capitols designated as a National Historic Landmark**, the project provides an opportunity to restore the State's most significant building for the people of Wyoming. The renovation work completed in 1980 **significantly altered the Capitol's historic character**. The Legislature authorized the project to include restoration, which emphasizes retention of historic fabric and removal of non-historic changes.

Restoring Historic Ceiling Heights

Suspended tile ceilings have been added throughout the building covering up historic details and significantly lowering ceiling heights. Restoring the original ceiling heights is **actually a cost savings**. By adopting a fan coil heating/cooling system, ceiling-mounted ductwork and stepped ceilings are avoided, lowering construction costs. Significant foundation underpinning reductions were also obtained by using this system.

- Restoration will expose historic decorative elements, such as stenciling and cornice molding.
- This restoration will expose the **full height of windows**, allowing more light into the building and will also expose **arched doorways** that were previously covered.

Restoring the Lay lights and Sky Lights

Sky lights let light in through the roof, while lay lights transmit light at the ceiling level. Historically, there were **15 sky lights and lay lights in the Capitol**. Only the sky lights over the House and Senate Chambers remain.

- Restoring the sky lights and lay lights over the monumental stairs on the east and west side of the Rotunda will transmit **natural light from the third floor down to the first floor**.
- Restoring the sky lights and lay lights in the third-floor gallery lobbies will naturally light these public spaces.
- Restoring the sky lights and lay lights in the Rotunda will light the Rotunda lay light with natural light.

Restoring the Territorial House Chamber/Historic Supreme Court Chamber

The scope of work will restore the 1888 Territorial House Chamber, which was later occupied by the Supreme Court in 1890, located on the north side of the Rotunda on the second floor. The chamber will be restored to its original size by eliminating the partition wall and reclaiming the two-story volume and public balcony.

- Original features will be restored, including the stained glass lay light and chandelier that are currently located in Room 302. Natural light will be provided by the historic sky light above this room.
- This magnificent room will become the **largest meeting room in the Capitol** and will be available for use by the statewide elected officials when not in use by the Legislature.

Building Modifications Provide Historic Benefits

- Relocating elevators will visually connect the Chambers and the Rotunda through the monumental corridors.
- The extension of the interior staircases allows for removal of the northeast and northwest exterior fire escapes, **restoring the historic façade of the north side of the Capitol**.

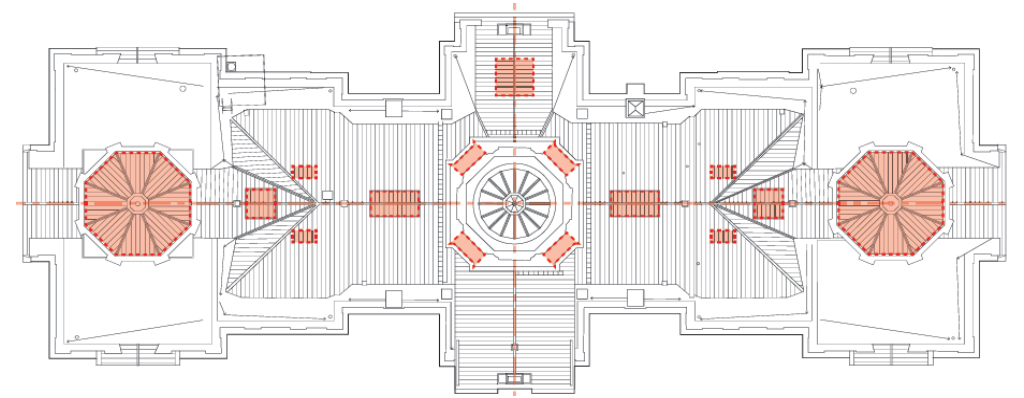


Figure 20: Locations of Historic Skylights

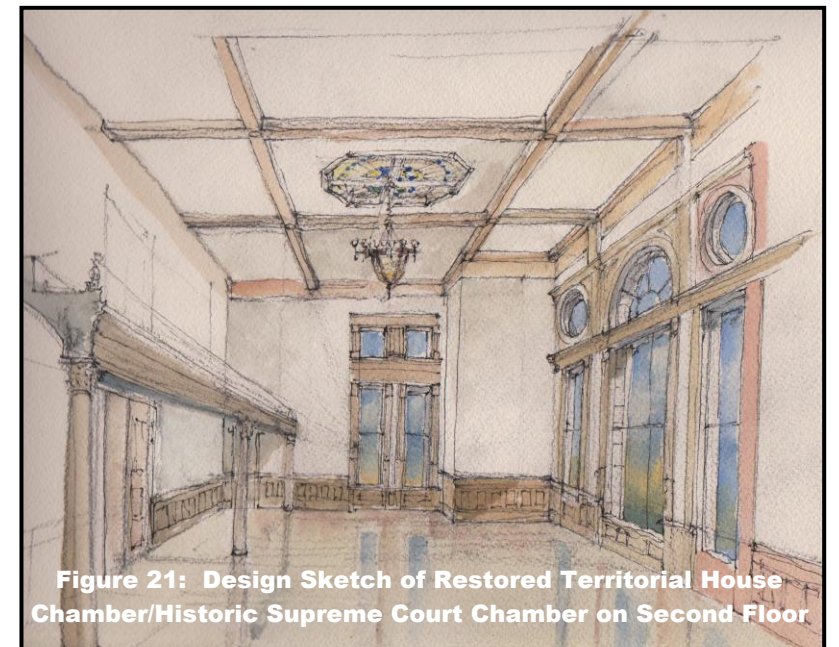


Figure 21: Design Sketch of Restored Territorial House Chamber/Historic Supreme Court Chamber on Second Floor

Samples of Historic Details Hidden Above Suspended Ceiling Tiles



Figure 22: Historic Decorative Elements Hidden Above Suspended Ceiling Tiles

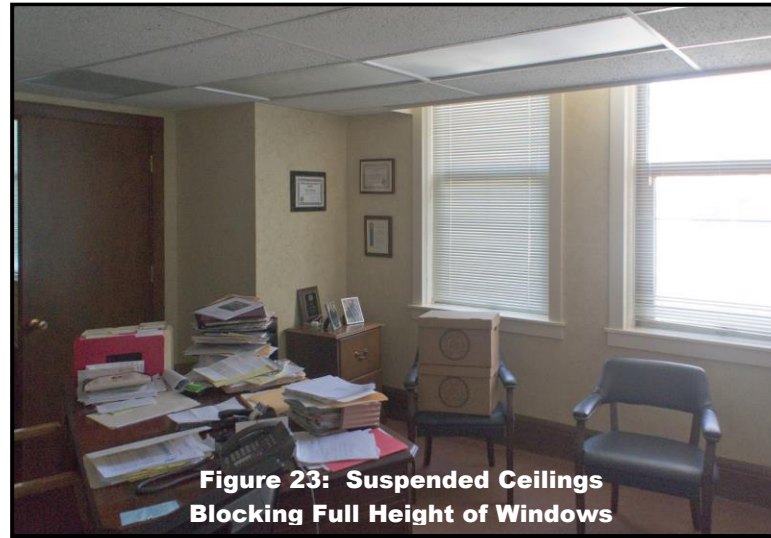


Figure 23: Suspended Ceilings Blocking Full Height of Windows

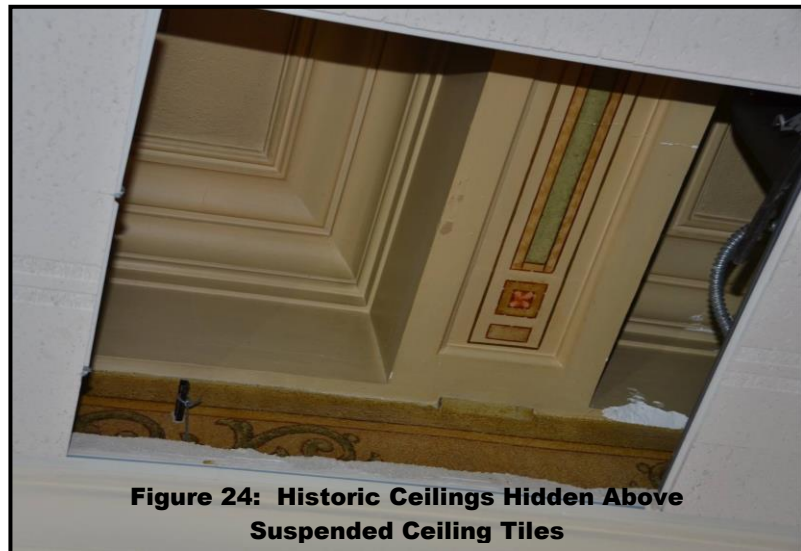


Figure 24: Historic Ceilings Hidden Above Suspended Ceiling Tiles



Figure 25: Historic Arches Hidden Above Suspended Ceiling Tiles



Figure 26: Historic Arched Doorway Hidden Above Suspended Ceiling Tiles

Section 5

Central Utility Plant

The central utility plant (CUP) that services the Capitol and surrounding buildings is in need of replacement. The systems in the CUP supply mechanical and electrical **service to five State buildings**: the Capitol Building, Herschler Building, Barrett Building, Supreme Court Building, and Hathaway Building. Combining a renovated CUP with the Capitol Square Project allows for economies of scale in construction costs, while also addressing critical replacement needs of failing equipment and piping. Relocating the CUP allows for additional space needs to be met in the tunnel connecting the Capitol to the Herschler Building.

PROBLEMS AND SOLUTIONS

Problems Identified

- The systems in the CUP have reached the **end of their life cycles** and require extraordinary maintenance to keep them operating. System failure is a real possibility.
- The existing CUP **lacks sufficient, serviceable space** for proposed systems. Expanding the footprint of the CUP allows installation of appropriate, modern systems. The CUP will be expanded from approximately 11,000 square feet to approximately 18,000 square feet.
- The above-ground cooling tower location on the northeast side of the Capitol creates noise and mist on the Capitol grounds. Moisture from the tower has **degraded the nearby stone** on the Capitol. The cooling tower requirements will increase with the combined capacity of the new CUP.
- The above-ground generator, transformer, and associated switchgear **pose a security risk** and detract from the appearance of the Capitol grounds.

Replacement and Relocation Plan

- The CUP will be relocated to the southeast side of the Herschler Building. The existing systems will continue to provide services to the Capitol Complex until the new system is completed.
- The cooling towers will be **relocated to the fourth floor of the east side of the Herschler Building**.
- The generator, transformer, and electrical switchgear will be **relocated to the CUP and Herschler Building**.

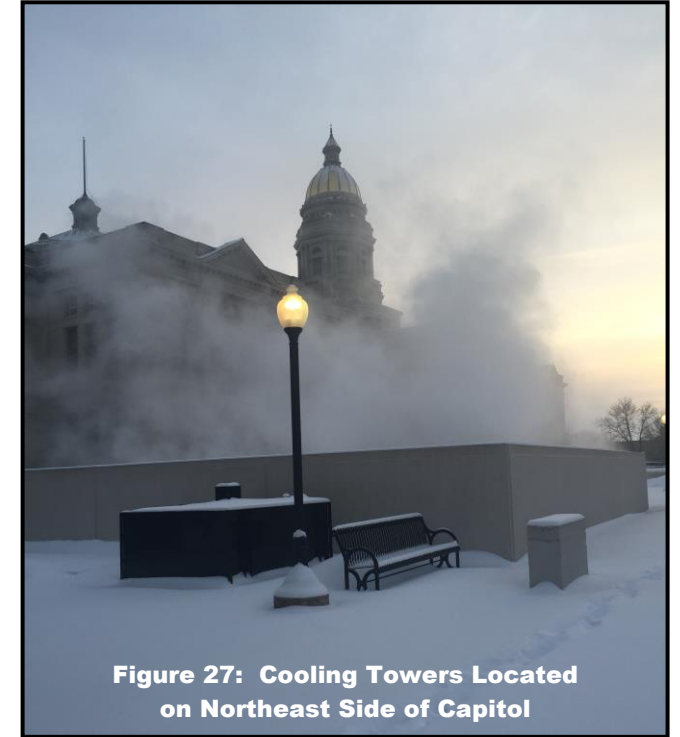


Figure 27: Cooling Towers Located on Northeast Side of Capitol

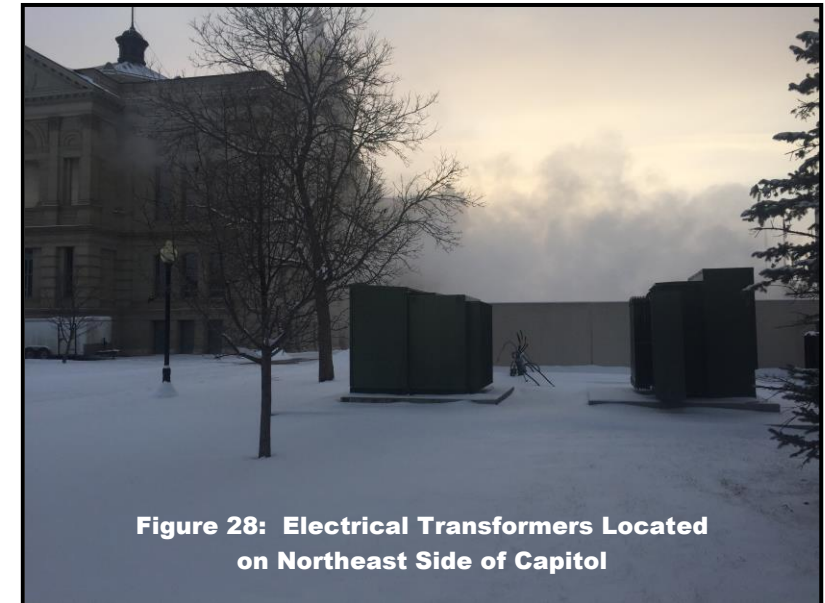


Figure 28: Electrical Transformers Located on Northeast Side of Capitol

Section 6

Capitol Extension

The Capitol Extension connects the Capitol and Herschler Building underground and will extend under the Herschler Building almost to 26th Street. It is ideally located to accommodate many of the identified public needs and functions that are displaced from the Capitol. Public meeting rooms, a student learning center, a media center and other public services will be added. In addition, the roof of the tunnel has significant deterioration and is in need of replacement, creating the opportunity to light the space with sky lights.

PUBLIC MEETING ROOMS

Six large public meeting rooms will be located on the south end of the Capitol Extension.

- Four of the meeting rooms will seat **75 members of the public**, plus committee members and staff.
- Two of the meeting rooms will seat **100 members of the public**, plus committee members and staff.
- An auditorium seating **200 to 300 people** is planned for the north end of the Capitol Extension.
- Conference rooms and a catering kitchen can be reserved for public use.

STUDENT LEARNING CENTER

A large Student Learning Center will be located on the north end of the Capitol Extension and will serve as a **classroom for Wyoming school students** who travel to the Capitol.

- Wyoming history is taught to all fourth grade classes and this room will be designed around tours and lesson plans provided as part of their introduction to government.
- In addition, many middle school and high school students tour the Capitol to learn about Wyoming state government and civics.

Social Studies Content Standards

The Oversight Group commissioned an interpretive design firm to develop schematic design interpretive materials to augment visitor tours to the Capitol. The report identified strategies to incorporate Wyoming's social studies content and performance standards into the Learning Center and associated tour of the Capitol. Funding is currently not included in the project to implement the interpretive plan recommendations, but when the interpretive elements are funded, the Learning Center will include physical and multimedia exhibits focusing on **Wyoming civics and political history, and the Capitol's architecture.**

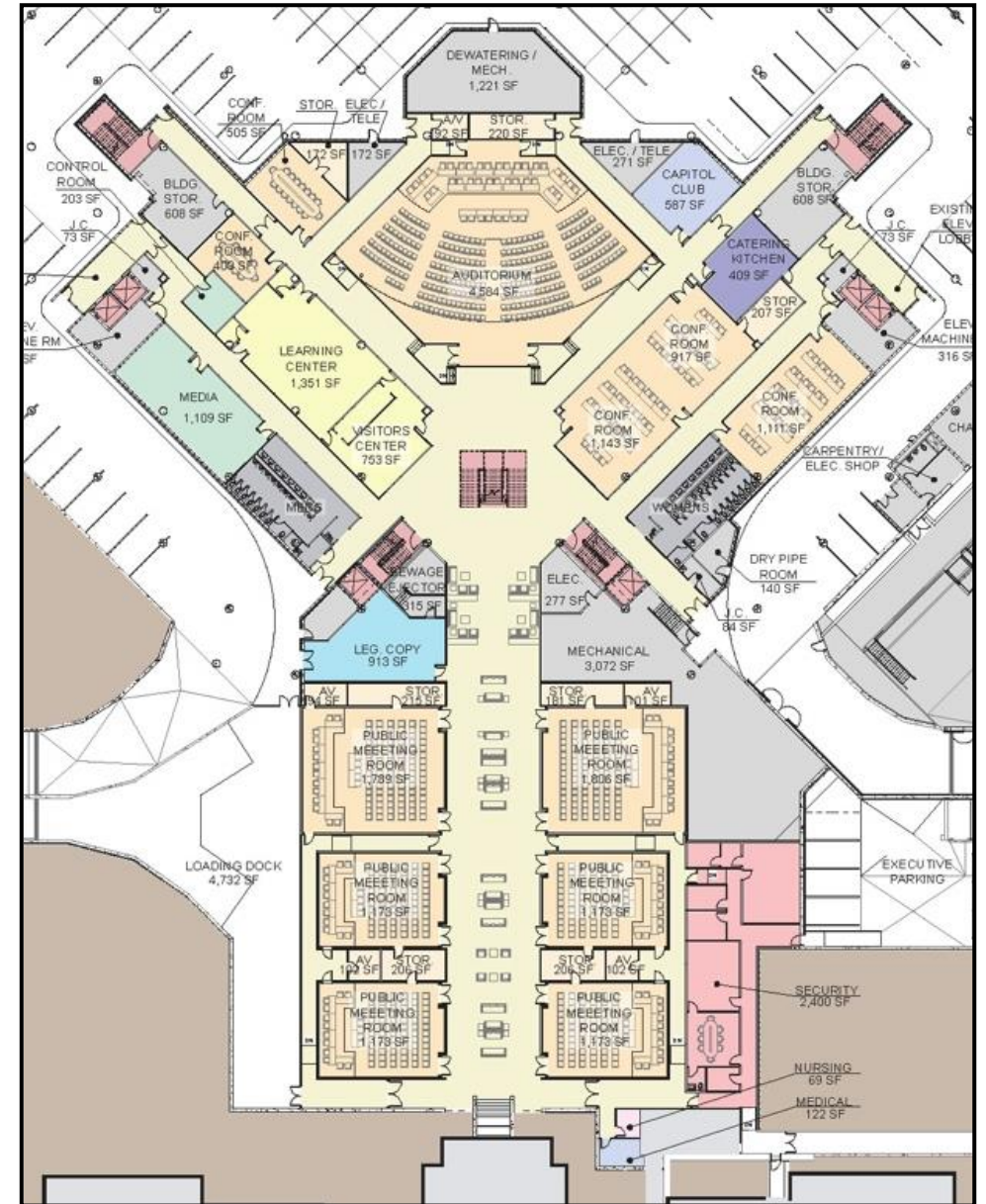


Figure 29: Design Sketch of Below-Grade Capitol Extension

School Bus Drop-Off Lane

Currently, school buses drop children off on **busy Capitol Avenue**. The school bus drop-off will be relocated on the north side of the Herschler Building in the existing driveway off 26th Street.

- Students will enter the Capitol Extension and the Student Learning Center from this location.
- The bus drop-off lane will provide a **safer environment** for loading and unloading than on-street parking.

OTHER PUBLIC SERVICES

The existing below-grade tunnel is approximately 28,000 gross square feet. The space that is currently used as a conference room (Herschler B-63) and the terraced area of the atrium will add about 29,000 square feet to the Capitol Extension and 11,000 square feet from the existing CUP location will also be converted to useable space.

- **Additional public restrooms** will be added in the Capitol Extension.
- Informal seating areas will be included for constituents to meet with policymakers. Many discussions happen in informal settings between formal meetings. These brief meetings are important to the political process and provide a **significant opportunity for public interaction with elected leaders**.

Print and Broadcast Media Center

Dedicated space has been set aside in the Capitol Extension for print and broadcast media.

- These rooms will be connected to all public meeting rooms and the House and Senate Chambers in order to provide modern telecommunication **access to legislative and executive branch proceedings**.
- Cable management to remote satellite trucks is planned for this space.

Visitor Center and Interpretive Exhibits

The Capitol is one of the largest tourist attractions in southeast Wyoming. The current design calls for the expansion of the interpretative plan to include displays in both the Capitol and the Capitol Extension with tours starting at the north end of the Capitol Extension.

- A Visitor Center will be located in the Capitol Extension and the drop-off location for tour buses will be in the driveway on the north side of the Herschler Building off 26th Street.
- Exhibits are planned throughout the space to **highlight citizen participation in government**, Wyoming history, and building architecture.
- The Oversight Group requested the interpretive exhibits so visitors will understand the history of Wyoming's government, the importance of the state's democratic process, and the architectural and cultural significance of the Capitol.

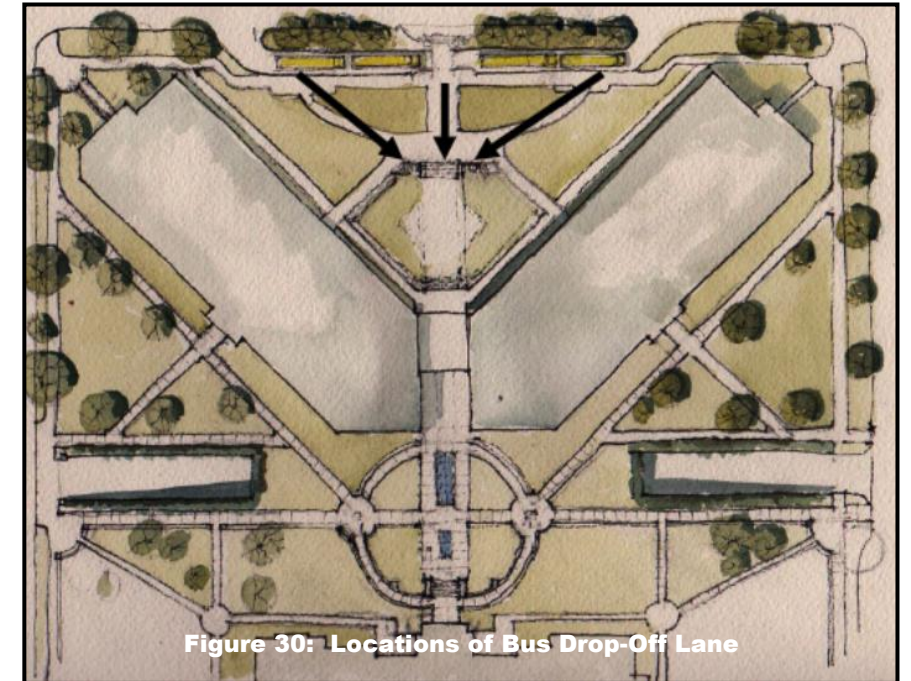


Figure 30: Locations of Bus Drop-Off Lane

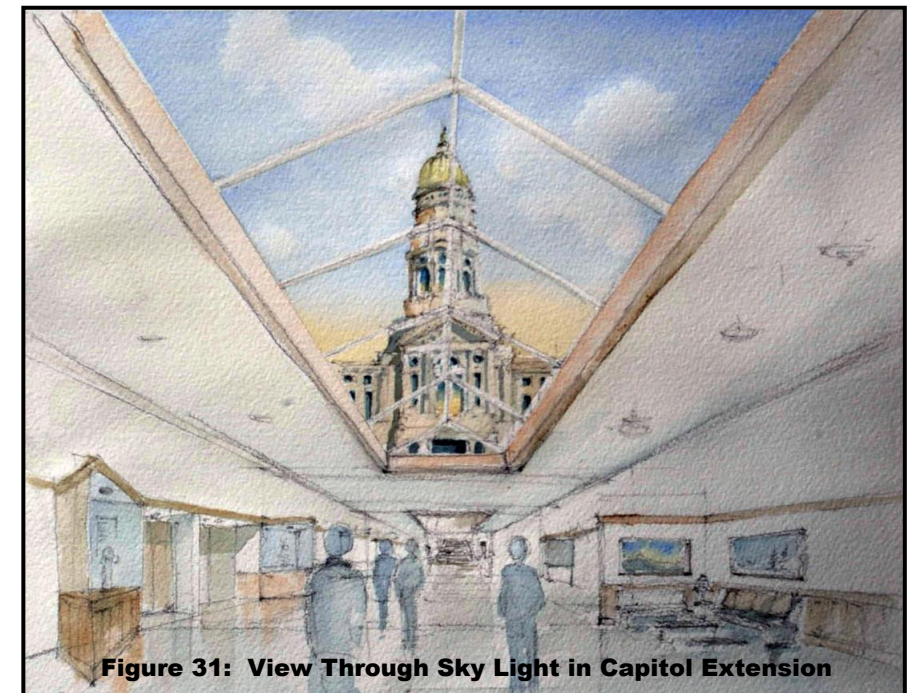


Figure 31: View Through Sky Light in Capitol Extension

Section 7

Herschler Remodel and Expansion

The Capitol Extension cannot accommodate all of the displaced functions from the Capitol. The Herschler Building, due to its **proximity to the Capitol** and to the Extension, is the most logical location to house these functions. The building will also be used to relocate some of the infrastructure needed to support the Capitol Complex. However, in order to accommodate these needs, the building must be reconfigured and expanded.

HERSCHLER BUILDING VALUE

The Herschler Building is an important asset not only because of its ideal location next to the Capitol, but also because the State can leverage existing infrastructure, which is valued at approximately **\$25 million** in today's dollars. The building is roughly 229,000 gross square feet, with 173,000 net assignable square feet above-grade.

Proximity to Capitol

There will never be another State building as close to the Capitol as the Herschler Building. It serves a critical role in the project, providing the relief valve to reduce the pressure for office space in the Capitol, allowing the creation of larger public meeting rooms in the Capitol. The Herschler Building provides **efficient access** to the Capitol through the below-grade Capitol Extension, as well as the above-ground plaza between the buildings.

- The expanded Herschler Building will **house the statewide elected officials' staff** displaced from the Capitol. The elected officials will have formal offices in the Capitol, so their staff must be located nearby.
- The building will provide space for displaced **legislative committee chairmen and legislative staff** who need to be close to public meeting rooms and the House and Senate Chambers.

Structural Asset

The physical structural system and foundation of the Herschler Building is sound. Typically, the structural system within a building accounts for approximately 20 to 25 percent of the overall costs of a building. The Herschler Building structure is valued at almost \$21 million in 2015 dollars. The existing foundations extend beyond the building, allowing the opportunity for expansion of the building's perimeter to increase useable space.

Underground Parking

Each parking stall in the Herschler Building underground parking garage is valued at approximately \$25,000. There will be about 170 parking stalls available in the underground parking structure, with a value to the State of over \$4 million. The existing east and west access ramps to the parking garage will be retained.



Figure 32: Preparation of Raft Slab Foundation



Figure 33: Construction of Herschler Building

Cost-Effective Solution to Address Space Needs

Over the past several years, the State conducted studies of properties surrounding the Capitol, but the options were not pursued. The Legislature authorized expanding the Herschler Building as the **most economical alternative** to meet the needs displaced from the Capitol, as well as to move State agencies out of leased space.

- Building an executive office building with 152,000 net assignable square feet on the former St. Mary's property east of Capitol would cost about \$92 million escalated to 2016 dollars.
- Constructing a State office building with 250,000 net assignable square feet on the former Safeway property on Pioneer Avenue, west of Capitol would cost about \$100 million to build escalated to 2016 dollars.
- Expanding the Herschler Building adds approximately 49,000 square feet with a budget of \$63 million, which includes remodeling existing space. Some of the square footage may remain unfinished to balance the project budget, but expanding and remodeling an existing building is a cost-effective way to obtain more space.

HERSCHLER BUILDING PROBLEMS

The Herschler Building was completed in 1983 and **no renovations have occurred** since that time. Significant repairs are needed to extend the life of the building. The Herschler Building pre-dates the ADA and systems do not meet current code requirements. The building's current circulation and space configuration is inefficient.

Aging Infrastructure

Mechanical, electrical, and plumbing systems have been well maintained, but are at the age where replacement becomes a factor. Maintenance will become increasingly more involved without intervention.

- Annual maintenance costs have been averaging about **\$150,000 per year** for the last three fiscal years. Deferred maintenance costs of about **\$313,000** have been identified over the last three fiscal years.
 - ▶ Equipment failures have resulted in difficulties keeping the east wing of the building heated and cooled.
- The lighting system in the building is deficient and all of the finishes are original and have not been updated.
- As will be discussed in more detail below, the building exterior is in need of repair.

Inefficient Internal Design

The Herschler Building does not currently function as an efficient office building.

- **Wayfinding is difficult** within the building, because there is a greater distance from building entry points to elevators and stairs than typical.
- Elevators and stairs cannot be seen from the building entries, **making navigation difficult** to upper floors.
- The building's **open floorplan lacks security** and individuals can wander throughout the building.
- The atrium is underutilized and there are **heating and cooling costs** associated with maintaining it. Sound carries throughout the building when there are activities in the atrium, because each floor opens to the atrium.

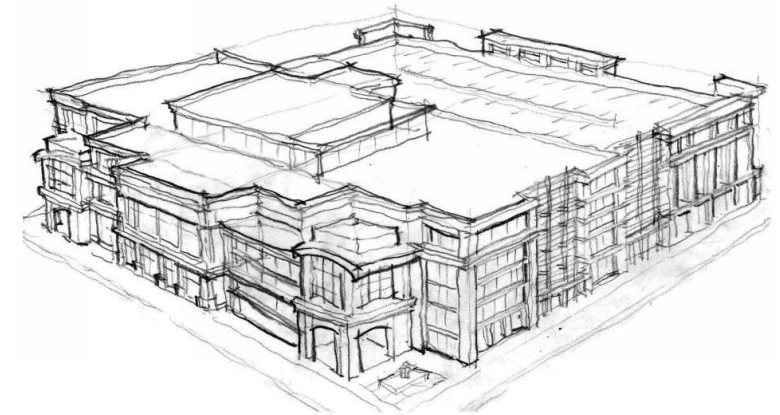


Figure 34: Conceptual Design Sketch of Proposed Building on Saint Mary's Property

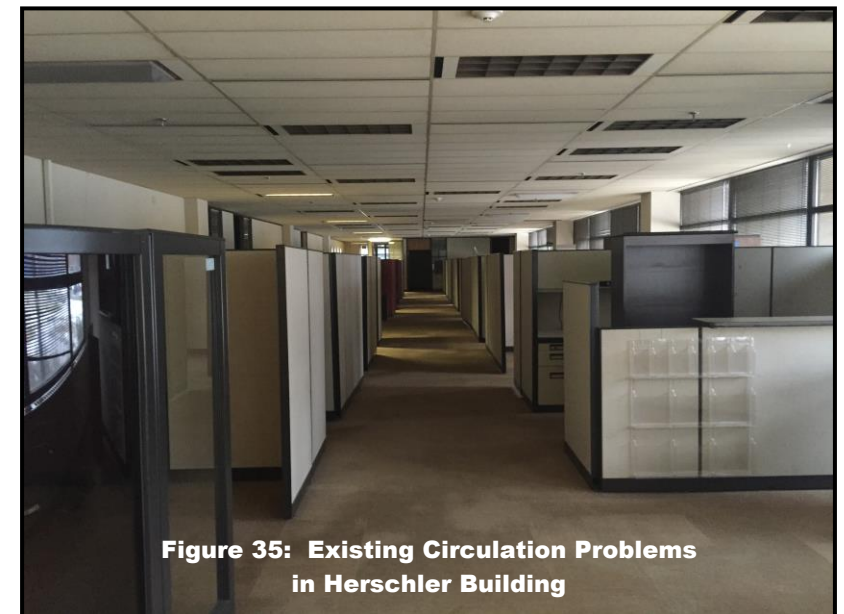


Figure 35: Existing Circulation Problems in Herschler Building

Exterior Deficiencies

Multiple areas at the existing building envelope are failing, resulting in water penetration and rust damage. The building envelope constitutes any element of a building that is exposed to the exterior elements.

- The exterior wall system joints lack proper sealant, **allowing moisture to migrate into the building.**
- Due to moisture penetration, there is a concern regarding future deterioration of the steel connections at the exterior limestone and precast cladding of the building.
- The exterior wall system allows water vapor to condense inside the exterior wall due to inadequate insulation.
- The **exterior window system has extensive deterioration** allowing wind, rain, and snow into the building.

SOLUTIONS FOR THE HERSCHLER BUILDING

Many of the building systems will be replaced. The exterior will be replaced and new entry points will be added to improve access to the building and to address building circulation inefficiencies.

Infrastructure Improvements

Equipment with remaining usable life will be retained where possible, but much of it needs to be replaced.

- The mechanical distribution system will be replaced.
- The lighting and electrical systems in the building will be replaced.
- The **existing restrooms will be remodeled and expanded** and plumbing will be replaced.
- Worn-out original finishes will be replaced, including the suspended ceilings, carpet, and paint.

Improved Internal Efficiency

Existing elevator and restroom core elements are located near the center of each wing of the Herschler Building. To improve access to these building cores and to improve the efficiency of space assignments in the wings, **building entries and stairways will be added** near the center of each wing on both the north and south sides. A one-story lobby with entrances from the north and south will also be provided. Elevators and stairs will be located at each of these entry points for efficient navigation through the building.

- The new entries will provide more efficient access into the building, minimizing travel distance to elevators and restrooms, **improving wayfinding** through the building.
- The new configuration will allow agencies to have clearly defined suites, allowing for improved security.
- The new configuration will reduce pedestrian traffic through unrelated agency space and increase the amount of square footage that can be used to house employees.
- Elevators will be added adjacent to the new lobby of the building to improve building circulation and to provide convenient access to the elected officials' staff located on the south side of the building.



Figure 36: Water Seeping Through Stone on Herschler Building

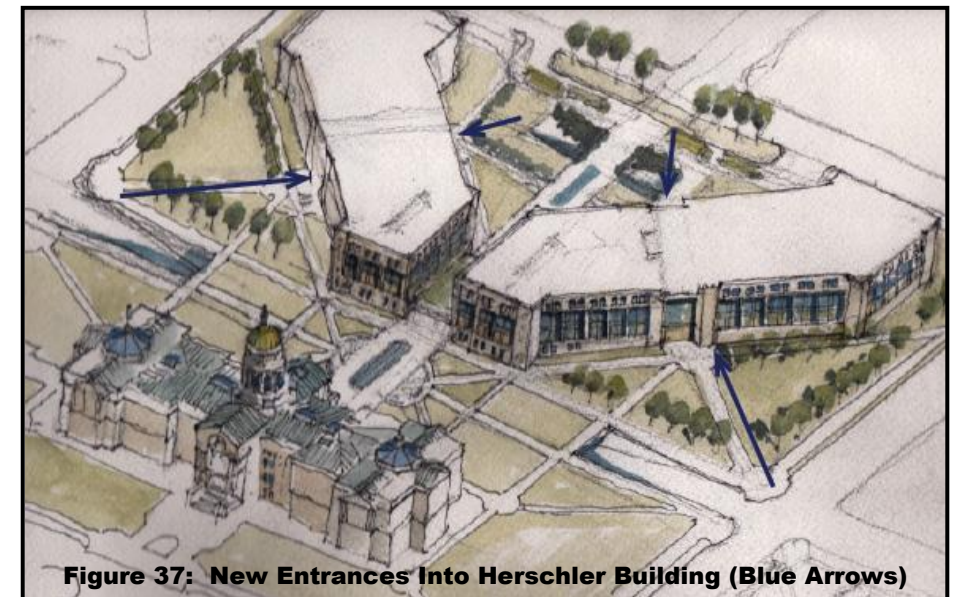


Figure 37: New Entrances Into Herschler Building (Blue Arrows)

Exterior Replacement Benefits

Replacing the entire exterior wall system not only **addresses the failures** in the existing system, but it also allows replacement of the wall systems with material and design that will be **complementary to the Capitol**. The work also allows for expansion of the building.

- The Legislature added funding to the project in 2015 to replace the building envelope to address major maintenance issues, including water infiltration, corrosion, wall gaps, and rotting window blocks.
- The failing envelope will be replaced with a combination of building elements that more appropriately relate to the scale of the Capitol and will include replacement of the imposing, windowless south-facing walls.
- Replacing the aged-out exterior provides the **opportunity to enlarge the footprint of the building**.

ADVANTAGES OF SOUTH EXPANSION

Widening the building to the south takes advantage of the **existing foundation system**, as well as reinforcing the proximity of the Herschler Building to the Capitol. Replacing the exterior of the Herschler Building provides an opportunity to expand the building and remove the underutilized atrium on the north side of the building. Removal of the atrium improves energy efficiency, reduces noise, and restores Capitol views from the north.

Expansion Provides Efficient Space Gains

The original design called for a four-story addition on the north side of the building. However, based on preliminary design work, the option came in about \$31 million over budget and did not provide efficient office space. The new design uses existing foundations to expand the building to the south, providing a more efficient method of adding square footage at a lower overall cost, with approximately **49,000 useable square feet** gained.

- The original slab foundations are large enough to accommodate widening of the two Herschler Building wings by approximately 15 feet, which is a more cost-effective solution to gain useable square footage.
- Expanding to the south **does not encroach on the adjacent neighborhood** north of the building.

Expansion Provides Space Close to the Capitol

Office space in the Capitol will be displaced by new building systems and larger public meeting rooms. The offices displaced from the Capitol need to be located in close proximity to support efficient operations.

- Expanding the Herschler Building to the south provides the space and proximity needed for elected officials' staff. The previous design located the elected officials' staff in an addition near 26th Street.
- The Treasurer will be able to co-locate staff and will no longer need to lease space for a portion of staff.
- The Department of Education staff will be co-located with the statewide elected officials' staff in the building.
- Legislative committee chairmen and legislative staff will be located in the expansion for proximity to the Capitol and public meeting rooms.



Figure 38: Compromised Joint Sealant on the Exterior of the Herschler Building



Figure 39: Moisture Damage on the Interior of the Herschler Building

Goal to Reduce Leased Space in the Future

The remodeled and expanded Herschler Building will provide more efficient and flexible office space for agencies and **relieve a portion of the State's lease burden** in Cheyenne in the future. Expansion of the building now will allow the State to finish out interiors as funds are available to move agencies out of leased space.

- The space that will be occupied by the elected officials, legislative committee chairmen and legislative staff will be finished first. Agencies that need to be located in close proximity to the Capitol will be the second priority and the third priority is to move General Fund agencies currently in the most expensive leased space.
- The State leases about 286,000 square feet of space in Cheyenne, spending **over \$5 million annually**.
 - ▶ Approximately \$230,000 is spent annually for 14,000 square feet for General Fund agencies.
 - ▶ Approximately \$2.8 million is spent annually for 155,000 square feet for federally funded agencies.
 - ▶ Approximately \$2 million is spent annually for 117,000 square feet for agencies with other funding.

Atrium and Bridge Removal Benefits

The current design of the Herschler Building is comprised of two office building wings connected by bridges and an atrium. The open floorplan allows individuals to wander throughout the building. The open floorplan also results in significant inefficiencies. These issues are resolved by removal of the atrium and bridges, enclosure of the north walls of the building, and the addition of a one-story lobby connecting the building wings above grade.

- Removal of the atrium and enclosure of the north walls **will reduce noise** that travels up through the atrium during events in the terraced areas on the ground level.
- By enclosing the north walls and adding windows, **more light will be available** into offices on each floor.
- Removal of the atrium will **restore the view to the Capitol** on the north side of the Herschler Building, emphasizing the status of the Capitol as the most significant building in the state.
- Removal of the atrium **increases building efficiency** and will reduce heating and cooling costs.
- Enclosure of the north walls and removal of the bridges that connect the two wings **will increase security** in the building by creating enclosed office suites.
- The plaza between the Capitol and the Herschler Building will become a more inviting space for the public and entry to the building is protected from the elements by a one-story lobby that will connect the wings.
- Project structural engineers have determined that no increase in wind-resisting structural systems is required because of removal of the atrium.
- If the atrium is not removed, the floor would need to be raised and ramps and railings added at a cost of about \$2 million to accommodate the auditorium in the Capitol Extension directly below the atrium.

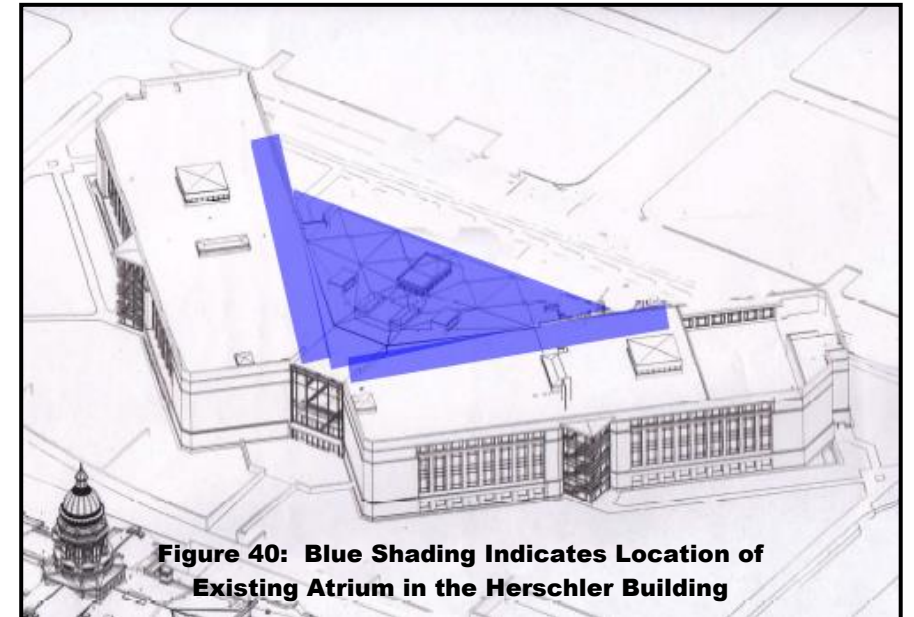


Figure 40: Blue Shading Indicates Location of Existing Atrium in the Herschler Building



Figure 41: Design Sketch of View of the North Side of the Herschler Building with the Atrium Removed

Section 8

Conclusion and Status

The State has invested significantly in design and enabling work for the project, spending almost **\$32 million** through the end of 2015. With a fully developed scope, the project is poised to launch into full-blown construction. The Capitol and half of the Herschler Building have been vacated and the Capitol is currently undergoing selective demolition and asbestos abatement. There are economic benefits to completing the project during an economic downturn. There are cost increases associated with delay or changes to the project.

WORK IS UNDERWAY

The State has undertaken a **significant amount of work to prepare for construction** slated to begin in the spring of 2016. The costs incurred to date (including design work, moving and temporary space improvements, and pre-construction activities) are sunk costs that cannot be recovered if construction does not proceed.

Moving and Temporary Space Costs

The **Capitol is vacant** and all occupants have been relocated into remodeled leased space or remodeled State buildings. **Half of the staff in the Herschler Building have been relocated** into leased space. The costs spent on moving, tenant improvements, leases during the construction, and other related costs total over **\$16 million**. This does not include staff productivity losses incurred during the moving process.

- The State has **moved 560 people** out of the Capitol and Herschler Building. **Another 236 employees** will move from the east wing to the west wing of the Herschler Building.
- Lease contracts have been signed for the full term of the project for four buildings and each of these buildings have been remodeled to accommodate displaced occupants.
- The Jonah Business Center was leased and renovated to accommodate the Legislature.
- The US Bank Building was leased and renovated to accommodate the Secretary of State, the State Auditor and the State Treasurer and their staff.
- Two other buildings in Cheyenne were leased to accommodate employees displaced from the Herschler Building. Other Herschler Building offices were relocated into the State-owned Capitol Hill Building.
- The State-owned Idelman and Kendrick buildings across the street from the Capitol have been renovated to accommodate the Governor's Office and the Attorney General.



Figure 42: Moving the Governor's Desk Out of the Capitol



Figure 43: Packed Files and Office Contents in the Capitol

Pre-Construction Activities

- Early work packages for the Capitol and the Herschler Building have been let in the amount of almost **\$8 million** for pre-construction services provided by the Construction Manager hired for the project.
- Construction trailers have been mobilized on the former St. Mary's site east of the Capitol.
- A parking lot was created on the Pioneer Avenue site to accommodate parking for State employees displaced from the Herschler underground parking garage during construction.
- All artwork in the Capitol has been removed and placed in storage or protected in place.
- **Demolition and asbestos abatement have begun** in the Capitol.

PROJECT ECONOMIC BENEFITS

Significant employment and derivative economic benefit is provided by the project, aiding the economy as employment and economic benefit slow in the mining sector. Additional tourist spending will be also be generated after the completion of the project.

Construction Employment

The Department of Administration and Information's Economic Analysis Division analyzed the impacts to Laramie County and the statewide construction industry from the Capitol Square Project.

- Work is projected to provide **additional employment of just over 1,000 employees** in 2017 in Laramie County.
- The analysis projects total positive change in personal income of \$236 million.
- The analysis indicates a change of Wyoming GDP of \$260 million created by the project.

Tourism Impact

The Capitol is one of the largest tourist attractions in southeast Wyoming and the Wyoming Office of Tourism analyzed the tourism impact after the project is completed. With the investment in additional visitor experiences at the Capitol, the project will play a significant role in increasing visitor length of stay in the region.

- Increased visitation is projected to generate an **additional \$1.35 million in tourist spending** in Laramie County the first year after completion.

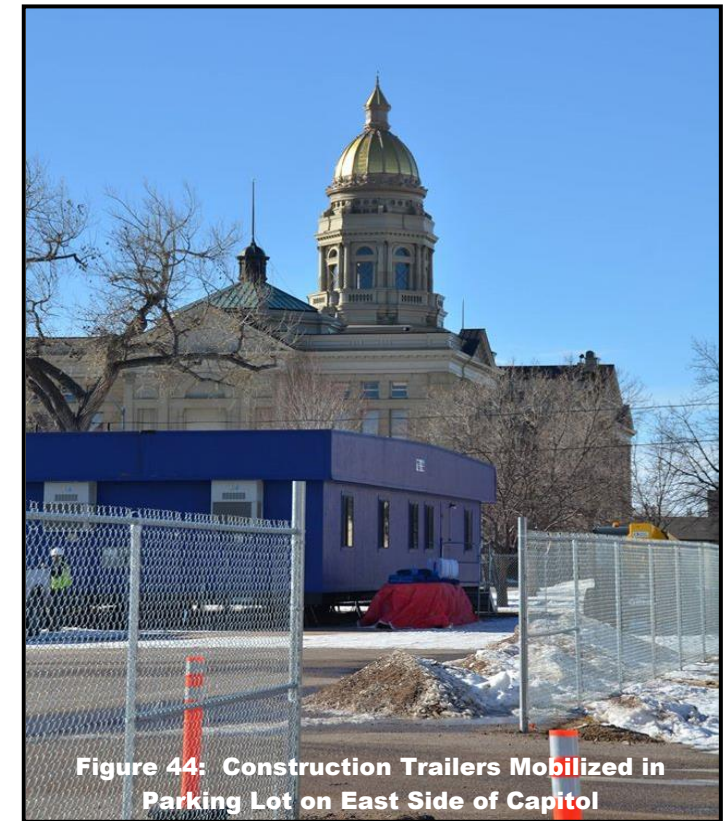


Figure 44: Construction Trailers Mobilized in Parking Lot on East Side of Capitol



Figure 45: Construction Trailers on East Side of Capitol

IMPACT OF DELAYS OR CHANGES

The scope of the project is fully developed. There are **cost increases associated with delay** or changes to the project as it is currently designed. All of the elements of the project are critical to restore the 125-year-old Capitol. If the scope of the project is changed, the State will not be able to achieve the goals of the project.

Construction Cost Inflation

As is true with any construction project, escalation in construction costs is a reality. Protection against inflation is already built into the budget for the project and is protected by the Construction Cost Limitation. If the project is delayed, inflationary impacts could require additional appropriations.

- Construction costs in Wyoming have been increasing at approximately **five to six percent each year**.
- On a project of this magnitude, inflationary costs could total \$12 million per year if construction is delayed.

Consequences of Changing Project Scope

In the law governing the project, the Legislature included the remodel and expansion of the Herschler Building, remodel of the connecting tunnel, and replacement of the central utility plant in the project because these assets are needed to increase public space and address life safety and building system deficiencies in the Capitol. It is a very complex design because **all of the components are interconnected**. Any significant change in the scope will **incur additional design costs and project delays**, resulting in increased construction costs due to inflation.

- The current design provides vertical building system cores that displace staff from the building. These cores would need to be completely redesigned if additional space outside the Capitol is not provided in the project.
- Expansion of the Herschler Building is needed to house the elected officials' staff who will be displaced from the Capitol, along with legislative committee chairmen, and legislative staff displaced from the Capitol.
- Remodeling and expansion of the below-grade Capitol Extension is necessary to create larger public meeting rooms and other public services.
- If the Herschler Building atrium is not removed, the floor of the atrium will need to be leveled off and raised approximately three feet to accommodate the auditorium located in the Capitol Extension below.
- Replacement of the CUP addresses longstanding building system deficiencies in the Capitol and the other four buildings it feeds in the Capitol Complex.
- Work needs to be completed in the first and fourth floors of the east wing of the Herschler Building to house mechanical equipment for the project.



Figure 46: Selective Demolition in Capitol



Figure 47: Selective Demolition in Capitol

Section 9

Additional Reading Materials

Click on the links below or visit the Wyoming Legislature's Website at: www.wyoleg.gov to review these documents. Click on **Interim Committee Activities** on the left-hand side of the page and then select **Capitol Building Restoration Oversight Group**.

1. *State of Wyoming Capitol Space Needs Assessment*, Tobin & Associates, CCMK Architecture and Planning 1999
2. *Capitol Condensate System and Ventilation Study*, Cator Ruma, TDSi, Century Environmental Hygiene, 2002
3. *Wyoming State Capitol District Vision 2020 Plan*, CSG Architecture and Civitas, Inc., 2003
4. *Final Report on Capitol Facilities*, Joint Legislative and Executive Task Force on Capitol Facilities, 2005
5. *Legislative Space Needs in the Wyoming State Capitol*, Carter Goble Lee, 2007
6. *State of Wyoming Capitol Master Plan – Space Utilization Options*, Carter Goble Lee, 2008
7. *Wyoming State Capitol and Herschler Building Connector Study*, HDH Architecture, 2007
8. *Conceptual Design – New Wyoming State Office Building*, Coover-Clark & Associates, 2008
9. *New State Office Building Level I Reconnaissance and Level II Feasibility Study*, HDR and Plan One, 2012
10. *Wyoming State Capitol Level I and Level II Study Executive Summary*, HDR, Plan One, PDP, 2014
11. *Wyoming State Capitol Level I and Level II Study Volume 1 – Technical Report*, HDR, Plan One, PDP, 2014
12. *Wyoming State Capitol Level I and Level II Study Volume 2 – Applied Research*, HDR, Plan One, PDP, 2014
13. *Wyoming State Capitol Level I and Level II Study Volume 3 – Report and Findings*, HDR, Plan One, PDP, 2014
14. *Wyoming State Capitol Level I and Level II Study Volume 4 – Herschler Supplement*, HDR, Plan One, PDP, 2014
15. 2014 Wyo. Sess. Laws, Ch. 40, Senate Enrolled Act 43, Original Senate File 103
16. *Herschler Building Exterior Limited Scope Evaluation Report*, Terracon, 2014
17. *Capitol Design Guidelines*, MOCA, 2015
18. *Herschler Building Design Guidelines*, MOCA, 2015,
19. *Site and Landscaping Design Guidelines*, MOCA, 2015
20. Capitol Square Project Interpretive Plan, *Design Minds*, 2015
21. Capitol Floor Plans (Pending Approval by the Oversight Group on February 2, 2016)