

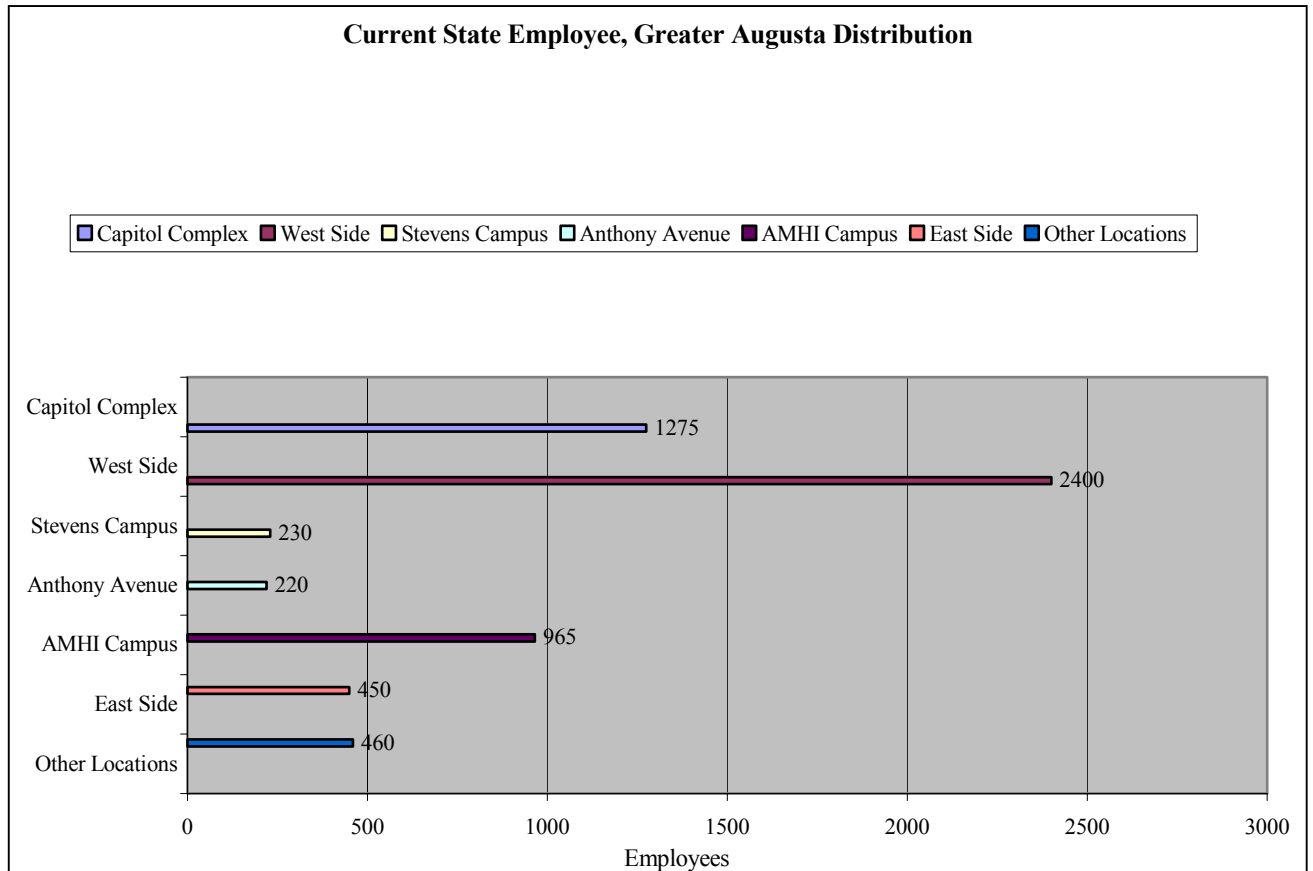
### ***Current Agency Locations***

Six thousand executive branch employees are located in the greater Augusta area. Currently they are located in a combination of owned and leased space in Augusta, Hallowell and Gardiner. The largest concentration of state employees is in Augusta on the west side of the Kennebec River. This area supports 3,675 employees. Of these, 1,275 are located on the Capitol Complex in the State Office Building, the State House, the Cultural Building and the Nash School.

1,415 state employees are located on the east side of Augusta. 965 of these are on the AMHI campus. The remaining 450 are in other east side locations including the Motor Vehicles Building and the Public Safety Complex.

Other locations include the Stevens Campus in Hallowell that currently supports 230 employees. Two agencies are housed in Gardiner. An office park in north-west Augusta (Anthony Avenue) supports another 220 employees. In addition, several agencies are in leased space in downtown Augusta.

State agencies in the greater Augusta area are housed in over 60 buildings spread from the north end of Augusta south to Gardiner, a distance of over 10 miles. Many of the larger agencies are fragmented in multiple buildings making communication among employees difficult and impeding productivity. Several large agencies lease space in multiple buildings, requiring employees to travel between different locations on a regular basis. Agencies on the east side of Augusta frequently require access to the Capitol complex. This access is currently difficult due to the traffic congestion associated with the river crossing.



***Current Agency Locations – East***

The distribution of State Agencies and employees in Augusta area buildings as of early 2000 is summarized in the following:

<i>East Campus</i>		<i>Employees</i>
AUG031	Marquardt Building	<b>143</b>
	ACE Service Center	28
	Mental Health	115
AUG015	Deering Building	<b>118</b>
	Agriculture	72
	Worker's Compensation	46
AUG012	Harlow Building	<b>100</b>
	Conservation	
AUG019	Ray Building	<b>290</b>
	Conservation	20
	Environmental Protection	270
AUG016	Tyson Building	<b>37</b>
	Corrections	37

AUG002	Old Max	60
	<i>Human Services</i>	
AUG070	Upham Building	50
	<i>Environmental Protection</i>	
AUG018	DEP Response Building	20
	<i>Environmental Protection</i>	
AUG069	William's Pavilion	4
	<i>Mental Health</i>	
AUG037	Greenlaw Building	84
	<i>Mental Health</i>	30
	<i>Mental Health (Regional)</i>	54
AUG 017	Nurses Building	52
	<i>Mental Health</i>	3
	<i>Mental Health (Regional)</i>	36
	<i>Labor</i>	13
AUG068	Elkins Building	5
	<i>Mental Health</i>	
<b>East Campus Total:</b>		<b>965</b>

<i>East Side</i>	<i>Employees</i>
Entomology Lab/50 Hospital Street	<b>8</b>
<i>Conservation</i>	
AUG122 159 Hospital Street	<b>12</b>
<i>Conservation</i>	
AUG091 Medical Examiner/34A Hospital St.	<b>3</b>
<i>AG - Medical Examiner</i>	
AUG090 State Crime Lab/34 Hospital Street	<b>20</b>
<i>Public Safety</i>	
AUG082 Public Safety/36 Hospital Street	<b>70</b>
<i>Public Safety</i>	
AUG047 Motor Vehicles Building	<b>287</b>
<i>Secretary of State</i>	
VA Togus	<b>28</b>
<i>Mental Health</i>	<b>4</b>
<i>Labor</i>	<b>24</b>
AUG005 24 Stone Street	<b>26</b>
<i>Human Services</i>	<b>12</b>
<i>Worker's Compensation</i>	<b>14</b>
<b>East Side Total:</b>	<b>450</b>

**Current Agency Locations – West**

<i>Capitol Complex</i>		<i>Employees</i>
AUG043	State Office Building	<b>750</b>
	<i>DAFS</i>	207
	<i>Attorney General</i>	143
	<i>Economic &amp; Comm. Development</i>	46
	<i>Education</i>	180
	<i>Capitol Security (Public Safety)</i>	10
	<i>Corp. &amp; Elections (Sec. of State)</i>	45
	<i>Office of the Treasurer</i>	19
	<i>Future Positions</i>	100
AUG066	State House	<b>415</b>
	<i>Legislators</i>	188
	<i>Legislative Staff</i>	200
	<i>Governor's Office</i>	27
AUG065	Cultural Building	<b>103</b>
	<i>Library</i>	62
	<i>Museum</i>	24
	<i>Archives</i>	17
AUG042	Nash School	<b>8</b>
	<i>Secretary of State</i>	
<b>Capitol Complex Total:</b>		<b>1,275</b>

<i>West Side</i>		<i>Employees</i>
AUG010	55 Capitol	<b>23</b>
	<i>Historic Preservation</i>	10
	<i>Maine Arts Commission</i>	13
AUG093	Motor Transport/105 Capitol Street	<b>98</b>
	<i>Transportation</i>	
AUG007	151 Capitol Street	<b>135</b>
	<i>Human Services</i>	
AUG060	157 Capitol Street	<b>105</b>
	<i>Human Services</i>	
AUG004	219 Capitol Street	<b>107</b>
	<i>Human Services</i>	
AUG040	Gannett House/184 State Street	<b>28</b>
	<i>State Planning</i>	
AUG026	Smith House/187 State Street	<b>20</b>
	<i>State Planning</i>	
AUG026	Merrill House/189 State Street	<b>10</b>
	<i>State Planning</i>	



AUG056	McLean House/193 State Street	<b>10</b>
	<i>Public Advocate</i>	
AUG039	221 State Street	<b>251</b>
	<i>Human Services</i>	
AUG058	242 State Street	<b>63</b>
	<i>Public Utilities Commission</i>	57
	<i>Ethics</i>	6
AUG126	284 State Street	<b>70</b>
	<i>Inland Fisheries &amp; Wildlife</i>	
	285 State Street	<b>11</b>
	<i>BMV (Sec. of State) - Regional</i>	
AUG023	20 Union	<b>180</b>
	<i>Labor</i>	
AUG038	DOT Building/1 Child Street	<b>595</b>
	<i>Transportation</i>	
	26 Edison Drive	<b>378</b>
	<i>DAFS (MRS/BIS)</i>	
AUG115	16 Edison Drive	<b>6</b>
	<i>Public Safety</i>	
	331 Water Street	<b>28</b>
	<i>Human Services</i>	20
	<i>Labor</i>	8
	323 State Street	<b>5</b>
	<i>Labor</i>	
AUG119	397 Water Street	<b>88</b>
	<i>Public Safety</i>	
	249 Western Avenue	<b>185</b>
	<i>Human Services</i>	
<b>West Side Total:</b>		<b>2,400</b>

**Current Agency Locations – Other Locations**

<i>Stevens Campus</i>		<i>Employees</i>
AUG099	Flagg/Dummer Building <i>Audit</i>	<b>39</b>
AUG095	Cleveland Building <i>Human Rights</i>	<b>16</b>
AUG089	Baker Building <i>Marine Resources</i>	<b>28</b>
AUG087	Administration Building <i>Marine Resources</i>	<b>20</b> 14
	<i>Conservation (regional)</i>	6
AUG098	Farewell Building <i>Corrections (Pre-Release)</i>	<b>19</b>
AUG104	Reed Auditorium <i>DAFS (Copy/Mail)</i>	<b>30</b>
AUG094	Central Building <i>Labor</i>	<b>77</b>
<b>Stevens Campus Total:</b>		<b>230</b>

<i>Anthony Avenue</i>		<i>Employees</i>
AUG006	2 Anthony Avenue <i>Labor</i>	<b>44</b>
AUG003	35 Anthony Avenue <i>Human Services</i>	<b>175</b>
<b>Anthony Avenue Total:</b>		<b>220</b>

<i>Other Locations</i>		<i>Employees</i>
AUG117	10 Water Street <i>DAFS (Alcohol &amp; Lottery)</i>	<b>32</b>
AUG110	18 Meadow Road <i>Public Safety</i>	<b>36</b>
AUG116	765 Riverside Drive <i>Public Safety</i>	<b>8</b>
AUG109	Leighton Road <i>Transportation</i>	<b>12</b>
AUG096	122 Northern Avenue <i>Professional &amp; Financial Reg.</i>	<b>162</b>
AUG009	2 Bangor Street <i>Professional &amp; Financial Reg.</i>	<b>89</b> 66
	<i>Human Services</i>	23
AUG008	73 Winthrop <i>Human Services</i>	<b>28</b>

AUG014	Whitten Road	93
	<i>Human Services</i>	
	<b>Other Locations Total:</b>	<b>460</b>
<b>Total Employees:</b>		<b>6,000</b>

### Departmental Relationship

Similarities were found among groups of agencies in the required relationships and clients served. Using these similarities, five department types were identified. These departments are:

- Natural Resources
- Business
- Social Service
- Cultural
- Independent Agencies

### Current State Office Locations - Augusta, Maine

<i>Agency</i>	<i>Location</i>		<i>SF</i>	<i>Expires</i>
	<i>Augusta</i>	<i>Gardiner</i>		
Human Services	219 Capitol Street		20,541	11/30/03
	151 Capitol Street		15,296	3/31/02
	157 Capitol Street		14,761	7/5/95
	73 Winthrop St.		5,700	1/31/94
	35 Anthony Ave.		44,600	1/14/14
	24 Stone Street		1,750	12/12/00
	Whitten Road		16,800	8/31/02
	2 Bangor Street		4,000	10/29/01
	331 Water Street		7,200	6/30/01
Prof. & Fin. Reg.	442 Civic Center Dr.		65,912	8/01/12
	122 Northern Ave		48,771	12/31/04
	2 Bangor Street		5,482	10/29/01
Public Safety	24 Stone Street		1,995	3/31/04
	18 Meadow Road		9,200	6/30/04
	16 Edison Drive		3,830	6/30/03
Inland Fish & Wildlife		397 Water Street	24,210	6/30/04
Labor	284 State Street		15,600	2/28/03
	2 Anthony Ave.		29,993	11/20/13
	323 State Street	331 Water Street	3,600	6/30/01
Mental Health			3,338	11/14/05
Admin. & Fin. Services	VA Togus		823	6/4/02
	26 Edison Drive		77,000	10/31/12
Workers' Comp.	14 Edison Drive		14,000	10/31/12
	24 Stone Street		5,082	10/31/02
Corrections	331 Water Street		3,600	6/30/03
Sec. of State (BMV)	283 State Street		5,000	9/30/06
Governor's Office	103 Water Street		3,150	2/28/05
<b>Total Leased Space:</b>			<b>451,234</b>	<b>SF</b>

Space programming interviewees cited possible gains in productivity and cross-departmental communication, as well as the possibility of improved customer service, if agencies with similar missions and operations were located in close proximity.

## ***Transportation/Traffic***

Transportation issues have been at the forefront of planning efforts in Augusta for many years. The effect of the automobile and its supporting infrastructure on the city has been significant. City growth has placed a heavy burden on pace of the pedestrian, and horse and buggy. Congestion through the middle of the city – Western Avenue and the traffic circles flanking the ends of the Memorial Bridge being particularly notorious – has steadily increased. Adjoining neighborhoods are feeling the effects as commuters seek less crowded routes to bypass more congested areas, creating additional safety concerns.



Memorial Bridge from Arsenal.

A number of highly visible planning processes are underway or have been recently completed that will significantly affect the future of the City. These include:

- The Augusta Travel Demand Management Study (T.Y. Lin, 1995),
- The Augusta Third Bridge Study (Vollmer Associates, 1993)

Some key findings from these studies, and other Maine Department of Transportation studies concerning traffic safety relating specifically to the master plan area are:

- For the planning period, traffic volume throughout the Augusta area is expected to increase between 25% and 50%, depending on location
- The Third Bridge (Alternative 'B') will significantly reduce forecasted traffic increases in many areas, including the Western Avenue corridor
- Increases in traffic in the West and East campus areas will not be reduced by the Third Bridge
- The highest number of accidents in the state occur at the Cony and Memorial traffic circles
- The only high accident location within the planning area is that portion of Sewall Street between Capitol Street and Western Avenue

## ***Parking***



Existing parking at Cultural Building.



Existing walk condition along hospital drive, East Campus.

Parking resources on both campuses are limited, and the demand for vehicle storage is expected to increase. Visitors and clients alike are forced to circle the parking lots, looking for available spaces. During weekdays, the streets surrounding the west campus are filled with the vehicles of State employees, creating crowding and safety issues. The large areas of uninterrupted asphalt parking lots on the campuses create serious environmental effects through runoff and the introduction of non-point pollutants to surrounding waterways. They are hot in the summer and cold and open to strong winds in the winter. In many cases, the asphalt paving is in poor condition, cracked and broken. The visual impact of these “seas of parking” is equally severe. The buildings on Capitol Hill are surrounded by cars. Surface parking on the East Campus threatens existing open space and the pastoral setting.

The following specific user groups and needs were identified as requiring parking accommodations currently, and through the planning period:

- Visitors and employees with disabilities (handicapped parking)
- State employees – all day parking/fixed schedule and shorter-term parking
- Legislators
- Public/Visitor
- For business transactions and State services (clients)
- Attending and participating in legislative process
- Tourists, State House visitors
- School Groups
- Service and maintenance crews
- Press, and
- Deliveries – short-term drop-off, trucks/vans, service vehicles.

### ***Pedestrian Circulation***



Lack of sidewalks near Cultural Building, West Campus.

The quality of the pedestrian environment is a critical aspect of how an area functions and is experienced. Two levels of pedestrian circulation are critical: campus connections to the adjoining city and internal campus circulation. Current pedestrian facilities to and within the two campuses can be characterized as fair to poor. While there are generally pedestrian facilities available, their quality is often poor as evidenced by quality of materials used, maintenance, and the level of accommodations provided. These conditions are exacerbated during the winter months by inadequate areas dedicated for snow removal. Sidewalks along high volume roadways lie immediately adjacent to vehicle travel lanes, affording the pedestrian little protection or separation from vehicles. Lack of inviting, safe, and friendly pedestrian access from and within parking areas contributes to the overall parking problem.



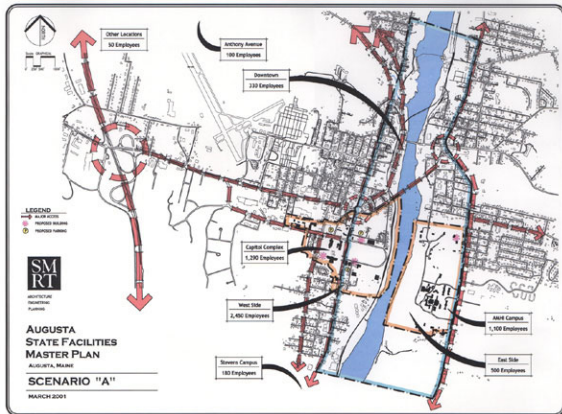
## Process

### Committee Process

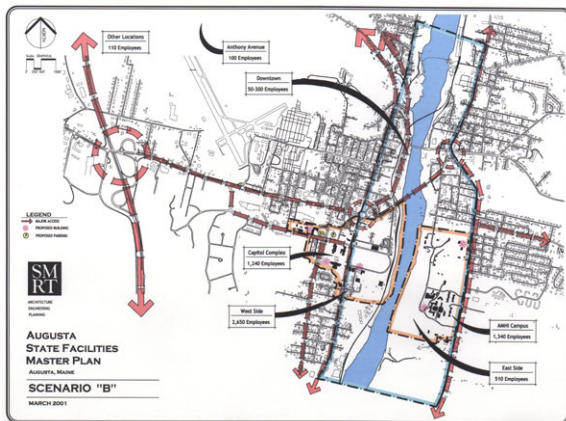
The Master Planning Committee (MPC) held its first meeting in September of 1999, and met at regular intervals until February, 2000. The first several meetings consisted of reports on existing conditions and previous area planning efforts presented by the consultants. These reports emphasized architectural, landscape and site, and traffic and parking issues.

While this process was underway, SMRT met with personnel from all state agencies in the Augusta area to determine their present and future space needs. Information regarding agency location(s), employee requirements, storage requirements, support facilities, relationships to other state agencies, and anticipated agency changes was collected and summarized in a Program Narrative for each agency.

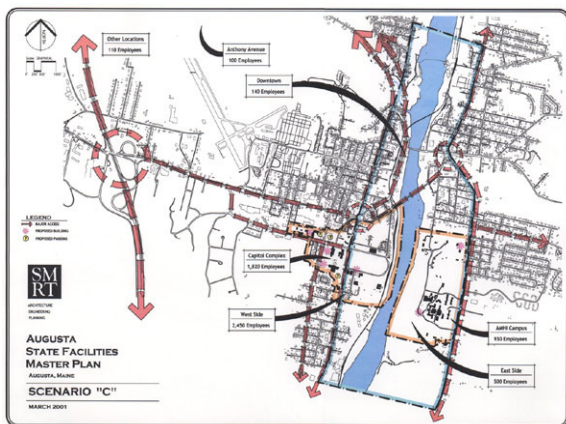
The MPC then began the process of synthesizing the basic goals established early in the planning work with the existing condition analyses and the results of the space programming. The planning team developed scenarios A, B and C explaining different planning alternatives. Committee discussion of these scenarios and other issues raised resulted in a pair of significant meetings during which the members agreed on a list of “consensus issues.” This list represented the basic planning concepts that were to guide the consultant team in the preparation of the final master plan. The approved list of consensus issues is as follows:



Scenario A



Scenario B



Scenario C

### ***General Issues***

- Transportation and parking issues will be resolved in support of other objectives of the Master Plan.
- Development of areas between Downtown and the Capitol Complex will be considered in the Master Plan.
- There will be a major State presence of up to 300 State employees in leased space in Downtown Augusta.
- Employees now in leased space in Gardiner and the Stevens Campus in Hallowell will be relocated to Augusta. The State will assist these communities with the development of re-use options that benefit and do not burden the Cities of Gardiner and Hallowell.

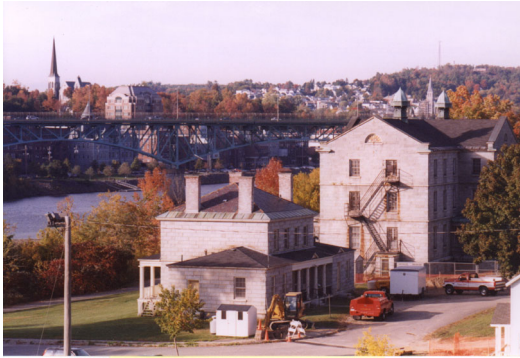
### ***East Campus***

- The re-use plan for the East Campus will concentrate on the core historic buildings.
- The Stone Building on the East Campus will be renovated for State use.
- The Harlow Building on the East Campus will be renovated for State use.
- There should be no further State development on the east side of Hospital Street across from the East Campus.
- The Department of Public Safety will be consolidated on the existing Hospital Street site.
- The Natural Resource Departments (Conservation, Marine Resources, Inland Fish & Wildlife, Agriculture, Environmental Protection, and ACE Service Center) will be consolidated.

### ***West Campus***

- Current parking needs at the West Campus will be addressed primarily with the construction of structured parking. The West Campus, and in particular the Capitol Complex, will be made “greener” by reducing and/or improving surface parking lots.
- Howard Hill should be protected as undeveloped green space by acquisition of fee interest or easement.
- Appropriate new uses will be found for the historic homes of the Blaine House neighborhood (Gannett, McLean, Smith, Gage, Dashlager and Merrill Houses).
- The DOT Motor Transport function on Capitol Street will be relocated to a new State Fleet Service Center, and the site will be used for a new State office building, or other appropriate use.

- The PUC Building site will be redeveloped to a higher use.
- The Department of Labor will be consolidated.
- The Department of Human Services will be consolidated.
- The State Planning Office will be consolidated.



The futures of downtown, the riverfront, and the East and West campuses are inextricably linked.

### ***Concurrent Planning Efforts***

It is important to place the current master planning effort in the context of other planning initiatives recently completed, currently underway, or scheduled for the near future. These include:

- The Capital Riverfront Improvement District Master Plan
- State Psychiatric Treatment Center Study
- NEPA process for the Third (North) Bridge
- DOT planning for replacement of Memorial Bridge
- City of Augusta comprehensive planning efforts

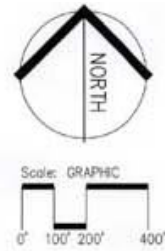
The State master planning work was begun prior to all but the last of these (Augusta city planning projects have been ongoing for several years in a wide variety of planning categories). Thus it was specifically intended by DAFS/BGS that the State project be integrated to the greatest extent possible with the Capital Riverfront Improvement District work, the first of these other efforts to begin. The means for assuring this was to appoint a large number of committee members who would have Augusta interests. For this reason, the committee included most of the Augusta area legislative delegation, legislative representation from Hallowell and Gardiner, the Augusta City Manager, the Chairman of the Augusta Planning Board, and the President of the University of Maine - Augusta.

To further supplement connections with the riverfront planners, several members of the Master Planning Committee were also on the Capital Riverfront Improvement District Board, including the Board's co-chairs. In addition, representatives of the Augusta City Planning Department, the State Planning Office, the Hallowell and Gardiner town councils, and one of the principals of the Capital Riverfront Improvement District consultant team were invited to participate in the process. Those area legislators who were not committee members

were issued invitations to participate and were provided with meeting minutes and handout materials.

Subsequently, as the Psychiatric Treatment Center study commenced, additional players and issues were brought to the table. Through this process, the Master Planning Committee sought to take advantage of the opportunity to cooperate with the City and all of the entities involved in these varied but related planning ventures and to integrate them to best advantage for the State and the City. The cooperative spirit, sharing of information, and communication among all parties was seen as having established a new tenor in State-City relations.





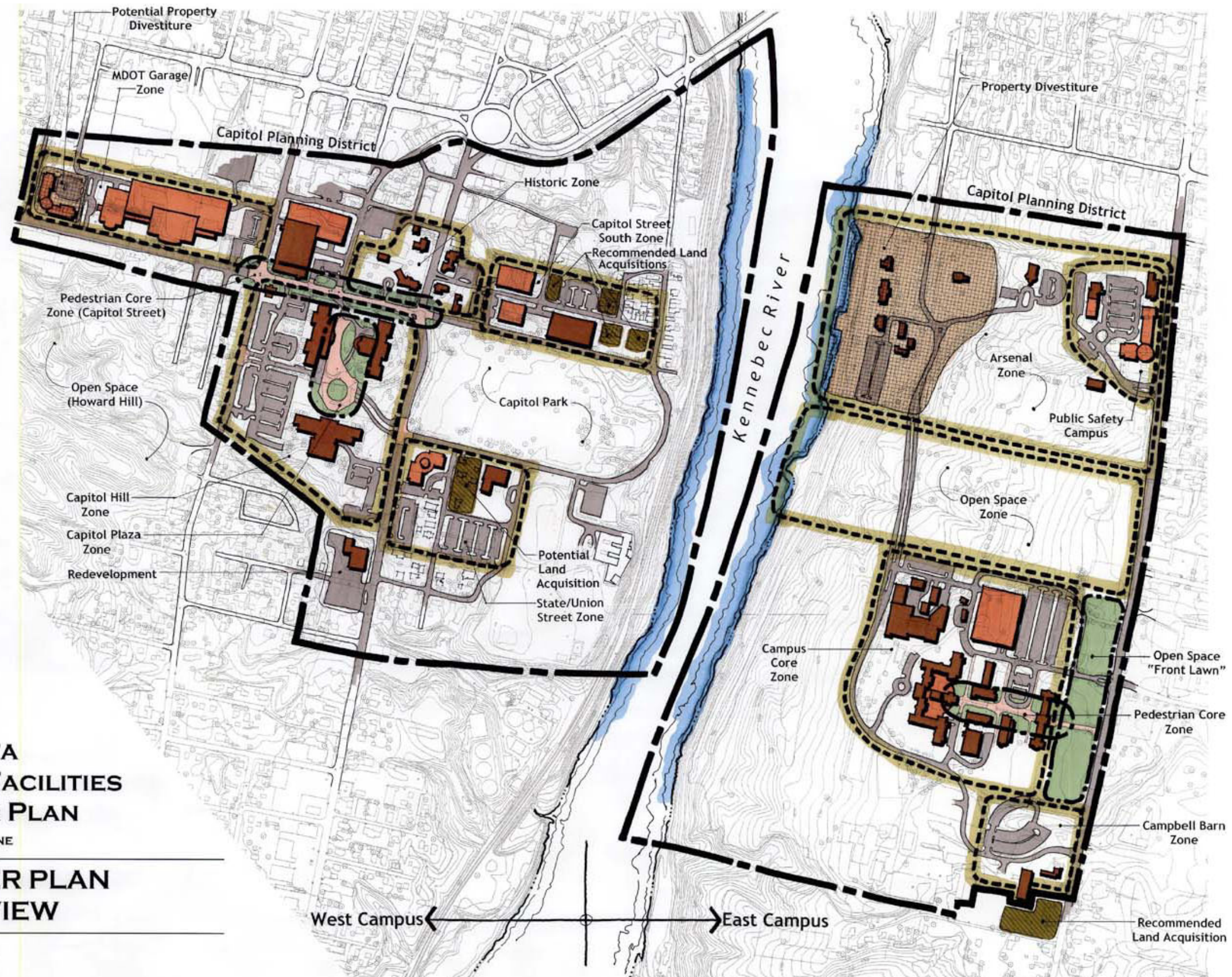
ARCHITECTURE  
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# AUGUSTA STATE FACILITIES MASTER PLAN

AUGUSTA, MAINE

## MASTER PLAN OVERVIEW

MARCH 2001





## ***The Master Plan***

### ***Master Plan Synopsis***

The summation of the work of the MPC over its twelve months of deliberations is the Augusta State Facilities Master Plan. A synthesis of the positive attributes of the five concept plans that came before it, the Master Plan represents a considerably simplified and focused plan when compared to some of the initial efforts. This is as it should be, as the MPC acquired knowledge and confidence as it deliberated over several weeks and assimilated a wealth of information. The committee never lost sight of the initial thirteen goals of the process, and in the end was satisfied that the Master Plan represented the culmination of the process. The following paragraphs describe the major elements of the plan.

The plan recognizes that the State currently owns sufficient land and building resources to make the further acquisition of property unnecessary in the foreseeable future. It also recognizes that the need for leased space will be lessened but not eliminated. While one goal of the plan is to make the highest and best use of East and West Campus resources, it also seeks to play an important role in the revitalization of Downtown Augusta by recommending that 300 State employees be located in leased space on Water Street.

Further strengthening of Augusta's downtown fabric is recommended through the identification of a future new building site near the present MDOT Building on Capitol Street, thus bringing a substantial number of State employees from outlying locations to within walking distance of downtown. Also suggested is site development to include a pedestrian/bicycle trail to connect the Capitol Complex with the Downtown. This action is intended to provide a new link between these areas and also spur private sector development in the area between Downtown and the State House that is dominated by the traffic circle and is currently underutilized.

### ***Neighborhood Impact***

The committee was very aware of the fact that Augusta is a city of neighborhoods, and sought to produce a Master Plan that would have a positive impact on Augusta as a place to



The Sand Hill neighborhood on the East Side features steep streets and dramatic views west across the Kennebec Valley.



The Columbia Street neighborhood on the West Side near Capitol Park.

live, as well as to work. Several of these neighborhoods, such as Sand Hill and the East Side, are widely recognized as cohesive, dynamic residential districts. Others are not as easily defined, but are nonetheless entitled to consideration as the State plans for the future.

The plans for both campuses will have impacts on the close-in neighborhoods, such as the East Side, Gage Street, Cumberland Street and Lower Sewall Street neighborhoods, as traffic patterns change due to shifting agency locations. Others, such as the Columbia Street and Gage Street areas, may be affected by real estate transactions as the State acquires residential properties as they come on the market in areas designated in the plan for development.

The committee felt it was imperative that these close-in residential neighborhoods, including Winthrop Street and Columbia Street, be protected to fulfill the goal of both the State Master Plan and the Capital Riverfront Improvement District of providing attractive and convenient housing for State employees within walking distance of their places of employment, the downtown, and the river. Such efforts might involve the construction of new, infill housing along South State Street (considered part of the Lower Sewall Neighborhood for this discussion) and/or in the nicely wooded and hilly Gage Street neighborhood north of Child Street.

The only properties within residential neighborhoods pinpointed for potential state acquisition by the Master Plan are on Columbia Street at the corner of Union Street, and in the Child Street/Valley Street/Center Street portion of the Gage Street area, near the existing Department of Transportation office building. All other neighborhoods would be unaffected by State real estate needs.

The Master Plan calls for streetscape improvements in many close-in neighborhoods, including construction of sidewalks, installation of pedestrian-scaled street lighting and traffic-calming measures; and removal of inappropriate State facilities such as the BGS Fleet Garage on Columbia Street.

### ***East Campus***

A major component of the plan is to preserve and make better use of the historic AMHI buildings. To accomplish this results in the fulfillment of plan goals, including the consolidation of State agencies that are now scattered throughout greater Augusta, and the distribution of State employees on East and West Campuses to best advantage of the State and the City. Program information will help to identify an “anchor tenant” for the East Campus, helping to support amenities that will be of great benefit to them and to other smaller agencies also to be located on the campus. The new Psychiatric Treatment Center, the re-use of the Campbell Barn, and the possible recycling of some former AMHI buildings for use as private-sector support (retail, restaurant, services, etc.) would all contribute to making the East Campus a lively, safe, appropriate and historically-significant office campus for State government.

The plan also recommends other actions that affect the East Campus. Roadway and pedestrian improvements along Hospital Street, Hospital Avenue and Arsenal Street (with improved lighting) and well-designed surface and structured parking will support use of the campus. New green space elements will preserve and enhance open space occupying the area between the Arsenal and the AMHI core buildings. In the long-term future, implementation of parking and open space improvements will necessitate the removal of several non-historic buildings currently standing on the East Campus, including the Nurses’ Residence, the Marquardt Building, the Greenlaw Building, and the Deering Building. Removal of these buildings reflects their current condition, architectural and historical significance, surplus space (within the overall context of the Master Plan), and drain on State resources. By concentrating the State’s efforts and employees in the core historic buildings, the employee count on the East Campus remains close to what it is today (the plan calls for 1,730 employees to be located on the east side, and 3,550 on the west side, as opposed to 1,410 and 3,680, respectively, today). Thus the impact of the plan on the East Side transportation infrastructure will be minimal.

The final major element of the East Campus plan is the creation of a new Public Safety Campus, which will provide for the consolidation of the Department of Public Safety, currently spread between several locations in





Scale: 1"=100'  
0' 50' 100' 200'



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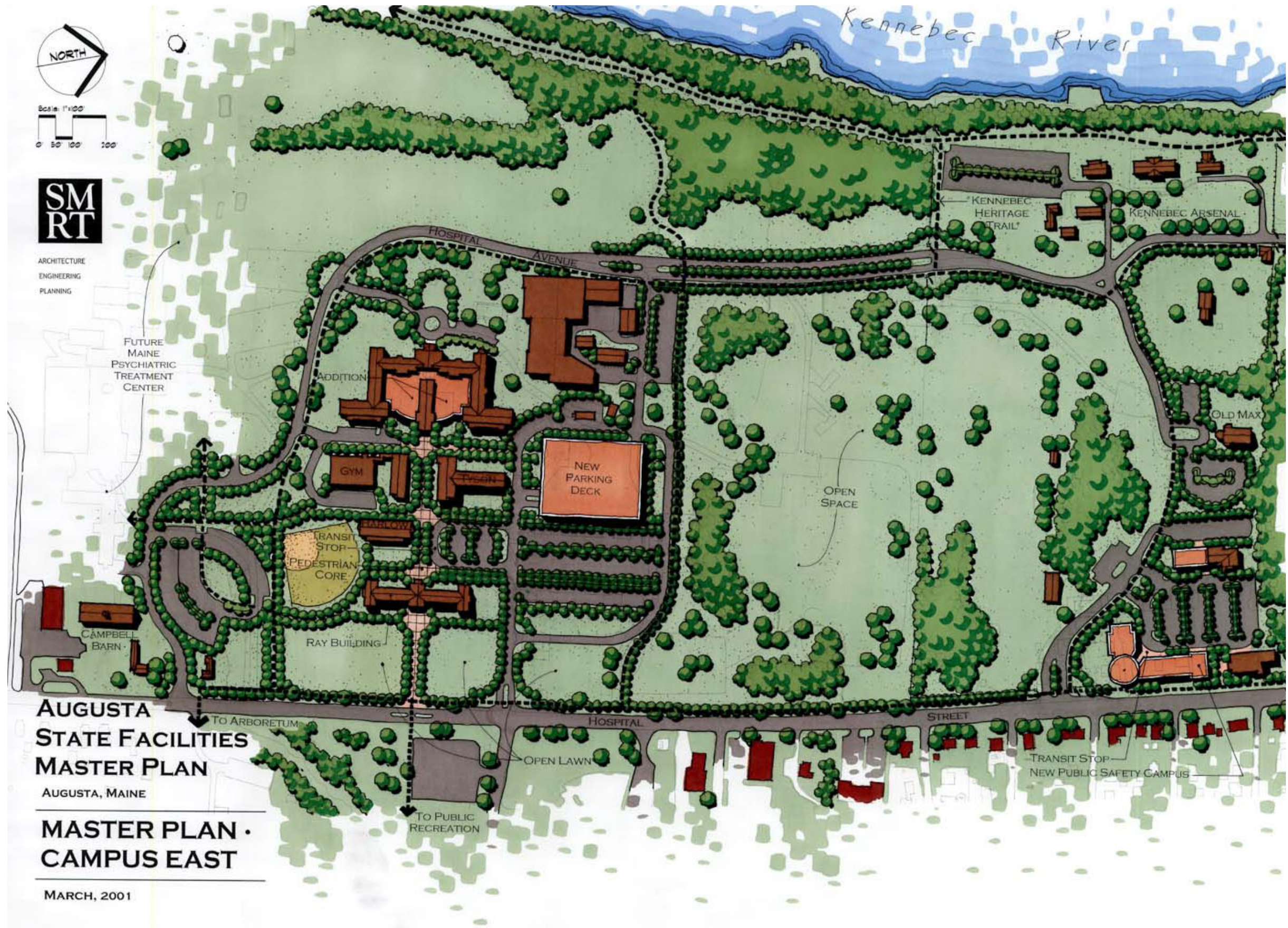
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# AUGUSTA STATE FACILITIES MASTER PLAN

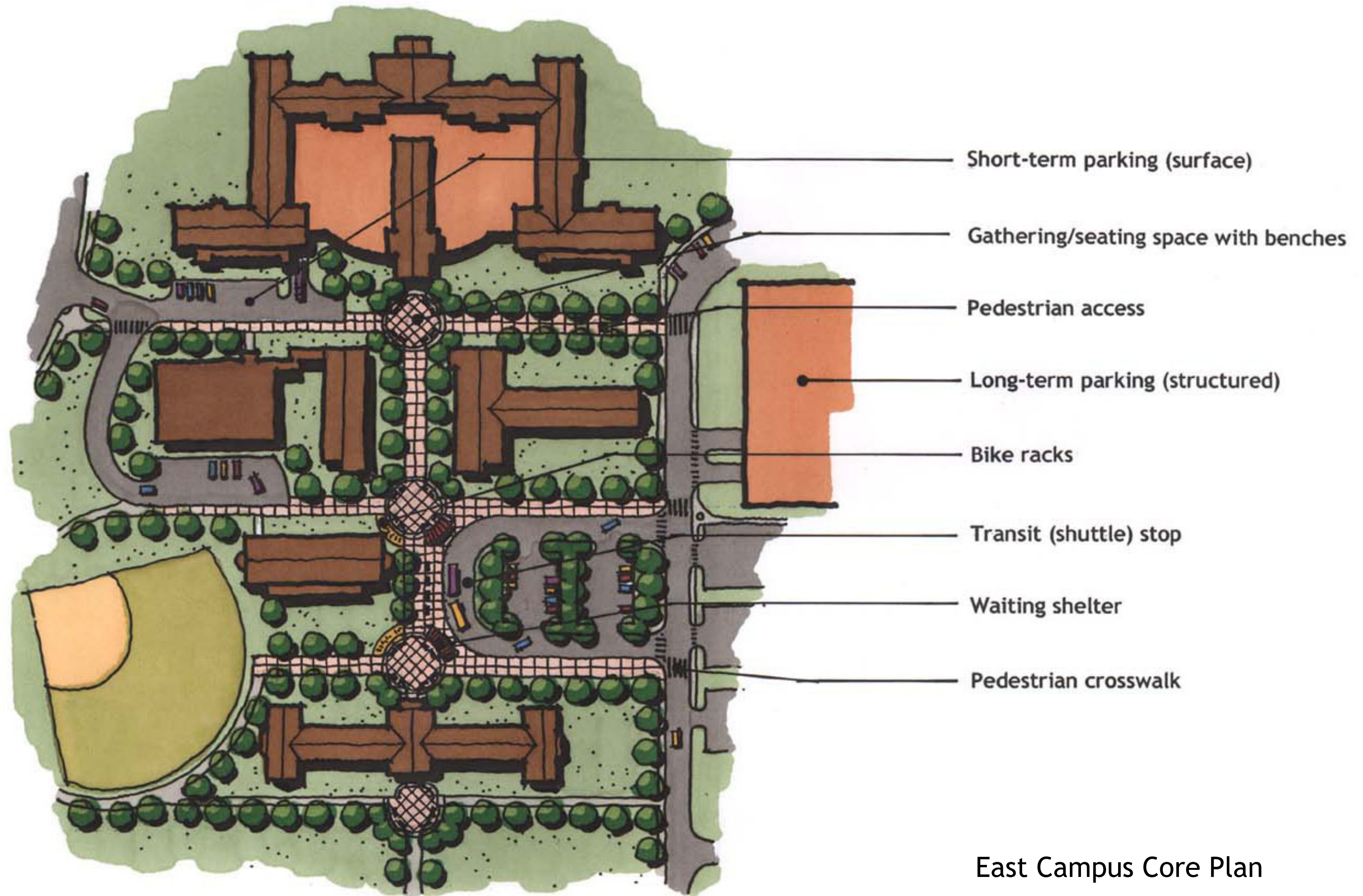
AUGUSTA, MAINE

## MASTER PLAN • CAMPUS EAST

MARCH, 2001

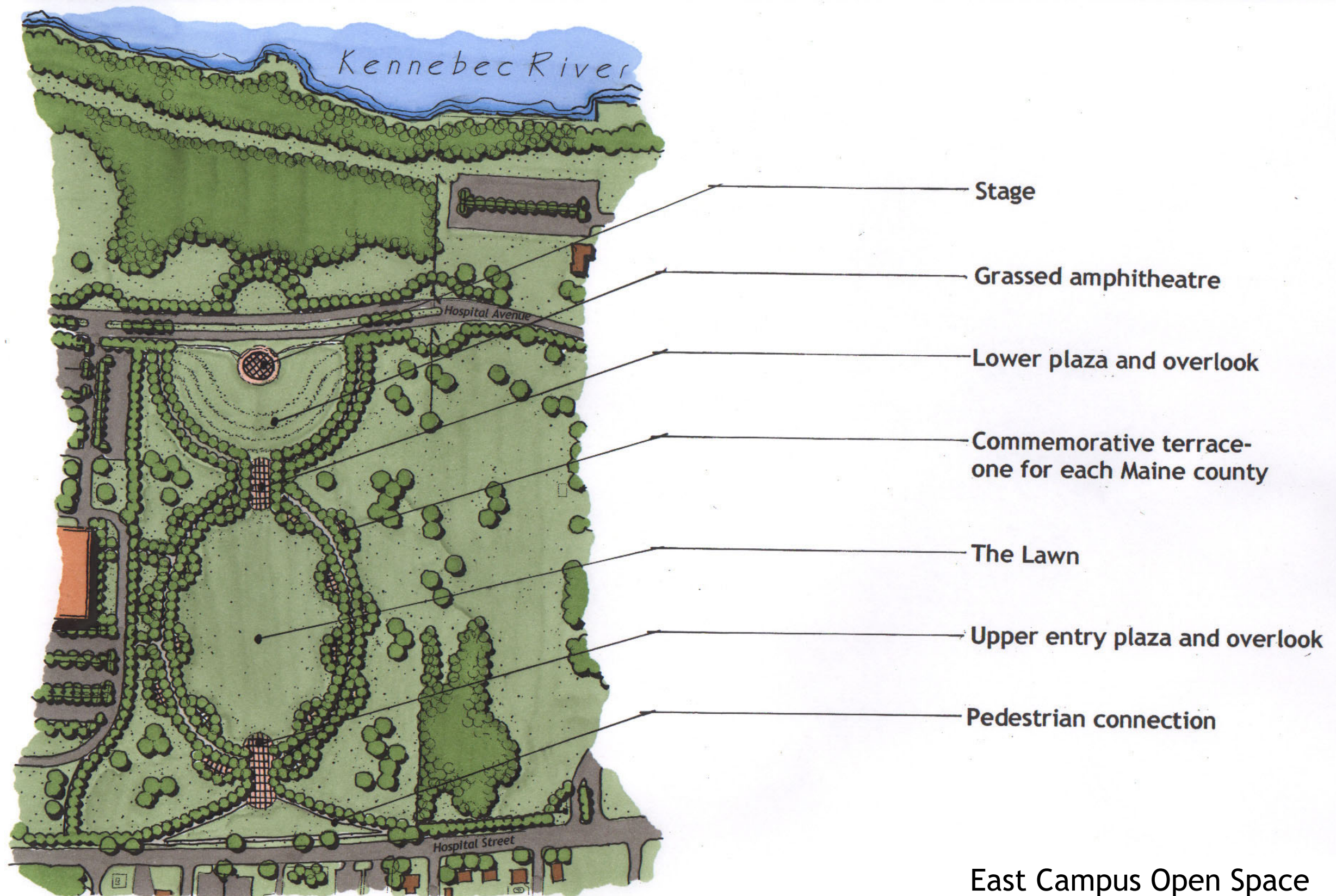






East Campus Core Plan

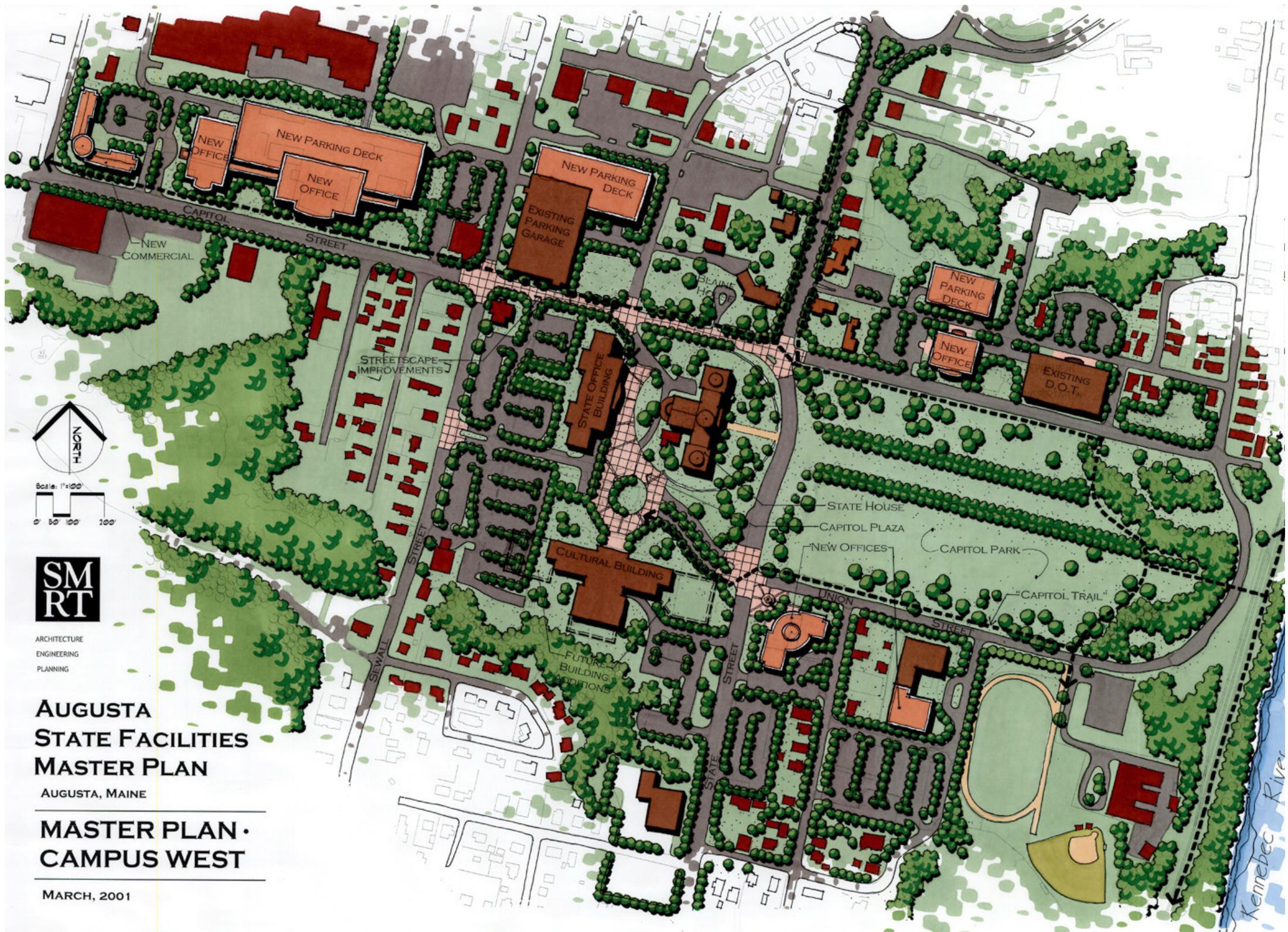




East Campus Open Space  
Alternative "State of Maine Park"

Augusta and Gardiner. The existing obsolete headquarters building and garage will be demolished and replaced by a new office building of sufficient size to house the entire department. The Crime Lab and Medical Examiner's Building will remain as part of the campus.





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# AUGUSTA STATE FACILITIES MASTER PLAN

AUGUSTA, MAINE

## MASTER PLAN · CAMPUS WEST

MARCH, 2001



### ***West Campus***

On the west side of the river, the Master Plan includes projects reflecting the same goals: consolidation, preservation, and enhancement. Consolidation will be accomplished through several important actions. Within the overall context of the plan, the Stevens School in Hallowell will no longer be needed for State agencies. Thus the plan recommends that the State and the City of Hallowell jointly undertake a planning effort to study re-use opportunities for the campus. Agencies currently housed at the Stevens School would be relocated to various East and West Campus and downtown locations.



The large sloping site of the Motor Transportation Garage offers tremendous opportunities for redevelopment.

### ***Motor Transport Site***

The Master Plan builds on the projects currently underway to rehabilitate the State House and the Burton Cross State Office Building by recommending several building, site, and infrastructure projects for the West Campus. Most significant of these is the redevelopment of the existing MDOT Motor Transport Garage and associated buildings located on the north side of Capital Street. This large, strategically-located site offers tremendous opportunities, and would result in the removal of an industrial use from a prominent in-town site, conveniently located near the Capitol. The site offers excellent access to the City's roadway system, and exceptional views across the State House grounds and Capitol Park to the river and the East Campus.

The topography of the site, which was formerly a stone quarry, offers the opportunity to provide enough parking for a major building to be placed largely underground, invisible from surrounding streets. The plan recommends the construction of a significant office building, perhaps as large as 250,000 sq. ft. housing 1,000 or more employees. Such a building would leave a sufficient area of the site for the construction of a second, smaller structure at the west end of the property that could house retail, office or service tenants in a private sector development or a joint public/private project.

### ***DHS Site***

The relocation of DHS to this new building would result in the current DHS central administration building and public health laboratory located at the corner of State and Union



DHS Main Administrative offices at 221 State Street.

Streets being surplus property. The master plan recommends that the existing building be removed and the site used as a location for monuments, as open space to compliment Capitol Park, as a site for a small building (about 20,000 sq. ft.), or a combination of these uses.



20 Union Street, administrative headquarters of the Department of Labor.

### ***20 Union Street***

The final major step in the consolidation of State departments to be accomplished under the plan would be to bring all Department of Labor offices to the West Campus. This element would include the relocation of DOL bureaus now located at the Stevens School in Hallowell to an expanded version of the department's current administrative headquarters at 20 Union Street on the south side of Capitol Park. Additional DOL units would be brought to 20 Union Street from leased space elsewhere in Augusta. The department's innovative One Stop Center, now in leased space on Anthony Avenue, may be suitable for 20 Union Street or for placement in leased, storefront space on Water Street in downtown Augusta.

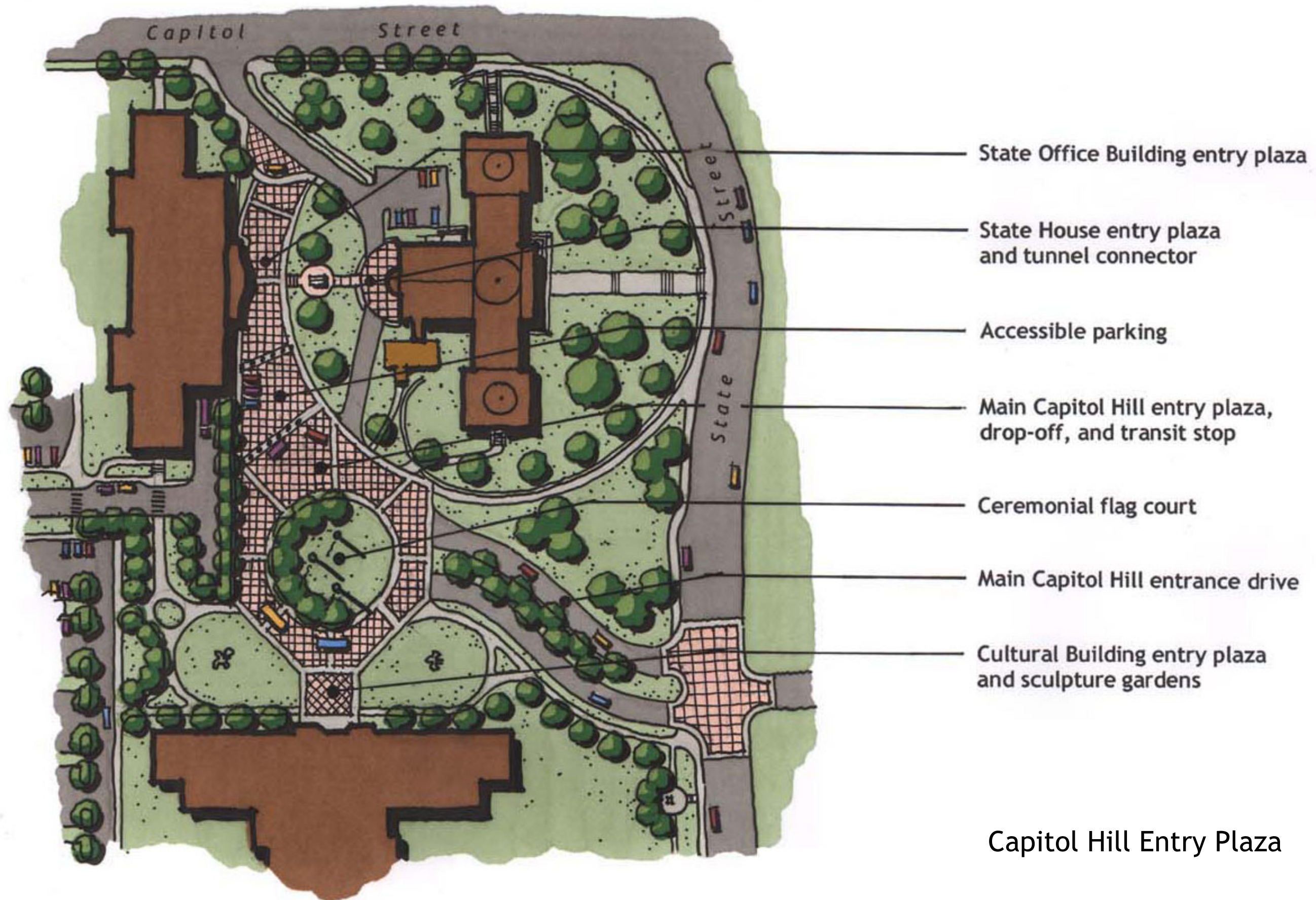
### ***Cultural Building***



The Cultural Building on the West Campus.

Other elements of the plan relating to the West Campus include the expansion of the Cultural Building to provide the State Library, State Archives, State Museum, and possibly the Law and Legislative Reference Library, with the additional space required to allow these agencies to continue to fulfill their mandates to the Legislature and the people of Maine. The Master Plan suggests that the Cultural Building would be extended to the east, south and west (an addition to the south was anticipated in the original design). This project would include the final steps in the creation of an important public open space that was first visualized when the Cultural Building was planned in the 1960's. This plaza would provide a landscaped courtyard with visitor drop-off and pedestrian links between the State House, the Burton M. Cross Office Building, and the Cultural Building, and eliminate the blight of unorganized surface parking lots that currently exists in these areas. In conjunction with aesthetic and management improvements for those surface lots to remain around the Cultural Building and the Burton M. Cross Office Building, the Cultural Building site development will be the final major element of the "greening" of the Capitol Complex visualized by the committee.









Proposed Streetscape Improvements





### ***Capitol Park Area and Surrounding Neighborhoods***

Additional West Campus plan components include the recognition of the grouping of historic houses clustered at the corner of State and Capital Streets, including the Blaine House, Gannett House, Merrill House, Smith House, MacLean House, with Dashlager House. All of these houses are currently occupied by State agencies, and all represent a unique historical glimpse of what State Street used to be, Augusta's primary residential street. The plan calls for the Blaine, Dashlager, MacLean and Gannett Houses to remain in State use, though a new use would be found for the Gannett House once the State Planning Office is consolidated. The Smith and Merrill Houses have the potential to be turned over to the private sector with protective covenants attached to assure their preservation according to design standards.



Statehouse from Capitol Park.

The plan commits the State to preservation and restoration of Capitol Park itself, and to the protection of its edges from encroachment by inappropriate development. Potential new development sites are identified along the north side of the park to the west of the MDOT building for a small office building; and along the south boundary, at the corner of State and Union Streets, for open space, monuments or a small, signature building. The south edge could be further improved when 20 Union Street is renovated and expanded, and new surface and structured parking is provided behind 20 Union and the corner site.

The plan envisions streetscape improvements along State Street, Union Street, Capital Street, and Sewall Street, to

include pedestrian-scaled lighting, new pavement treatments, new landscaping and street furniture, and traffic-calming features to enhance the pedestrian environment along Capital Street between State and Sewall Streets. Reduction in surface parking spaces will be made possible by the enlargement of the State's Sewall Street Parking Garage and the implementation of an enhanced parking demand management plan. Surface lots that remain will be subject to zoning for specific users (visitors, service vehicles, Legislators, etc.), as well as improved paving and curbing, landscaping, pedestrian routes, lighting and security.



Residential neighborhood along Child Street near the MDOT Building and Capitol Park.

Finally, the committee recognized the importance of the neighborhoods surrounding the Capitol Complex. In most cases, the State would have no need to acquire additional property in these neighborhoods, and the master plan will become a tool to advise property owners in these neighborhoods of the State's long-term plans, if any, for these areas. Only in the areas directly to the north and south of Capitol Park is there a recommendation for further acquisition in residential areas, and this is in response to the need for additional parking and/or infill construction for developments along the park, and a recognition that State encroachment into these areas has rendered these properties less desirable for residential use.



Sewall/Federal Street area with Capitol Complex parking lots in the foreground, Howard Hill in the background.

The committee expressed interest in the nature of the Federal Street neighborhood located between Howard Hill to the west and Sewall Street to the east, but did not recommend that the State acquire property in this area. The plan does call for State control, through purchase or easements, of the Howard Hill open space to protect views to and from the State House; and for the study of the conversion of the existing building at 8 Federal Street, now occupied by Inland Fish and Wildlife, to a privately-run day care facility for children of State employees.

As this report is being printed, the State is negotiating to acquire the branch bank property at the corner of Capitol Street and Grove Street. The acquisition by the State of this parcel, which is surrounded by State-owned property, would further the goals of the Master Plan.

## ***Other Locations***

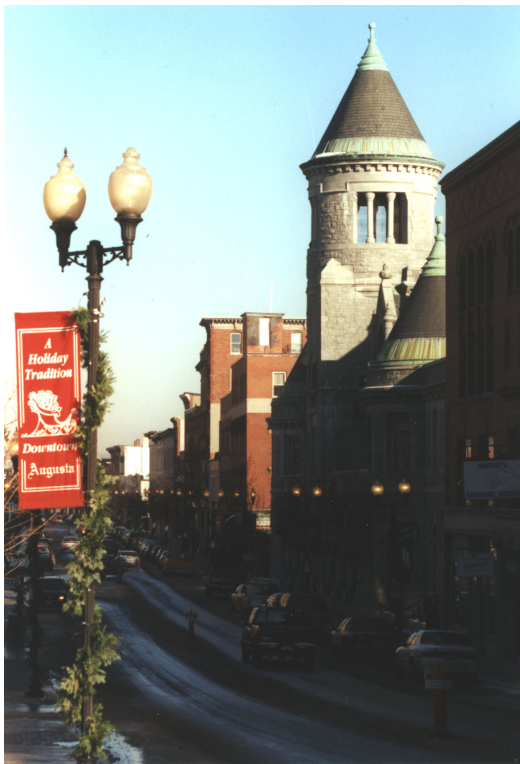


### ***Stevens School***

Due to the determination that the State will likely no longer need to locate agencies on the Stevens School campus once the consolidation of these agencies on the East and West campuses is achieved, the Master Plan includes the recommendation that the Stevens School Campus, in whole or in part, be turned over to the Town of Hallowell and/or the private sector for conversion to new uses. It is recognized that the redevelopment of the site should be a joint effort and include State resources to facilitate the changeover from State to other uses. The State and the Town will cooperate in an effort to find uses that will benefit the Town while preserving the historic character of the campus and its buildings.

### ***Downtown***

While the State does not own any real estate on Water Street or directly adjacent to the central business district, the Master Planning Committee proposes to have a presence in the downtown area in order to provide a positive boost to the revitalization of downtown Augusta. The MPC directed the consultants to include the establishment of an employee base of up to 300 State employees in the downtown. This would be accomplished by leasing space, preferably in one or more of the historic commercial buildings on Water Street, and/or in the Key Bank Tower or perhaps in newly-constructed space resulting from the development initiatives being promoted by the Capital Riverfront Improvement District. Ongoing programming efforts will identify State agencies that could



Water Street, Augusta's downtown and main street.



benefit from a downtown location, and agencies that would help enliven the Water Street area.

### ***Other Sites***

Although the primary thrust of the Master Plan is to bring as much of State Government to the East and West Campuses as possible, there will continue to be the need for satellite spaces for reasons of convenience, function, or necessity (for swing space, for example). Thus it is likely that the use of such facilities as the Old Liquor Warehouse in Hallowell and the Weights and Measures Building on Cony Road will remain in State ownership and use, and the State will continue to lease office space and other types of space in the Augusta area. The primary locations that will remain under lease for well into the master planning period, at least, include 2 Anthony Avenue and 35 Anthony Avenue (occupied by the Department of Labor and the Department of Human Services), as both buildings have been recently renovated and/or expanded, and both contain client service operations that benefit from the Anthony Avenue locations. The Department of Professional & Financial Regulation is likely to remain in its Gardiner location for a similar period.



Warehouse Building on the Augusta / Hallowell line occupied by the Lottery Commission, Maine State Museum, Maine State Archives, Maine State Library and the Legislative Law Library.

## ***Agency Locations***

One of the most important goals of the Master Plan is to consolidate State agencies in locations that will allow them to function most efficiently and effectively. The outcome of the MPC's efforts in this regard shows the distribution of employees in Greater Augusta that will result from the implementation of the plan.

### ***East Campus***

The East Campus complement of State agencies will remain much as it is today. The natural-resource-based agencies, including the departments of Agriculture, Marine Resources, Environmental Protection, Conservation, and Inland Fish & Wildlife, would be consolidated on the core campus, in the to-be-renovated Stone Building complex and other renovated former AMHI buildings such as the Harlow, Tyson, Williams and Ray buildings. The Department of Corrections administrative offices will remain on the core campus, as will the administrative functions of the Department of Behavioral and Developmental Services.



The recently constructed Motor Vehicle Building is located across Hospital Street from the AMHI campus.

The Bureau of Motor Vehicles of the State Department will remain in its existing building on Hospital Street. The various and scattered units of the Department of Public Safety will be consolidated on the proposed new Public Safety Campus at the northeast corner of the East Campus, to include the existing Medical Examiner's Building and Crime Lab. Lastly, the employees of today's AMHI will remain on campus but move to the new Psychiatric Treatment Facility, to be constructed beginning Spring 2001, at the southwest corner of the campus.

### ***West Campus***

The majority of State employees will continue to be located on the west side of the River, in numbers that will not increase appreciably from today's. The largest single group of employees will be housed in the three buildings of the Capitol Complex. The agencies to be housed in the Burton M. Cross Building include:

- Department of Administrative and Financial Services (partial)
- Department of Education

- Office of the Attorney General
- Department of Economic and Community Development
- Secretary of State Division of Corporations, Elections and Commissions
- Department of Treasury
- Capitol Security
- Legislative Branch employees (partial)

Groups to be housed in the State House include:

- Governor's Office (partial)
- Legislative Branch (partial)

Agencies to be housed in the Cultural Building are:

- Maine State Museum
- Maine State Library
- Maine State Archives

The second largest concentration on the west side will be in the new office building proposed for the Motor Transport site on Capitol Street. The MPC determined that a possible candidate for using this building is DHS. Between 500 and 1000 employees could be housed here.



MDOT Building on Capitol Park.

The Department of Transportation and the Department of Labor will remain in their existing buildings fronting Capitol Park, though both buildings will be subject to renovation and/or expansion projects. The remaining West Campus agencies, consisting of the State Planning Office, the Public Utilities Commission, the Secretary of State, and various small agencies such as the Maine Arts Commission and the Maine Historic Preservation Commission, will be housed in smaller buildings clustered around the Capitol Complex. Some of these agencies may be candidates for a downtown location (see *Other Sites* on next page).

### ***Other Sites***

The MPC held as a high priority the State's participation in the revitalization of downtown Augusta. The means to this end will be locating one or more agencies that could benefit from a Water Street location, and that could in turn benefit the downtown, in leased space on Augusta's historic main street. Although no definite candidate for such a location was identified, possibilities include the Department of Labor Career Center or other public-oriented unit, and/or the State Planning Office.



The DHS client services building on Anthony Avenue in Western Augusta.

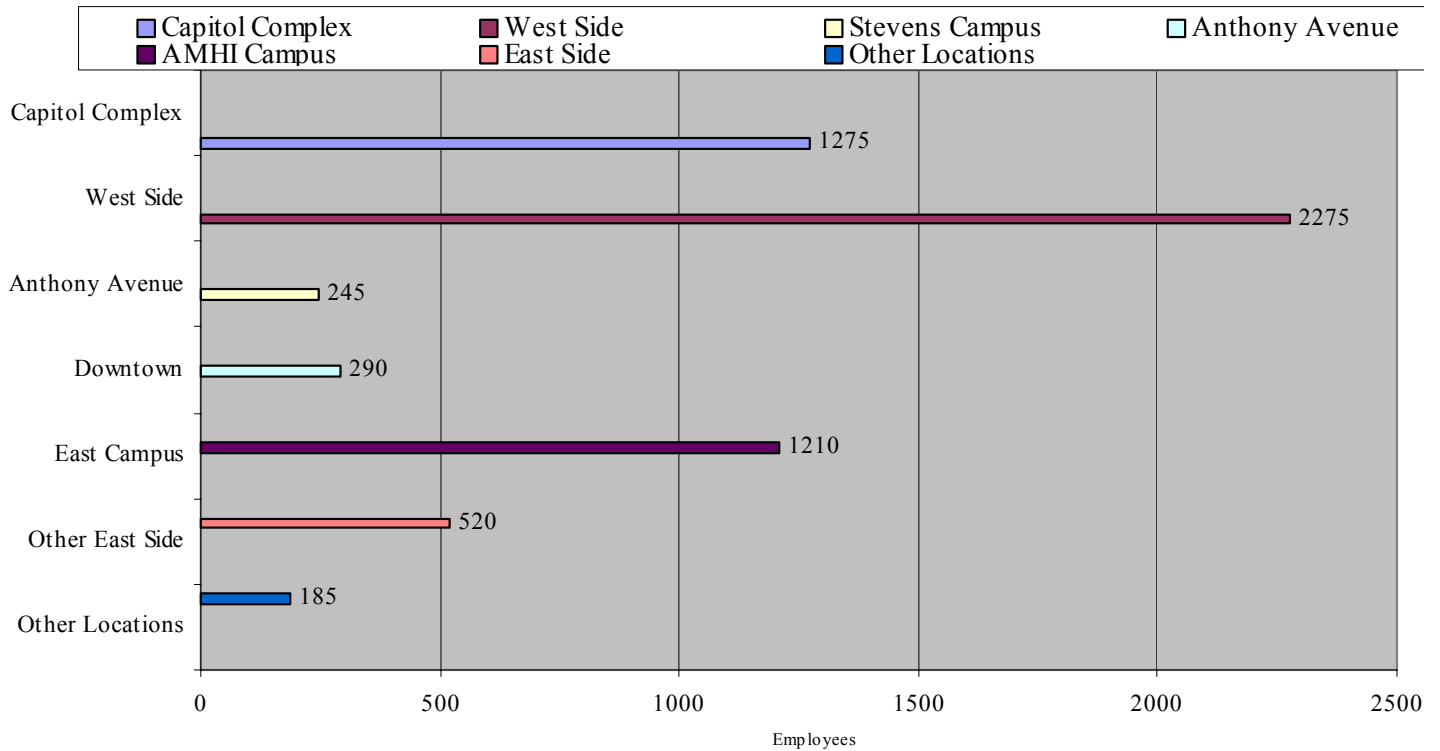
Significant leased space in Augusta will remain in use for the Department of Human Services and Department of Labor client service functions at Anthony Avenue. DHS is likely to remain there for the duration of the planning period. The DOL Career Center may be relocated to the DOL headquarters at Union Street on Capitol Park, or possibly located in leased space on Water Street in downtown Augusta as discussed above.

The Department of Professional & Financial Regulation is likely to remain in leased space in Gardiner for the foreseeable future.

Additional leased space will be needed to serve as “swing space” during construction projects and for special projects or programs that arise from time to time.



### Master Plan Distribution



### Transportation/Traffic



Critical transportation issues for the City and this master planning process that were raised during committee meetings and in City planning documents include:

- Timely implementation of the Third Bridge Study recommendations
- Resolving long term regional and local safety and mobility needs during the Memorial Bridge NEPA Study (assessing rehabilitation or replacement of the bridge and the two rotaries)
- Resolving congestion and safety problems at the Memorial and Cony Circles
- Improving pedestrian safety and facilities through sidewalk, trail, crosswalk, lighting and landscaping improvements
- Implementing travel demand management measures including carpooling, vanpooling, and shuttles (MDOT's *GO AUGUSTA* program as administered by Maine Tomorrow, Hallowell)

- Improving the appearance and function of major roads through landscaping, access management, and traffic signal coordination/improvements
- Reducing through-truck traffic on City streets and arterials
- Improving the appearance, supply and management of parking within the downtown and at the two State campuses
- Mitigating neighborhood cut-through traffic and preserving neighborhood integrity

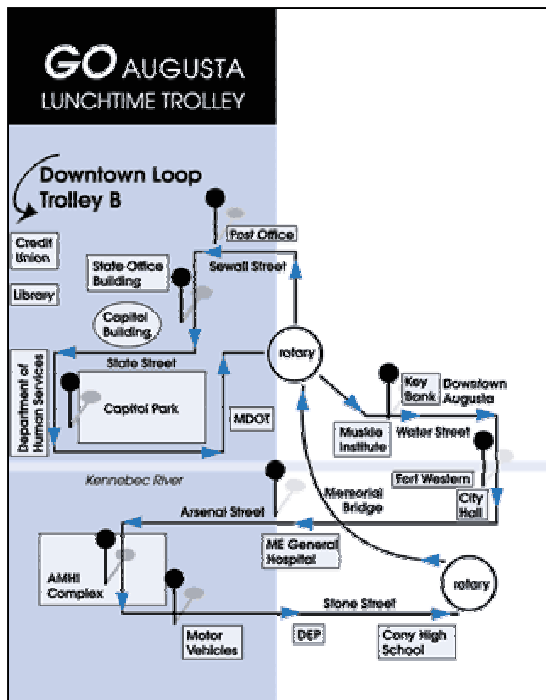
Through implementation of these elements, an increased state presence on the East and West Campuses can be achieved through integration of state and city efforts. Specific recommendations to improve transportation include:

### East Campus

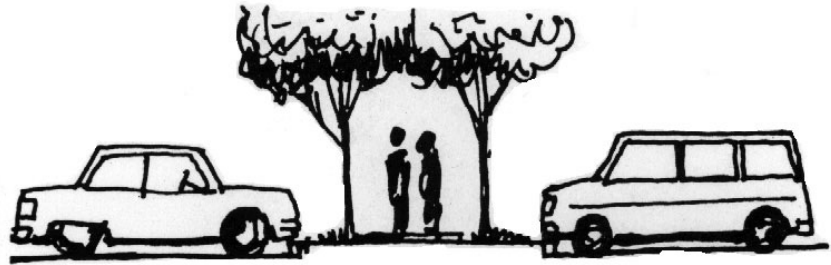
- Enhanced support for alternative transportation modes through the State's travel demand management (TDM) program that includes increased support for carpooling/vanpooling; shuttles serving off-site parking and circulating between the East and West campuses and the downtown; commuting to work by bicycling and walking; and connection to potential rail and water transit routes
- Improved streetscape aesthetics and function for pedestrians along Hospital Street and Hospital Avenue
- New signage/wayfinding system for those in vehicles and on foot
- Improved crossing of Hospital Street at Piggery Road intersection, likely to need a traffic signal as the Master Plan is implemented.

### West Campus

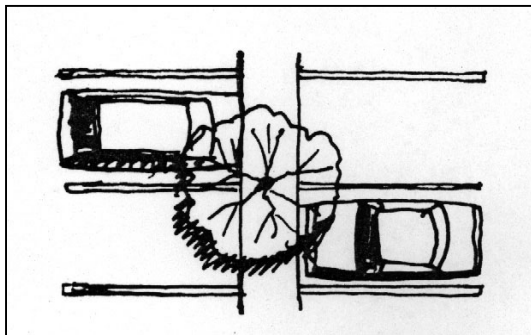
- Enhanced support for alternative transportation modes through the State's travel demand management (TDM) program that includes increased support for carpooling/vanpooling; shuttles serving off-site parking and circulating between the East and West campuses and the downtown; commuting to work by bicycling and walking, and connection to potential rail and water transit routes
- Improved streetscape aesthetics and function for pedestrians along adjoining streets



- New signage/wayfinding system for those in vehicles and on foot
- Improved intersections and pedestrian crossings



### ***Parking***



Landscaping improves the “parking environment.”

The configuration, design, maintenance and location of parking facilities all have an important effect on the quality of a campus environment. Parking should contribute positively to the function of a campus while not detracting from its environmental and visual quality.

Important considerations in planning and design for parking facilities include:

- Parking demand (peak and off-peak, seasonality)
- Characteristics of users (duration and purpose, paying or non-paying)
- Configuration (surface or structure parking, small or large lots, clustered or dispersed)
- Site accessibility
- Signage
- Location relative to users
- Management

In response to these considerations, the MPC adopted a set of ‘Guiding Principles’ for use in resolving parking issues. The Committee felt strongly that solutions to parking problems needed to be fully integrated with other transportation and site planning issues.

The principles developed are:

- Provide for and recognize the specific needs of different user groups

- Complement the overall master planning goal of providing improved public/customer service by State agencies
- Create an environmentally and visually responsive balance between space devoted to surface parking and green space
- Provide parking facilities that are organized, attractive, well-maintained, safe, well lit, and with adequate signage
- Address peak parking needs during legislative sessions
- Provide a convenient and comprehensive set of transportation options to reduce parking needs through travel demand management measures
- Assure cost-effective implementation
- Create solutions comprehensive in scope – including policies addressing traffic, transit, walking, biking, parking, employee hours, telecommuting of/by State employees and energy conservation

Specific recommendations to improve parking include:

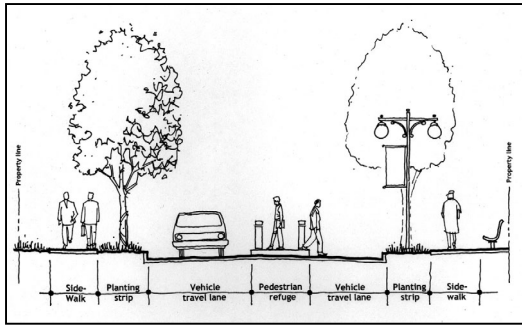
***East Campus***

- New, two-phase parking garage to meet the majority of parking demand on the campus to allow further ‘greening’ of the campus
- Improved surface parking lots to include dedicated visitor and handicapped parking, new paving/striping, planted islands, screening from streets, better internal and external pedestrian connections and lighting

***West Campus***

- Expansion of the existing parking garage on the north and east sides to gain approximately 500 additional parking spaces in addition to the existing 443 space garage
- Reconfiguration/redesign of the parking lot west of the State Office Building to improve aesthetics, increase pedestrian safety/friendliness and assign zones for various uses (visitors, legislators, service vehicles, etc.)
- Improvements at all parking lots to improve aesthetics, pedestrian safety and connections, lighting, and user security
- High capacity parking structure at the 105 Capitol Street (MDOT site) location to accommodate the proposed employee count of the site

## ***Pedestrian Circulation***



Efficient and safe access for the pedestrian within and to the campuses will be key for implementation of the master plan and improved integration of State campuses within the city fabric.

Specific recommendations to improve pedestrian circulation include:

### ***East Campus***

- Pedestrian connections from parking lots to building entrances and streets
- Pedestrian safety within parking lots by providing dedicated pedestrian ways in the interior of lots
- New lighting in parking lots to improve pedestrian safety
- Planting strip with grass and street trees to separate the street edge from sidewalk

### ***West Campus***

- Provide a planting strip with grass and street trees to separate the street edge from sidewalk
- Provide additional, pedestrian-scale lighting
- Use pedestrian refuges, grade changes, and paving changes at cross walks and intersections to create safer street crossings

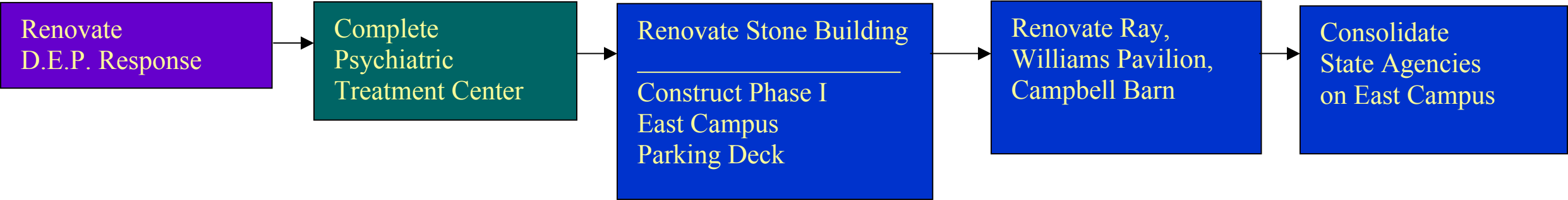


Street cross-section showing typical proposed streetscape improvements such as pedestrian-scaled lighting and pedestrian refuge island.

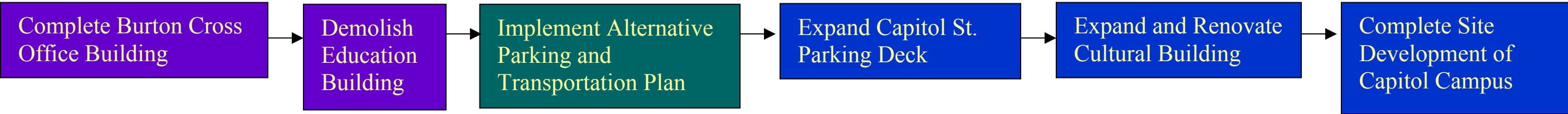
## ***Implementation***

Full implementation of the State Facilities Master Plan will take over 20 years to complete. It will be important to reassess the master plan periodically and adjust it to the ever-changing face of State Government. The implementation of this plan requires completing a number of planning projects and stand-alone projects as well as four groups of sequenced projects on the following page. The sequences can be accomplished concurrently although many of them must be preceded by the appropriate planning studies.

Sequence #1



Sequence #2



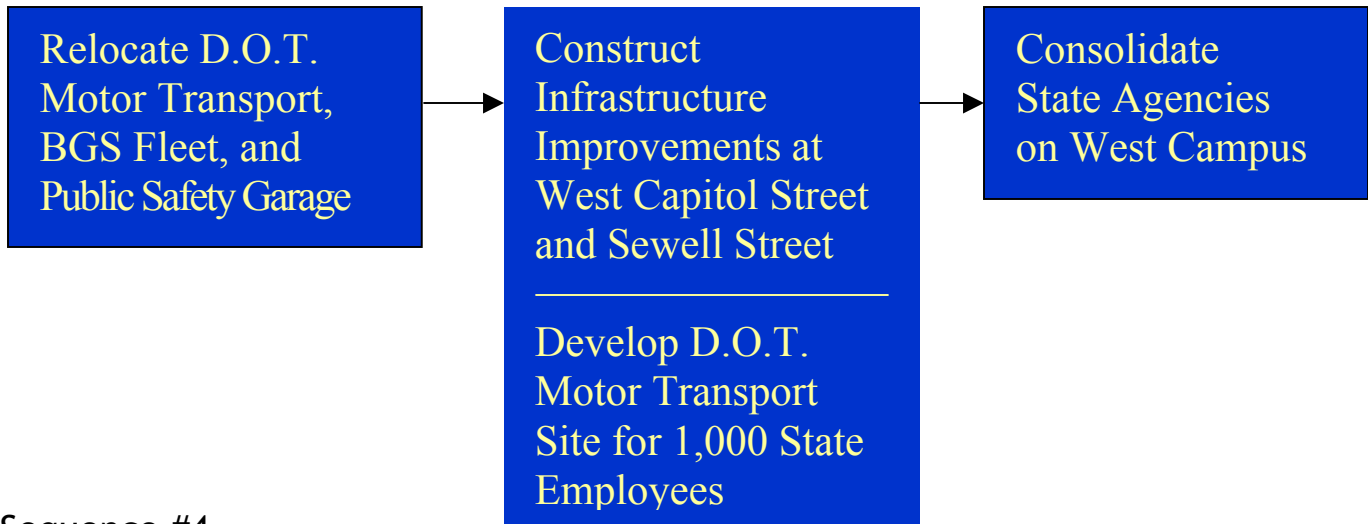
Key:

work completed

work in progress

future

Sequence #3



Sequence #4



*As an adjunct to all projects listed in this section, infrastructure improvements, including road improvements to resolve traffic issues, parking lots and decks, alternative transportation, streetscape improvements including pedestrian-scaled lighting, pedestrian crossings and ramps, and traffic-calming elements should be completed in areas adjacent to proposed construction. In all likelihood, these improvements will be joint City-State efforts.*

- Planning Studies
- DOT Site
  - Cultural Agencies
  - Stone Building
  - State Street Historic Corridor Plan
  - Public Safety Campus
  - Stevens Campus Re-Use
- Stand-Alone Projects
- Public Safety Campus
  - Downtown Presence (300 Employees in Lease Space)
  - Participate in Stevens Campus Redevelopment
  - Renovate Harlow Building
  - Renovate D.O.T. Building
  - State Street/Capital Street Historic Area



## ***Design Standards***

The Master Plan is based on the continuing use of significant historic buildings on both campuses (the State House and Blaine House, among others, on the West Campus; the Stone Complex and other original AMHI buildings on the East Campus). The rehabilitation of these buildings should be accomplished according to the highest standards, in order to preserve them for future visitors and users. Additions to these buildings need to be sensitively designed to compliment them aesthetically and functionally. New buildings should be designed to respond to their historic neighbors while being high-quality, contemporary buildings in their own right.

In order to assure this level of quality as renovation, expansion and new construction projects come on line, the committee recommends that Design Standards be established to guide all work within the State campuses. Since most of the buildings of the East Campus are within a National Register Historic District, and the primary buildings of the West Campus and much of the open space are listed on the National Register, the application of design standards is a logical and appropriate way to assure the longevity of these buildings and of their surroundings.



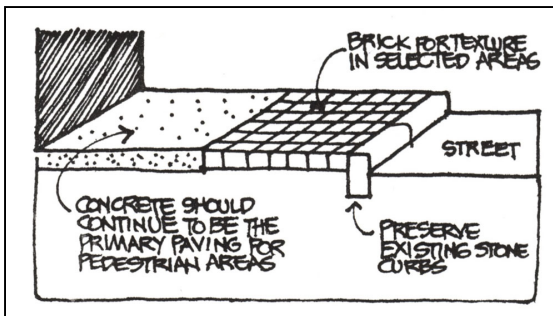
An adaptive reuse of the Campbell Barn on the East Campus is proposed. Exterior work should be subject to standards for alteration to assure preservation of its historic character.

These standards should be compiled in the form of a Design Manual that will become a part of the project design and approval process used by BGS, the State House and Capitol Park Commission, and the Capitol Planning Commission (CPC) for any project proposed for construction within the Capitol Planning District. The Manual should include the following basic components:

- A list of designated historic districts, individual historic buildings, historic landscapes, and historic landmarks
- Physical descriptions and statements of significance for each historic resource, accompanied by photographs which illustrate the range, the visual quality, and the history of the resources
- Standards for alterations of historic buildings, including additions. The standards should be applicable to vernacular buildings as well as high-style buildings (for example, they should apply equally to the Boiler House and the Stone Building on the East Campus)
- Standards for the design and construction of new buildings on the campuses, to assure that new

construction projects in historic campus and streetscape settings respond to their contexts

- Design guidelines for signs, to apply to all levels of signage from major highway signs to building signs
- Design standards and guidelines for proposed street and walkway improvements within the campuses and along streets bordering the campuses. Lighting standards will be included.



A sample guideline for a sidewalk / street design.

The committee recommends that the Maine Historic Preservation Commission be responsible for creating these standards, and that the Capitol Planning Commission be responsible for applying these standards for major projects, perhaps above a certain construction dollar value. Smaller projects should still adhere to the standards but could be subject to administrative review by BGS and the staff of the Maine Historic Preservation Commission.

By putting in place an institutional framework for the evaluation and implementation of projects proposed for the East and West campuses, the Master Plan will assure that future new construction and renovation projects will respect the history of Augusta and its institutions, avoid mistakes of the past, and provide State Government employees and customers with a physical plant that is appropriate for the conduct of State business for years to come.



### ***Conclusion***

With the completion of the Master Plan, its approval by the Capitol Planning Commission, and its acceptance in concept by the Legislature, which occurred in Spring 2001, the work of the MPC is complete. The task of implementing the plan lies with the Bureau of General Services under the auspices of the Capitol Planning Commission. The list of master plan-based projects will be supplemented by maintenance and space planning projects proposed by State agencies.

The Master Planning Committee and its consultant team are confident that the master plan satisfies the Legislature's statutory requirements (L.D. 1626, 1987) for the preparation of a State Master Plan. When fully-implemented, the plan will achieve the goals established at the beginning of the process. When completed, the plan will result in:

- Efficient management of the State's real estate for the benefit of Maine taxpayers;
- Healthy, productive, safe and attractive work environment for State employees;
- Improved functional and communicative relationships between State agencies;
- Well-maintained, functional and appropriate space in which Maine State Government can serve its customers;
- Preservation of significant State-owned historic properties;





- Useful framework for making State facility-related planning decisions for during and beyond the planning period;
- Ongoing planning relationship between the State of Maine and the City of Augusta;
- Improved transportation within and between Campuses and throughout adjacent areas of Augusta; and
- Major contributions to Augusta's viewsheds, open spaces and recreational resources.

The Master Plan will put the State's facilities on solid ground, and provide a legacy for future Maine residents that speaks to pride in and good stewardship of the State's real estate assets.

