

3. The Master Planning Process

A. Acknowledgment of Previous Planning Efforts

Recognition of the need for a new Master Plan for the Greater Augusta Area was evident in 1987 when the Legislature approved L.D. 1626 Resolve, Concerning the Development of a New Maser Plan for the Capitol Area noting that “a new master plan is urgently needed to guide future development of the Capitol Area which is held in trust for the people of Maine...this plan must serve as a blueprint for the future, recognizing reasonable growth with a commitment to protect and preserve our valued inheritance” (Chapter 60 of the Resolves of 1987).

New Capitol Area Master Plan

As a result of this legislation, the special committee for the New Capitol Area Master Plan was established, chaired by Jon S. Oxman who, as the legislation required, also served as Chair of the Capitol Planning Commission. Planning consultants CBT/Childs Bertman Tseckares and Casendino were retained to develop a master plan. The Progress Report and Initial Recommendations for the New Capitol Area Master Plan were completed in January of 1991. This report concluded the first phase of the planning effort with goals outlined as follows:

- Assess existing conditions and needs in the Capitol Area
- Establish general recommendations
- Provide a clear action plan for next steps in the planning process

This report also outlined next steps as follows:

- A Facilities Plan to provide detailed evaluation of specific facility needs and determine the most cost effective means for housing current and future state government functions.
- A Physical Plan to locate future buildings, open spaces, circulation and parking patterns, and set design guidelines.
- A Management Plan to establish a new framework for the administration of the Capitol Area. The Management Plan will include a Capital Improvement Program, to guide renovation and new construction projects in an orderly and comprehensive fashion.

Moving Maine Forward

Although these next steps were not immediately undertaken, in 1995 the King administration recognized the need to continue the master planning process and the Department of Administrative and Financial Services, through the Bureau of General Services, retained SMRT to develop a master plan to address the needs and concerns associated with State-owned and leased office facilities in the greater Augusta area. This planning effort, known as Moving Maine Forward, was established to accomplish the following goals:

1. Improve the stewardship and management of state owned facilities thereby protecting valuable assets and providing cost effective space management.
2. Improve the work environment of Maine State employees by addressing issues of health, safety, comfort and efficiency, thereby creating a more productive work environment.
3. Accommodate the technological and educational systems and activities required to efficiently deliver state services.
4. Establish a link between departmental strategic plans and space planning by identifying and accommodating space needs associated with strategic initiatives undertaken by individual departments.
5. Create appropriate space for public business.

The Moving Maine Forward project included the following key components:

1. The creating of space planning guidelines which will set minimum standards for new and renovated office space, insuring a safe, comfortable, healthy and efficient work environment.
2. The development of a comprehensive relational database that will document a current inventory of all state owned and leased office facilities, their location, size, condition and use.
3. The development of departmental space programs that will document the current and future space needs of individual agencies to support the strategic planning process.
4. The development of a dynamic master planning process that will support the analysis and identification of solutions to space problems on an ongoing basis and provide for cost effective space management.

5. The development of broad concepts for the rehabilitation and re-use of the buildings and grounds of the Augusta Mental Health Institute in recognition of the pending construction of a replacement psychiatric treatment center.

SMRT drafted and submitted the space planning guidelines in final report form in January, 1998. These guidelines have been informally implemented and have served to establish the parameters for a number of recent State space planning projects including the State Office Building renovation in Augusta and numerous office plans for the Department of Human Services and the Department of Labor. As of the writing of this report, the Bureau of General Services is working to complete final review of the standards and initiate formal adoption of them.

The comprehensive relational database was completed in October 1997 for the Greater Augusta Area. This inventory was undertaken to provide the Bureau of General Services with fundamental information for use in managing its real estate assets. The benefits of the Inventory can be summarized as follows:

1. Provides basic tools for the assessment of real estate holdings and facilitating changes.
2. Provides architectural/engineering knowledge of all State facilities.
3. Provides a proactive framework for facility management decision making.
4. Provides geographic and demographic interface with facilities data for strategic planning and other management methods.

Some basic statistics available as a result of the Augusta-area inventory are:

- One half (6,000) of all state employees are located in the greater Augusta area. About 4,300 are housed in State-owned buildings, while nearly 1,700 are located in leased space.
- These employees are housed in 102 State-owned building and 28 leased buildings.
- The inventory covered 2,301,334 square feet of State-owned space and 354,014 square feet of leased space.

Some of the general observations resulting from the Inventory are:

- Lack of flexibility and adaptability to today's programs, management methods and work environments is typical in both owned and leased space.
- Code violations exist in nearly every owned and leased space. Typical areas of non-compliance are floor loadings, exit stairways and corridors, lighting, ADA and HVAC. In many cases, deficiencies are due to the way agencies use space, as well as inherent problems with the buildings themselves.
- Larger departments such as Labor, Human Services and Mental Health are fragmented, spread across multiple building sites, leading to poor communications, wasted time and unnecessary travel costs.
- Many departments are housed in substandard space, overcrowded space, or space inappropriate for the intended use.

Following the completion of the space planning standards and the Augusta area inventory, the planning team turned to the identification of major opportunities in the Capital area and identified the following:

East Campus Opportunities (formerly AMHI)

- Opportunity to develop space for high density office use with functional support and employee amenities.
- Opportunity to develop conference and training space.

West Campus Opportunities (Capitol)

- Opportunity to consolidate space and to increase the density of the Capitol Campus.
- Opportunity to renovate the State Office Building and to create a link to the State House that will provide the dignity and scale required to balance these two significant structures
- Opportunity to develop space which will enhance and promote the capitol area as a visitor destination of significant cultural and historical value.

Links between the Two Campuses

- Opportunity to establish pedestrian and vehicular link(s).
- Opportunity to improve traffic patterns associated with the existing bridge crossings and rotaries in Augusta.

These opportunities are fully explored in the current master planning effort which completes and moves beyond the Moving Maine Forward project with development of the

departmental space programs and the Master Plan itself, building on the previous work and establishing a framework for implementation of the plan over time.

AMHI

An outgrowth of the Moving Maine Forward master planning process was the realization that the underutilized Augusta Mental Health Institute campus located across the Kennebec River from the Capitol Complex represented a significant facility resource that could help meet the space needs of State government for the foreseeable future and beyond. To further investigate the assets and liabilities represented by the AMHI Campus, BGS/DAFS directed SMRT to undertake an Augusta Mental Health Institute Facility Plan. This work, which included an investigation of existing architectural, engineering, and site conditions at AMHI, began in the spring of 1997. The initial data-gathering work resulted in a preliminary concept, issued in October, 1997, suggesting potential uses and development zones. Also issued at this time were re-use case studies of the Women's Pavilion/Tyson Wing and the Campbell Barn, two existing AMHI buildings that represented opportunities to solve specific space needs of the State.

Upon completion of these work components, SMRT recommended that a Planning Committee be established to respond to the initial recommendations and work with the consulting team and DAFS/BGS to take the initial concepts and review them in the public arena. Doing so would generate and inform the planning process so that a final plan based on input from constituent groups could be formulated and implemented. Due to other pressing facility needs, however, this committee was not immediately appointed. A separate committee was created to address immediate needs for parking and circulation improvements at AMHI to reflect the increasing State office employee population that would result from the completion of the Female Pavilion/Tyson Wing renovation project.

Once major projects such as the renovation of the State Office Building, the conversion of 26 Edison Drive for use as the State's computer center, the renovation of the Female Pavilion/Tyson Wing, and the renovation of the Marquardt Building were underway, DAFS asked SMRT to continue with the master planning process. At this juncture the current Master Planning Committee (MPC) was established

and the scope of work for completion of the Master Plan was established to include: finishing the planning work for the AMHI campus and undertaking a similar scope of work on the west side of the river. The West Campus master planning included the Capitol Complex and extended to the south, north and west to include existing major leased spaces and potential building sites, transportation links to the interstate, and satellite facilities such as the Stevens School and the Lottery/State Museum complex in Hallowell.

B. Committee Process

The Master Planning Committee (MPC) held its first meeting in September of 1999, and met at regular intervals until February, 2000. The MPC consisted of State administrators, area legislators, local officials and planners, interested Augusta-area citizens, and the consultant team. 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. As a result, several “drivers” were established that would influence the committee’s work as it sought to produce a viable plan:

Consolidation of Agencies

One of the largest concerns of agency employees was not lack of space, but lack of internal consolidation. Many of the larger agencies are fragmented in various buildings around the Augusta area. This makes communication among employees difficult and can impede productivity. Consolidation of all these agencies will require construction of new buildings and/or additions and renovations to existing buildings.

Consolidation of these agencies on the Augusta State campuses was seen as having a potential impact on the neighboring communities of Gardiner and Hallowell. Two State agencies occupy a significant amount of leased space in Gardiner. One of the two is housed in a commercial building located in the heart of Gardiner’s business district. The re-use of this space for private retail or office once the location is vacated by the State should be highly likely and thus is not of great concern. The other agency occupies a

large, former manufacturing facility in the heart of a residential neighborhood. The building has been extensively renovated for office use. The Stevens School, a former women's reformatory consisting of several historic buildings and some modern ones on a 58-acre campus, is home to several state agencies. Some of these are self-sustaining, while some are parts of other departments located in Augusta. The Stevens School is discussed in a separate section below.

Extensive Use of Leased Space:

Several agencies are leasing space in multiple buildings around the Augusta area. Most of these same agencies also require internal consolidation. In these cases, if each agency was able to occupy a single location, the number of leased spaces could be reduced.

Agencies Located on Stevens Campus:

Currently six State agencies are located on the former Stevens School Campus in Hallowell. In most cases, these agencies are units of large departments with most of their employees housed elsewhere. Relocation of these agencies would allow for concentration of state agencies on the East Campus, West Campus, and Downtown Augusta, and for internal consolidation. The consultants and the committee examined options for matching agency program requirements with available spaces on the Stevens Campus but found that discontinuing State use of the property was the option most in keeping with the goals of the Master Plan. The committee recognized that removing State agencies from the Stevens Campus would have an impact on the city of Hallowell.



The Erskine Building, one of the historic structures located on the Stevens School campus.

Agencies Requiring Additional Space:

There are very few agencies that require additional office space, primarily because most State agencies projected little or no growth in staff over planning period.

Ineffective Use of Space:

There are several agencies not using their current location(s) in the most effective manner. Ineffective use may be caused by fragmentation of the agency, inefficient building types, or inefficient furniture/office layouts.

Departmental Relationships:

Similarities were found among groups of agencies in the required relationships and clients served. Five department groups were identified:

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

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

The State Workforce

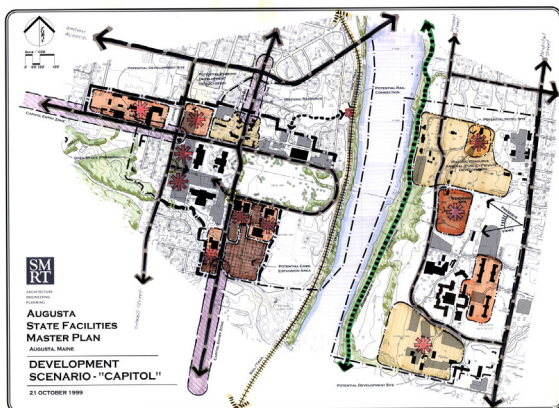
University of Southern Maine Muskie Institute professor Charles Colgan, formerly of the State Planning Office and former State Economist, provided the Committee with projections for changes in the State economy and employment base and how these changes would affect State facilities and the City over the planning period of 20 years. He noted that trends in the State workforce would not have much impact on the nature of State buildings in Augusta, but would have a major impact on the future character and growth of the City of Augusta.

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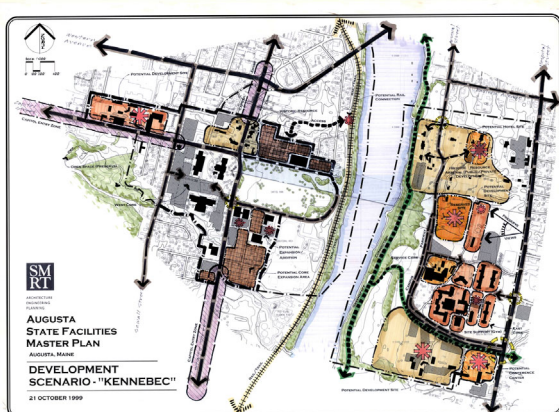
Initial Concepts

With a wealth of information then available, the MPC began to formulate concepts based on the initial goals and objectives of the master plan. The committee first identified several opportunities and concepts as major elements of the plan. These were:

- Downtown leased space could contribute to the revitalization of Downtown Augusta.
- The Stevens Campus represented surplus space capacity for the State but had potential under private and/or city ownership to benefit the city of Hallowell.
- The physical State-owned space resources available, either in the form of existing buildings, renovated buildings, or new buildings on State-owned land, will be sufficient to house Augusta-based State agencies for the 20-year planning period.
- Distribution of State employees between State-owned facilities on the east and west sides of the Kennebec River (basically the AMHI Campus and the Capitol Complex, respectively), and the impact of this distribution on the City of Augusta, would be major issues in the planning process.
- The Master Plan can contribute and give direction to a process of enhancing the open spaces around the State House and on the AMHI Campus, improving the aesthetics of the City, providing recreational opportunities, and preserving historic landscapes.



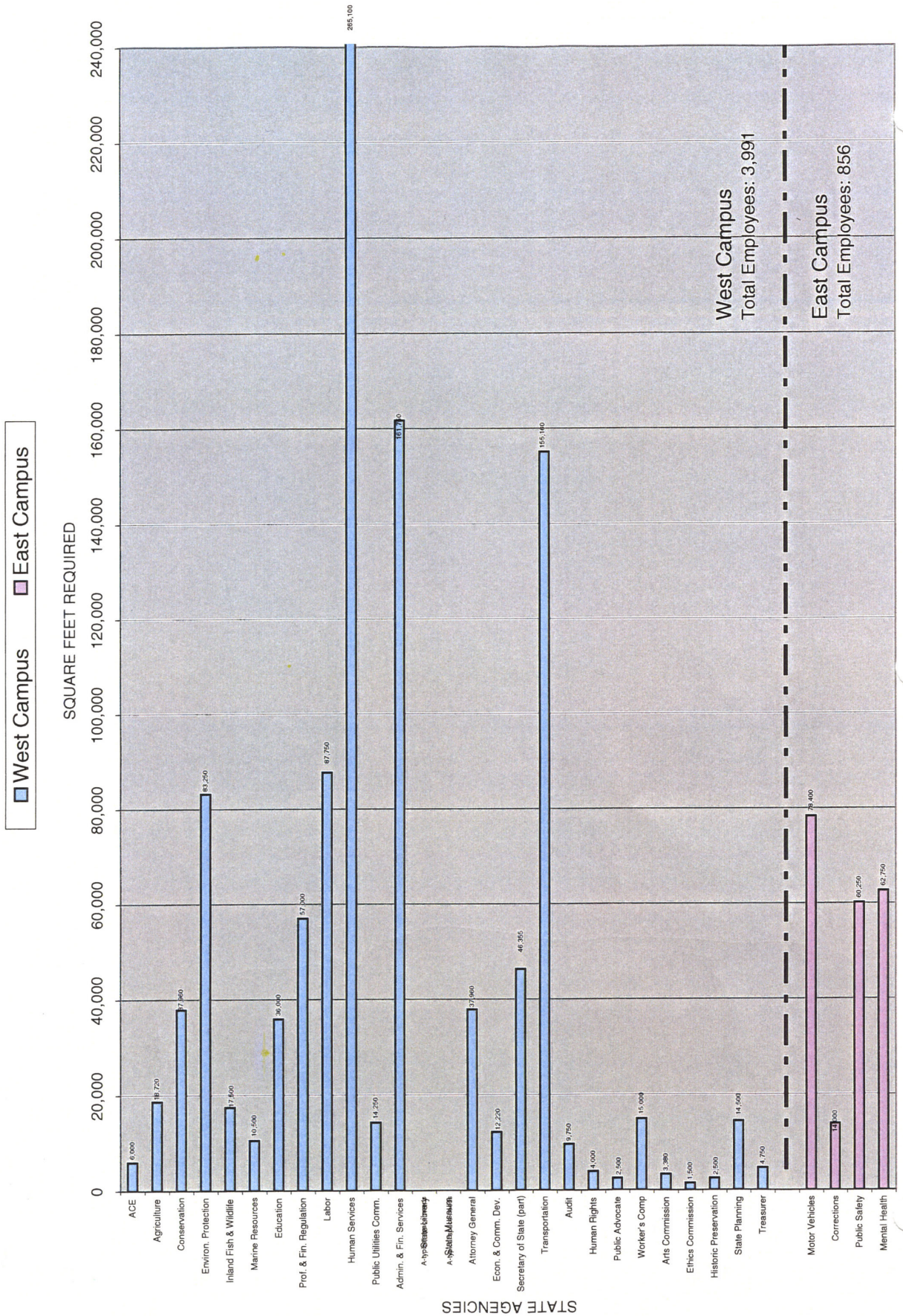
The "Capitol Scenario"



The "Kennebec Scenario"

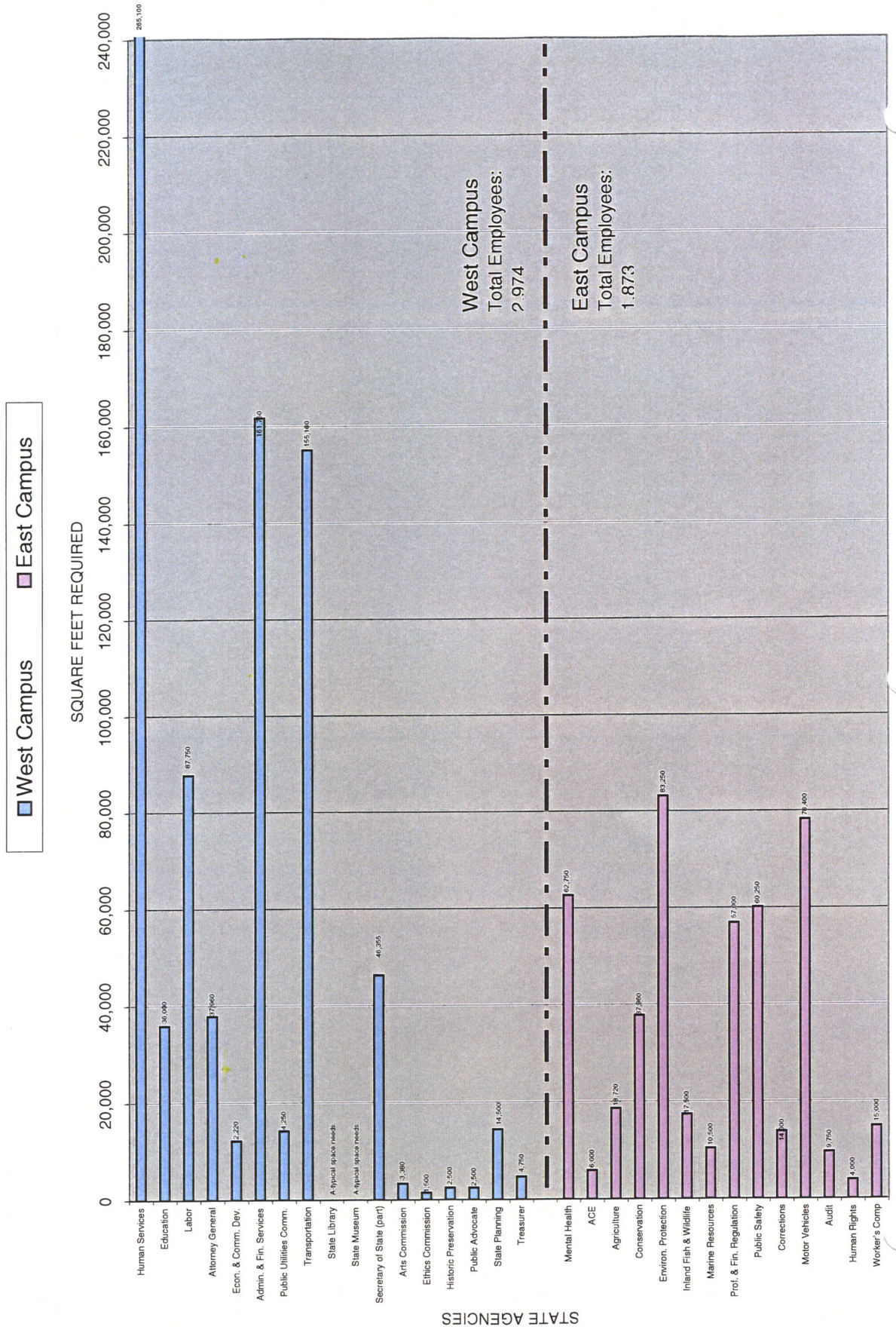
In subsequent weeks, SMRT generated two preliminary concept plans based largely on these issues and opportunities. The two initial concepts represented the extreme possibilities of employee distribution in the Augusta area. The "Kennebec Scenario" suggested even distribution of State employees between the East and West Campuses and limited growth to these two areas. The "Capitol Scenario" suggested all future growth would occur on the West Campus while further development of the East Campus would be limited. The goal of the two scenarios was to show that high-density concentration of state agencies is possible without acquiring additional land or using leased space. Extensive new construction and renovation would be required to accomplish either of these scenarios.

Capitol Scenario
Augusta State Facilities Programming Study Prepared by SMRT 10/21/99



Kennebec Scenario

Augusta State Facilities Programming Study Prepared by SMRT 10/21/99



Evaluation Criteria

Discussion of the Kennebec and Capitol Scenarios provided the basis for the formulation of criteria with which to judge refinements of these options. The evaluation criteria were developed to include five major headings of issues of importance to the Committee:

- Support State Programs
 1. Resolution of Programming Issues
 2. Convenience for Employees
 3. Convenience for Customers
- Costs
 1. Capitol Costs
 2. Operational Costs
 3. Indirect Costs
- Transportation
 1. Parking
 2. Mobility
 3. Safety – Vehicular
 4. Safety – Pedestrian
- Support Local Goals
 1. Economic Impacts
 2. Downtown Economic Development
 3. Density/Anti-Sprawl
 4. Neighborhood Impacts
 5. Housing
 6. Tax Basis
- Environmental, Cultural, Historic, Aesthetic
 1. Kennebec River
 2. Historic Resources
 3. Views
 4. Parks and Open Space

An important aspect of the last of these was to minimize the impact of the plan on Augusta's neighborhoods and to provide residents of these neighborhoods with a clear picture of the State's intentions regarding real estate acquisition or disposal in the future. In this regard, the

committee sought to provide the State with guidance on what properties not now owned by the State should be acquired if they came on the market; and to provide property owners with some assurances as to areas the State would or would not expand into. Thus a property owner could improve his/her property with confidence if the property is not identified in the plan as necessary or desirable for the implementation of the plan. And alternatively, a property owner could negotiate with the State if the property is within an area identified in the plan for State development.

By subjecting the Kennebec and Capitol scenarios to the evaluation criteria, three new scenarios (A, B and C) were developed as refinements of the original schemes and to test new ideas.

Scenarios A, B, and C

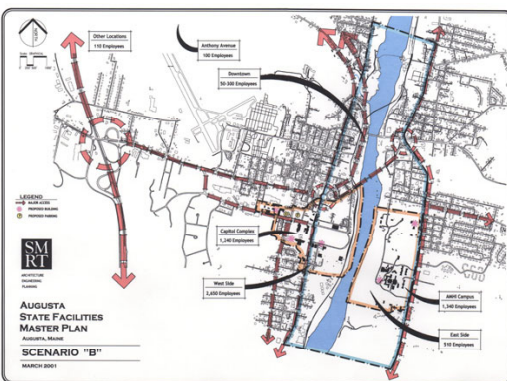
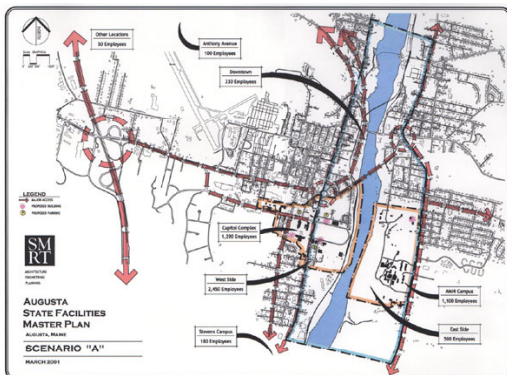
Using the evaluation criteria as a guide, three additional Scenarios (A, B, and C) were developed for the distribution of state employees around the Augusta area. Suggestions for development and reuse of sites were included.

Scenario "A" Highlights:

- Maintains the existing balance between East and West campuses
- New construction and/or major renovation on East Campus
- Privatization of Stone Building on East Campus
- Renovation and expansion of Public Safety Campus
- Development of Capitol Park North and South
- Upper floor and storefront leased space in downtown Augusta
- Continues use of Stevens Campus

Scenario "B" Highlights:

- Renovation of Stone Building for 750 people
- Demolish Deering, Marquardt, and Greenlaw buildings on East Campus
- Renovation and expansion of Public Safety Campus
- Development of DOT garage site (relocate DOT garage)
- Downtown conference center and storefront lease
- Privatization of Stevens Campus





Scale: GRAPHICAL
0' 250' 500' 1000'

LEGEND

- MAJOR ACCESS
- PROPOSED BUILDING
- PROPOSED PARKING



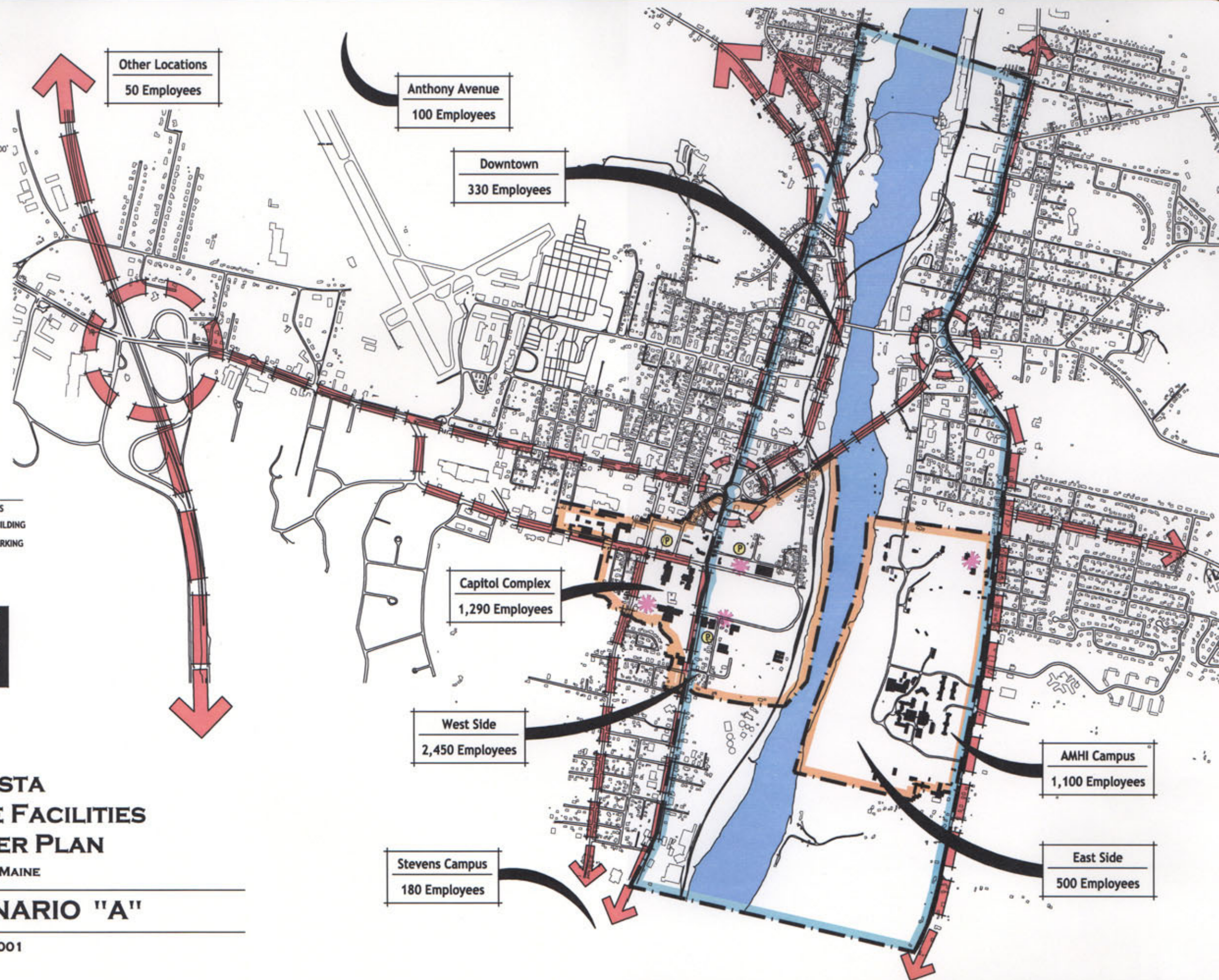
ARCHITECTURE
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AUGUSTA STATE FACILITIES MASTER PLAN

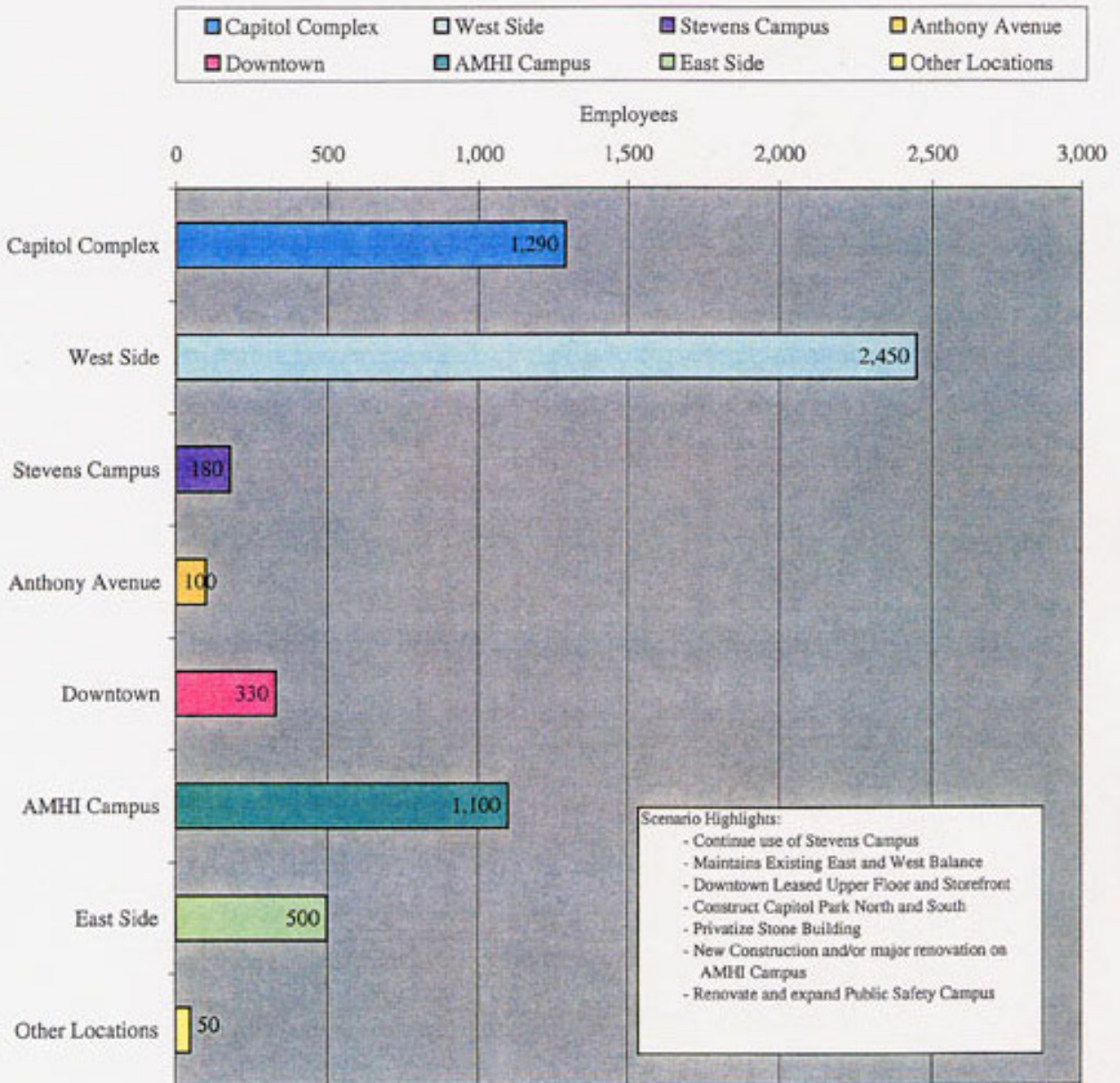
AUGUSTA, MAINE

SCENARIO "A"

MARCH 2001



Scenario "A" - Employee Distribution





Scale: GRAPHICAL
0' 250' 500' 1000'

LEGEND

- MAJOR ACCESS
- PROPOSED BUILDING
- PROPOSED PARKING



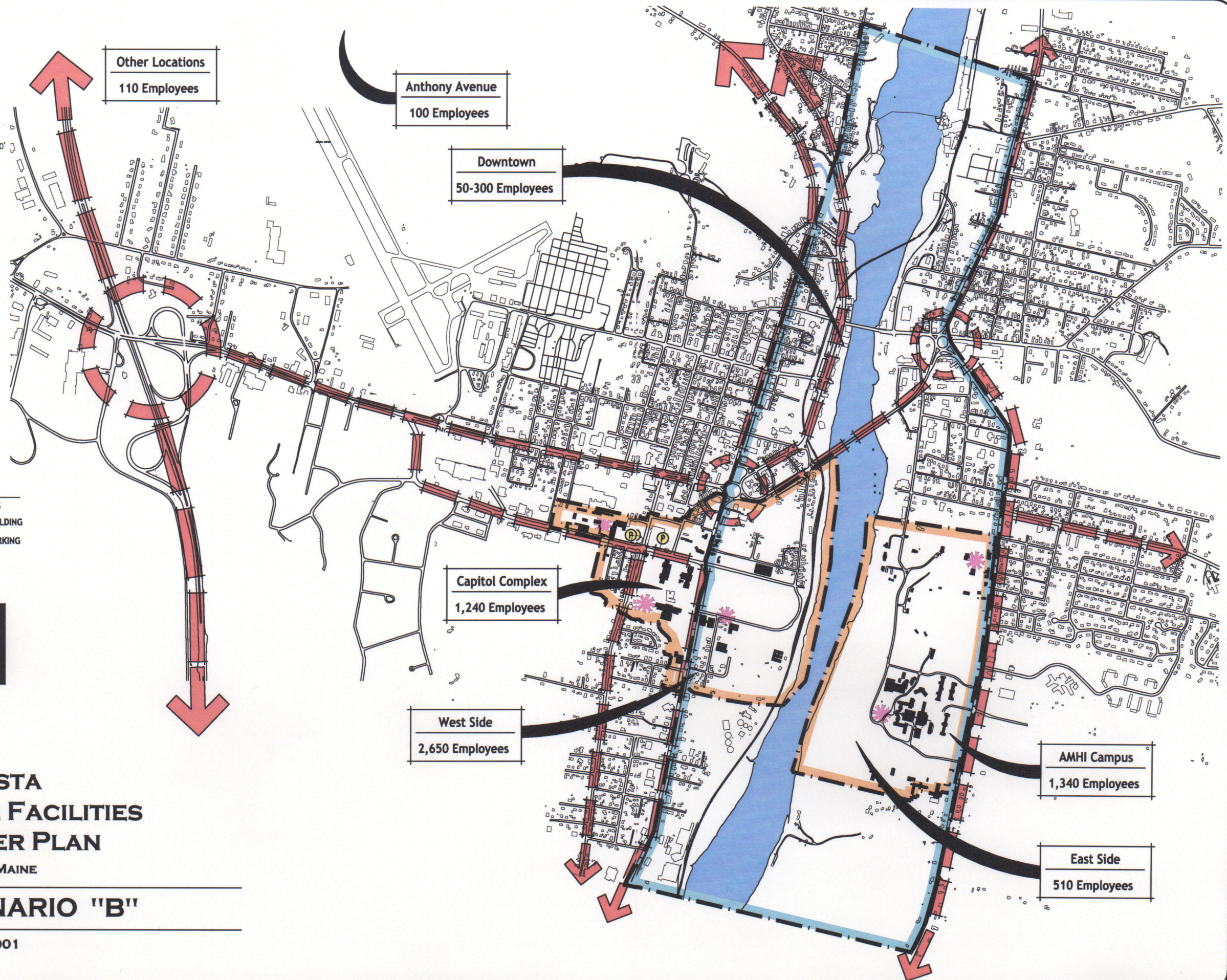
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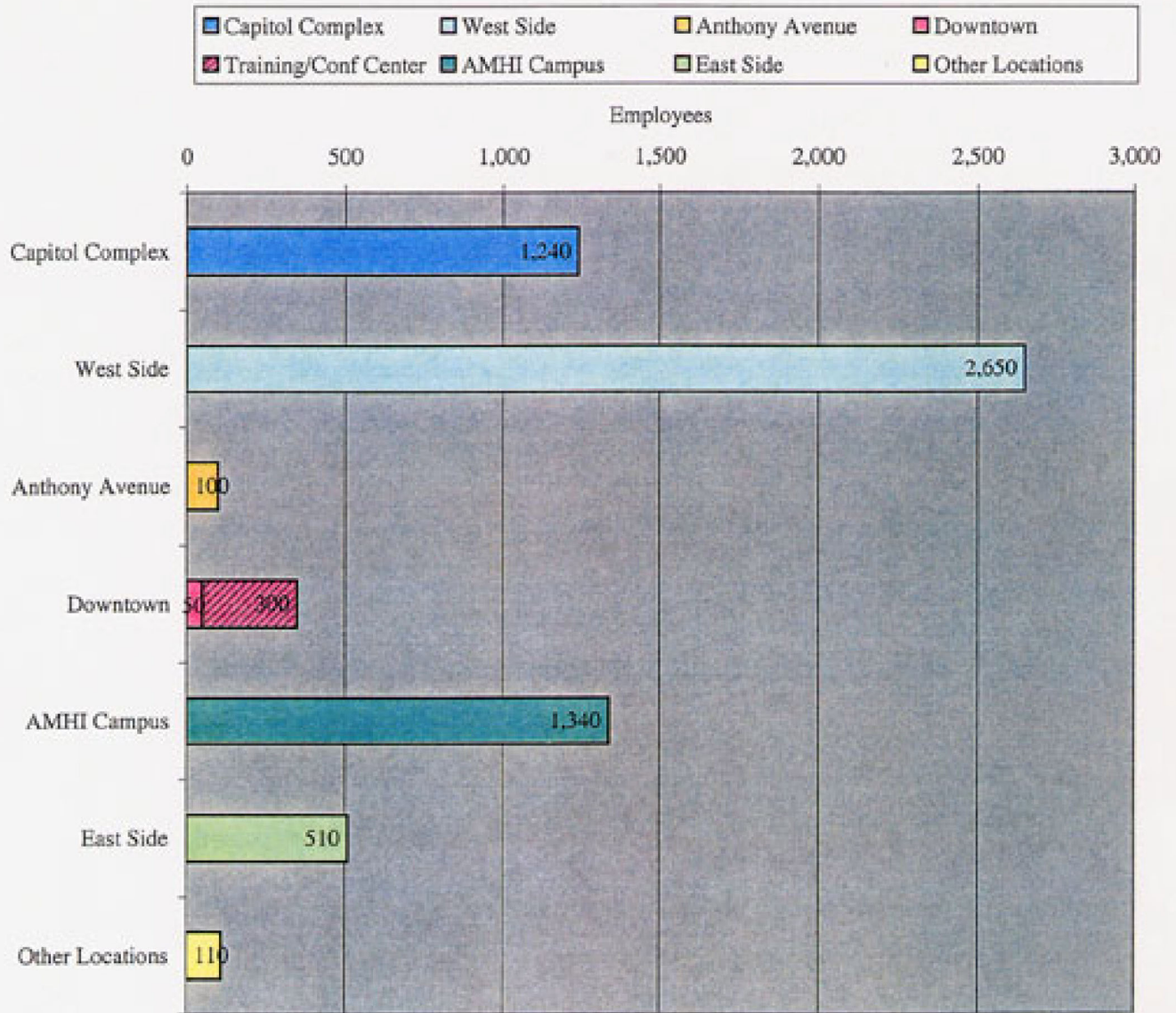
AUGUSTA, MAINE

SCENARIO "B"

MARCH 2001



Scenario "B" - Employee Distribution



Scenario Highlights:

- Privatize Stevens Campus
- Renovate Stone Building for 750 people
- Demolish Deering, Marquardt, and Greenlaw
- Build on DOT Site (DOT Garage Replaced)
- Renovate and expand Public Safety Campus
- Downtown Conference Center and



Scale: GRAPHICAL
0' 250' 500' 1000'

LEGEND

- MAJOR ACCESS
- PROPOSED BUILDING
- PROPOSED PARKING



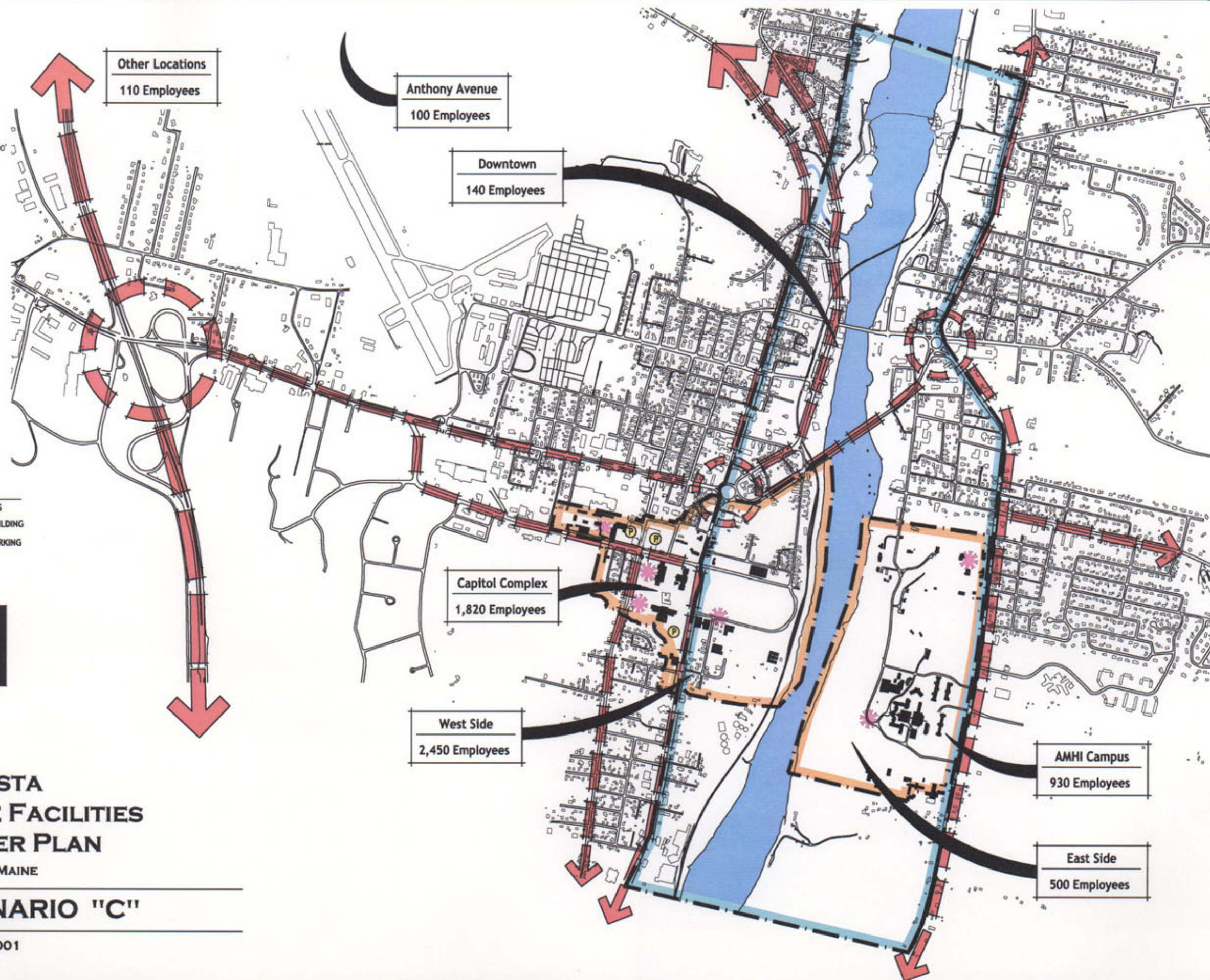
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AUGUSTA STATE FACILITIES MASTER PLAN

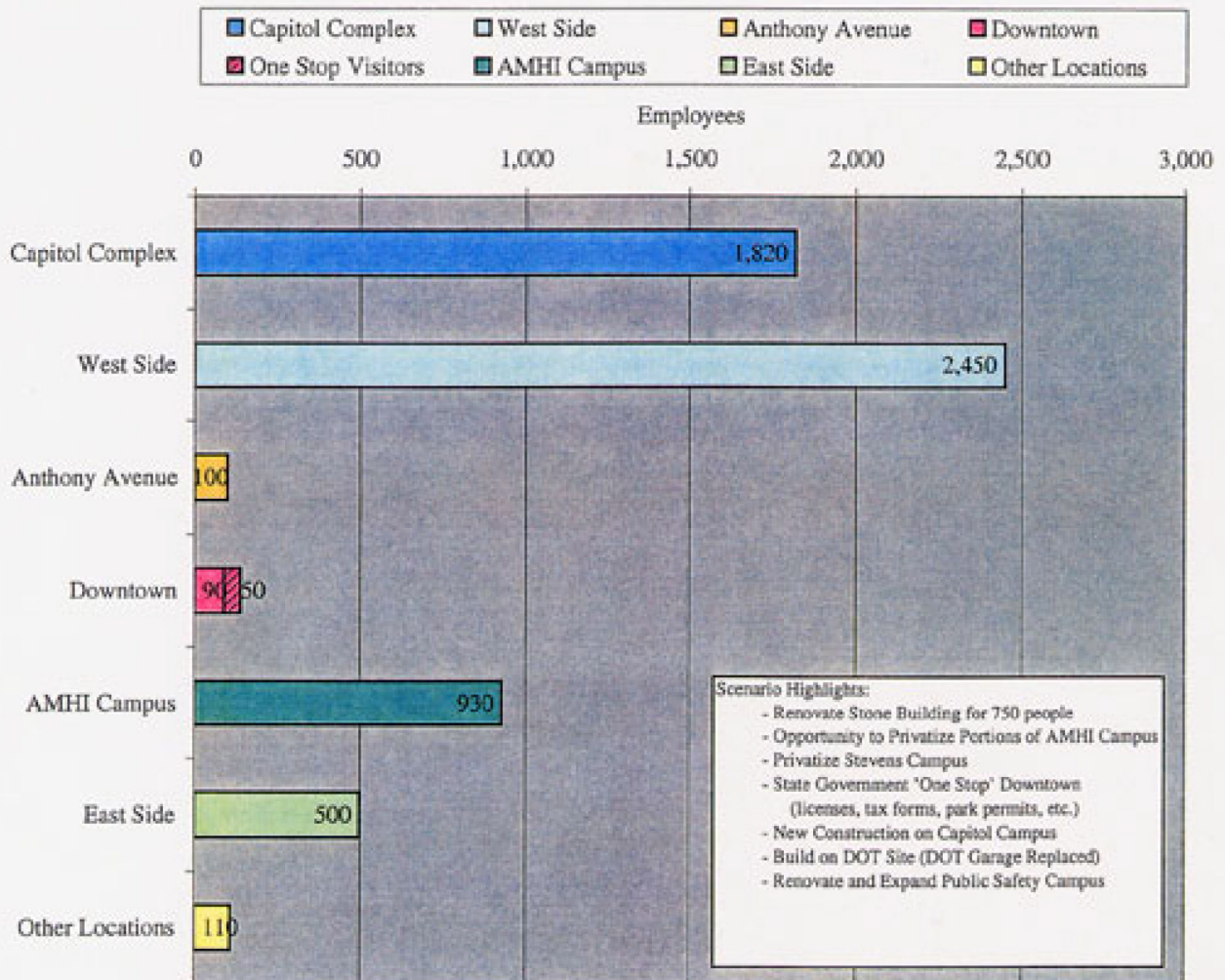
AUGUSTA, MAINE

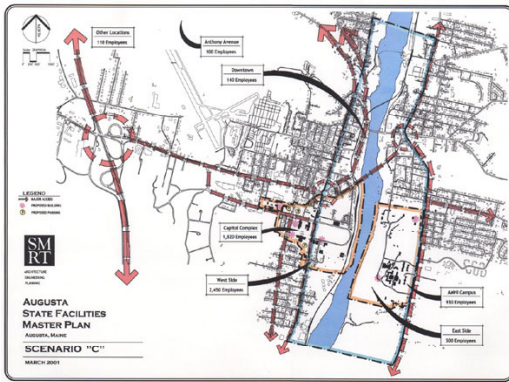
SCENARIO "C"

MARCH 2001



Scenario "C" - Employee Distribution





Scenario "C" Highlights:

- Renovation of Stone Building for 750 people
- Opportunity to privatize portions of East Campus
- Renovation and expansion of Public Safety Campus
- New construction on Capitol Campus
- Development of DOT garage site (relocate DOT garage)
- State government 'One Stop' downtown
- Privatization of Stevens Campus

Issues of Consensus

Further 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, created in response to scenarios A, B and C, 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:

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.
- Relocation of employees from leased space in Gardiner and the Stevens Campus in Hallowell; assist these communities with the development of re-use options that benefit and do not burden the Cities of Gardiner and Hallowell.

East Campus:

- 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 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 and Merrill Houses).
- The DOT Motor Transport function on Capitol Street will be relocated 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.

Scenario “D”

The final scenario was developed taking into consideration the previous scenarios, the evaluation criteria, and the issues of consensus. Scenario “D” was further discussed and evaluated according to the established criteria. The MPC considered the following to be the highlights of the plan:

- Renovation and expansion of the Stone Building by the State
- Concentration of State resources on rehabilitation of historic AMHI buildings for office and agency support buildings (20-25 year time frame).
- Construction of the Psychiatric Treatment Center
- Renovation and expansion of the Public Safety Campus
- Expansion of the Cultural Building
- Expansion of 20 Union (Department of Labor)
- New building at DOT Motor Transport Site (DOT Garage to be relocated)
- Historic Blaine House Neighborhood Homes to be Renovated



Scale: GRAPHICAL

0' 750' 1500'

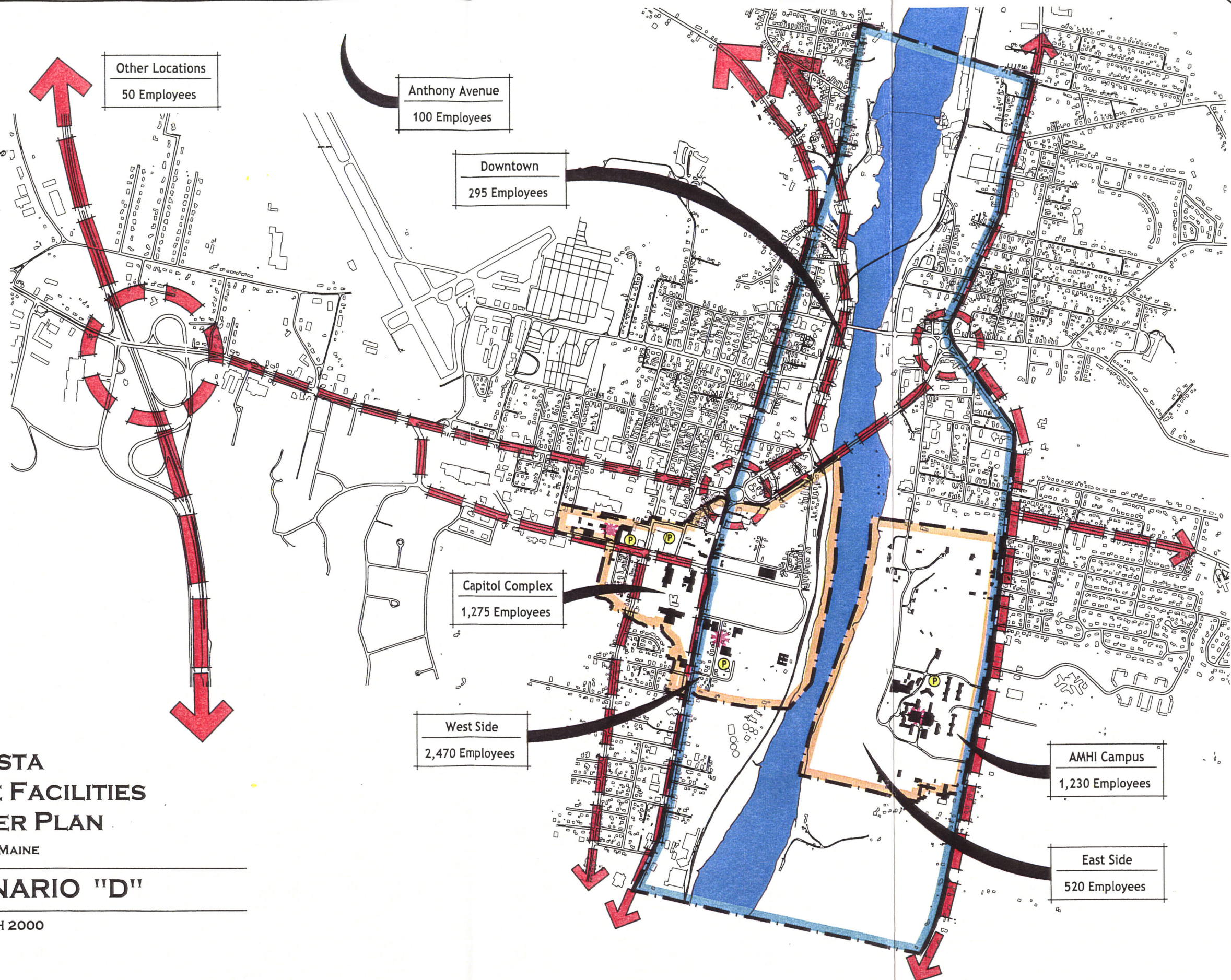


AUGUSTA STATE FACILITIES MASTER PLAN

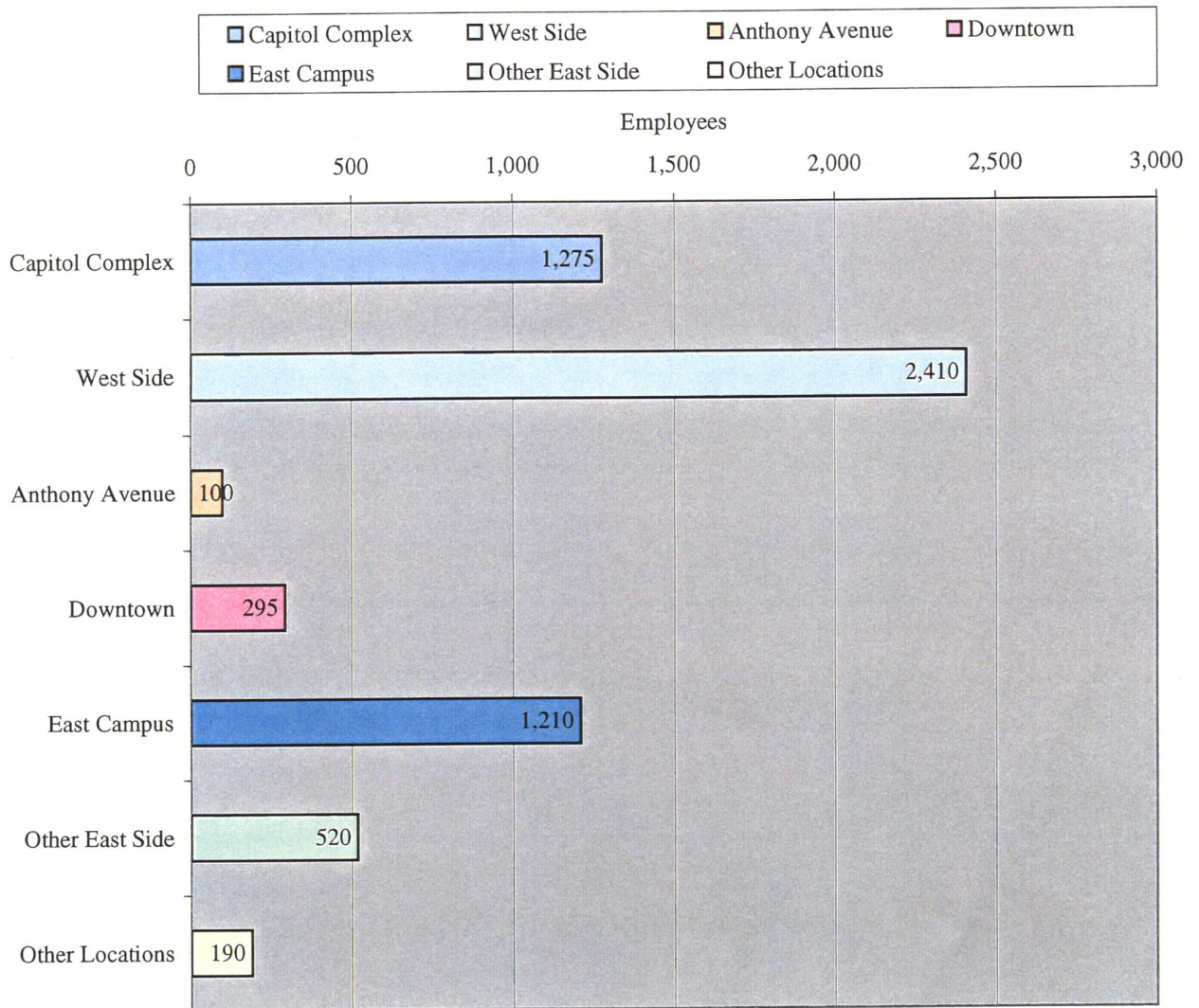
AUGUSTA, MAINE

SCENARIO "D"

14 MARCH 2000



Scenario "D" - Employee Distribution



- Future Development of Capitol Park North and South
- Downtown Leased Space for Approximately 300 Employees
- Privatization of Stevens Campus
- Keep State employee count on the East Campus near present level while increasing the count on the West Campus through consolidation of State agencies, primarily DHS and DOL.

Scenario D, with minor modifications resulting from MPC deliberations, became the final Master Plan that is described in the next section.

Augusta State Facilities Master Plan

The current master planning effort summarized in this final report marks the conclusion of over 10 years of work to establish a comprehensive master plan for state facilities in the greater Augusta area. This is at once the end and beginning of a process for implementation that will be ongoing. Master planning is never finished; it is a dynamic process that requires constant confirming and reconfirming. It is, however, important to establish a plan and guiding principles which govern future planning decisions. The work of the Master Planning Committee was developed with the goal of establishing a working plan which will be implemented over time through the Bureau of General services under the guidance of the Capitol Planning Commission. The scope of work established to develop this plan was as follows:

Part 1 - East and West Campus Planning Study

- Recognition Stage
 1. Identification of Problems, Goals and Objectives
 2. Data Collection/Base Documents
 3. Existing Conditions
 4. Projections
- Specification Stage
 1. Alternative Goals
 2. Analysis, Goal-Setting and Priority-Setting
- Proposal Stage
 2. Develop Alternative Re-Use Scenarios
 3. Present Campus Plan Alternatives
- Evaluation Stage
 4. Evaluation of Alternative Outcomes
- Decision Stage
- Implementation Stage
 1. Modify/Develop Alternatives
 2. Implementation
 3. Plan Adoption

Part 2 - Special Studies

- Building Re-Use Scenarios
 1. Harlow Building
 2. Ray Building
 3. Stone Building Complex

- Identification of Possible Construction Sites and Capacities
- Parking and Transportation Concepts
- Economic and Policy Analyses

Concurrent Planning Efforts

It is important to place the current master planning effort in the context of other planning initiatives occurring concurrently. These include:

- The Capital Riverfront Improvement District Planning
- The 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 Capitol 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 Capitol Riverfront Improvement District Board, including the Board's co-chairs. In addition, representatives of the Augusta City Planning Department, and State Planning Office, the Hallowell and Gardiner town councils, and one of the principals of the Capitol 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



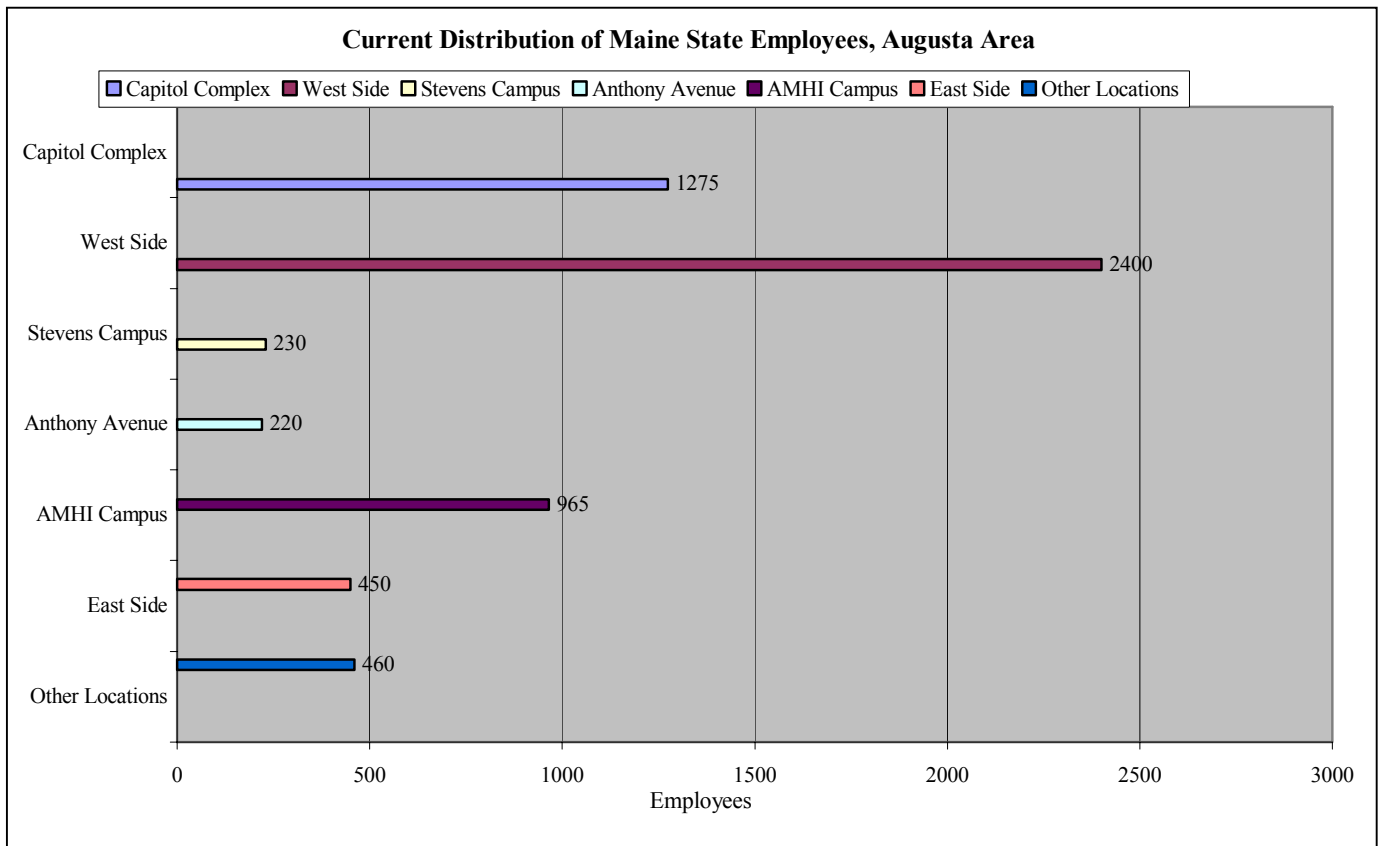
Initial concept plan for the new Psychiatric Treatment Center on the East Campus.

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.

Summary of Agency Programming

As part of the Master Planning process SMRT met with personnel from all state agencies in the Augusta area to determine their present and future needs. Information regarding agency location(s), employee space 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 location and square footage occupied by each agency is summarized in the Current Distribution Graph below.



During this programming process, several issues regarding agency locations became key elements that were used during the development of the Master Plan. These six issues are as follows:

Consolidation of Agencies:

One of the largest concerns of agency employees was not lack of space, but lack of internal consolidation. Many of the larger agencies are fragmented in various buildings around the Augusta area. This makes communication among employees difficult and can impede productivity. Consolidation of all these agencies will require renovations or additions to existing buildings and/or construction of new buildings. Section 6 (“Master Plan”) outlines the locations where consolidation of larger agencies may be possible in the future.

Extensive Use of Leased Space:

Several agencies are leasing space in multiple buildings around the Augusta area. Most of these same agencies also require internal consolidation. In these cases, if each agency was able to occupy a single location, the number of leased spaces could be reduced. On the following page, is a list of State leased spaces in the Augusta area:

Current State Office Leases - Augusta, Maine (5/00)

<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
	442 Civic Ctr Dr.		65,912	8/01/12
Prof. & Fin. Reg.	122 Northern Ave		48,771	12/31/04
	2 Bangor Street		5,482	10/29/01
	24 Stone Street		1,995	3/31/04
Public Safety	18 Meadow Road		9,200	6/30/04
	16 Edison Drive		3,830	6/30/03
		397 Water St.	24,210	6/30/04
Inland Fish & Wildlife	284 State Street		15,600	2/28/03
Labor	2 Anthony Ave.		29,993	11/20/13
		331 Water St.	3,600	6/30/01
	323 State Street		3,338	11/14/05
Mental Health	VA Togus		823	6/4/02
Admin. & Fin. Services	26 Edison Drive		77,000	10/31/12
	14 Edison Drive		14,000	10/31/12
Workers' Comp.	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
Total Leased Space:				451,234 SF

Several State leased locations, such as 26 Edison Drive for MRS and BIS as well as 35 Anthony Avenue for DHS Client Services, are ideal locations for the services provided and do not require relocation. These two projects were completed as a result of the previous planning effort, Moving Maine Forward.

Agencies Requiring Additional Space:

There are very few agencies that require additional office space based on a planning average of 250 square feet per

person. This planning average takes into consideration all the “core” elements of a building as well as circulation and shared spaces. For this calculation to be accurate, agency consolidation and an efficient building are required.

Some agencies, the Cultural agencies in particular, have atypical space requirements to be considered when planning for additional space.

Ineffective Use of Space:

There are several agencies, again based on the planning average of 250 square feet per person, that are not using their current location(s) in the most effective manner. Ineffective use may be caused by fragmentation of the agency or inefficient building types.

Agencies Located on Stevens Campus:

Currently six State agencies are located on the Stevens Campus. Relocation of these agencies would facilitate consolidation and allow for concentration of state agencies on the East Campus, West Campus, and Downtown Augusta.

Departmental Relationships:

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

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.

Bridges and the NEPA Process

While the Kennebec River is one of Augusta’s most important resources, river crossings have come to the forefront of transportation issues in the last ten to twenty years. Numerous planning and design studies have been and are currently being conducted which hold the key to improving regional travel.

Three Kennebec River bridges currently serve the greater Augusta area:

- Father Curran Bridge in downtown Augusta, carrying 21,790 vehicles (average daily traffic, ADT) in 1996;
- Memorial Bridge connecting Memorial Circle and Cony Circle, carrying 31,510 vehicles (ADT) in 1996;
- Gardiner-Randolph Bridge (Route 9), carrying 22,120 vehicles (ADT) in 1998 (*Traffic Volume Counts Annual Report*, MDOT, 1997).

Third Bridge Study:

In 1999, the Maine Department of Transportation completed a National Environmental Policy Act (NEPA) review of the need for the ‘Third Bridge’ in Augusta. NEPA studies carefully review the potential impacts (cultural, historic, environmental and socio-economic) and their transportation benefits. The selected alternative calls for a new interchange approximately north of I-95 Exit 31 and is viewed as an important new transportation corridor to provide relief for existing and anticipated growth in through-traffic in greater Augusta. The first phase of connector roads will provide a connection to the Route 3 corridor on the west side of the Kennebec River (Alternative B-3). A later phase has been identified to extend the connection from Route 3 to Route 17 (Alternative B-17 of the NEPA).

Memorial Bridge Preliminary Engineering and Environmental Study:

The Maine DOT will soon begin an NEPA study to determine a course of action for the rehabilitation or replacement of the aging Memorial Bridge. This bridge is the major connection between the east and west sides of the Kennebec, carrying over 30,000 vehicles per day on its two lanes. It ties the west-side Western Avenue corridor (principally Routes 202 and 100 from the west and Route 201 from the south) to the Routes 3/17/202/201 corridors on the east side. Potential actions include rehabilitating the existing bridge or constructing a new bridge located somewhere between the existing bridge and the Hallowell-Chelsea town line. Resolution of the congestion and safety problems associated with the two traffic circles (Memorial and Cony Circles) is a key aspect of this study.

Maine State Psychiatric Center

Between 1989 and 1999, four reports on mental health in Maine suggested that AMHI be replaced with new

facilities. Most recently, in the summer of 1998, an architectural firm studied the possibility of renovating the Stone Building for continuing use as the forensic unit. Those conducting the study concluded that the building could be renovated for about the same cost as building a new facility; but that such a renovation would result in a compromised program and in a facility that would be considerably less than state-of-the-art, unlike a new facility for the same cost. A significant obstacle to the renovation of the Stone Building was the need to house patients during the renovation.

In 1999, a second study was commissioned to prepare a needs assessment, select a site, and prepare a preliminary building program for a new psychiatric facility to replace AMHI. The study was also to include a cost estimate for the building as proposed on the selected site. The consultants for the psychiatric treatment facility recommended that a new facility be located on the existing AMHI campus, on a 20-acre site bounded by Hospital Avenue on the north, the Campbell Horse Barn on the east, the AMHI property line on the south, and the Kennebec River on the west.

It seems very appropriate that the new Psychiatric Treatment Facility, which will surely be at the leading edge of treatment methods as the Maine Insane Hospital was when it opened 160 years ago, should be located literally across the road from the original hospital, on what was once pastureland for the institution's farming operations. Although shielded from the State House by a grove of trees along the Kennebec riverbank, the new Psychiatric Treatment Facility will remain in the eyes of Maine's legislators and governor, and give the State the opportunity to once again be among the nation's leaders in the delivery of psychiatric treatment services to its citizens.

C. Economic Planning and Forecasting

...Muskie Institute professor Charles Colgan provided the Committee with projections for changes in the State economy and employment base and how these changes would affect State facilities and the City over the planning period of 20 years.

Charles Colgan provided the planning team with input and guidance in the realms of economics and public policy. Dr. Colgan prepared economic projections regarding employment and development trends for the greater Augusta area to supplement and inform the physical planning information. He also served as a liaison between the planning team and the financial agencies of Maine State Government. His work was intended to assure that the final plan could be supported by all constituent groups and could pass legislative tests by showing the entire master planning effort was well-grounded on a solid foundation of sound public policy.

Dr. Colgan's specific project tasks were as follows:

- Review State agency strategic plans and determine the space implications thereof.
- Meet with State agencies to discuss issues identified in the master planning process.
- Prepare economic forecasts for the Augusta region.
- Analyze employee census survey data and apply to the planning process.
- Review planning issues and implementation recommendations with the planning team and the committee.

Dr. Colgan concluded that trends in the State workforce would not have much impact on the nature of State buildings in Augusta, but would have a major impact on the future character and growth of the City of Augusta.

Dr. Colgan summarized his work for the project in a presentation to the Master Planning Committee in December, 1999. Dr. Colgan's project findings are summarized in his presentation documents at the end of this section.

D. Goals

After considering these issues, the Committee formulated thirteen goals that were to guide its remaining deliberations and serve as the basis for the Master Plan. These goals are:

Create a blueprint for development of State real estate resources for the next 20 years.

Establish a flexible yet durable framework for planning and executing development projects for State-owned buildings and sites in the greater Augusta area.

Improve the work environment of Maine State employees.

Establish and implement standards for new and renovated spaces that will assure that Maine State Government employees have safe, comfortable, healthy, efficient and attractive work environments.

Improve the stewardship and management of State-owned facilities.

Maine State Government holds significant properties on behalf of the people of Maine. It is obligated to operate and maintain them in the best interest of building occupants and visitors and of Maine taxpayers.



The newly renovated Burton M. Cross building provides appropriate space for the transaction of public business.

Create appropriate space for public business.

Customers of Maine State Government should be provided with appropriate spaces for transacting business. Offices and meeting spaces where these transactions occur should be comfortable, safe, and functional. In addition, these spaces should instill pride and confidence in customers in regard to the competence and service orientation of government employees.

Consolidate State agencies.

Although new technologies have decreased the necessity for face-to-face communications, it remains important for employees to be in close proximity to each other in order to facilitate the day-to-day operations of State Government. Thus State agencies that are fragmented in several Augusta area locations have as a common goal the consolidation of multiple locations into as few locations as possible.

Coordinate planning with the City of Augusta and surrounding communities.

Until recently, the State carried out its real estate development projects and planning efforts with little input from or coordination with its host communities. From the beginning of the Augusta State Facilities Master Planning process, the Master Planning Committee sought input and participation from Augusta, Hallowell and Gardiner, through the make-up of the Committee itself and by organizing several public forums. As a result, the plan reflects where possible issues and concerns of importance to greater Augusta area officials and residents.

Establish boundaries for State real estate development.

Until now, people who live in neighborhoods under the shadow of the Capitol Dome have been uncertain about their futures. State projects often were executed with little notice and little regard for the impact of these projects on property values and neighborhood viability. The Master Plan establishes boundaries for State development, and identifies areas where the State may have an interest in acquiring property when it becomes available. The Plan also designates areas in which it has no intention of acquiring property, thereby notifying owners that they may plan for the future of their properties with no risk of State takings or negative impacts.



Restoring the core historic buildings on the AMHI Campus, represents an opportunity to productively reuse the States valuable real estate assets.

Restore and reuse State-owned historic buildings.

Very few people in the Augusta area would have argued that striving to restore and properly use the State House was a worthy goal. However, when the Master Plan process began, many would have questioned the restoration/rehabilitation of the State Office Building or the adaptive re-use of the buildings of the AMHI campus as good public policy. The Master Planning Committee came to the conclusion early on that these buildings represented important resources, and that by renovating them according to sound preservation standards, the State could solve many of its space problems and preserve significant historic resources at the same time.