



State of Maine

Augusta Area State Facilities Master Plan

May 2023

Part 2

SMRT



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AUGUSTA AREA STATE FACILITIES MASTER PLAN

May 2023

Part 2





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AUGUSTA AREA FACILITIES CONTEXT

Regional Context

Augusta Downtown Context

Existing Regulatory Framework

Relevant Plans, Initiatives, and Prior Studies



REGIONAL CONTEXT

Located in Kennebec County, Augusta was designated the capital of Maine in 1832. The region and the city remain an employment hub, reflecting a rich industrial history of lumber and textile mills, farming, and paper manufacturing. The county's economy is still mainly industrial, while Augusta benefits from being the base of State government with a revitalized waterfront and business-oriented Downtown District. Augusta is a centralized hub for job and population accumulation and mimics many of the same characteristics of the region and State.

Based on 2021 Census data, Maine's population is approximately 1.3 million. The State Economist projects a 2.1% growth in the state's populations between 2018 and 2028, consistent with the Augusta region's projected growth (2.3%). The City of Augusta is projected to see a 1.7% decline by 2028. Maine's prime working-age population (age 20-64) is expected to decrease by 7.8%. While the state's overall population is set to increase, there is fluctuation in the region and city of this population and the proportion of working-age individuals.

Kennebec County has a population of 124,000, with about 19,000 living in Augusta. Both the county's and the city's populations have grown slightly in the past decade. Specifically, downtown Augusta's population has grown by 2-14%, despite some pockets of loss. There is a large commuter population, both solitary and carpool, into the capital from the surrounding county, and population density per square mile is greater than the State average (142F vs. 44). Poverty rates for the state and county are about 11%.



▲ Historic Downtown Water Street, Augusta

AUGUSTA DOWNTOWN

Maine enjoys a state capital area located in a magnificent setting along both sides of the Kennebec River, with a rich cultural history, an intact fabric of historic structures, office and workplace buildings proximate to the capitol, and ample open space in walking distance to the Augusta downtown area. Vibrant neighborhoods include the Entertainment District, the Arts & Culture District, Golden Blocks, and the Medical District. The Augusta Riverwalk Park has been revitalized just north of the Capitol District. Residential neighborhoods surround these districts. The Augusta State Airport and the Augusta campus of the University of Maine are located just outside the city. The Maine Turnpike bisects Augusta, connecting the capital with the rest of the state.

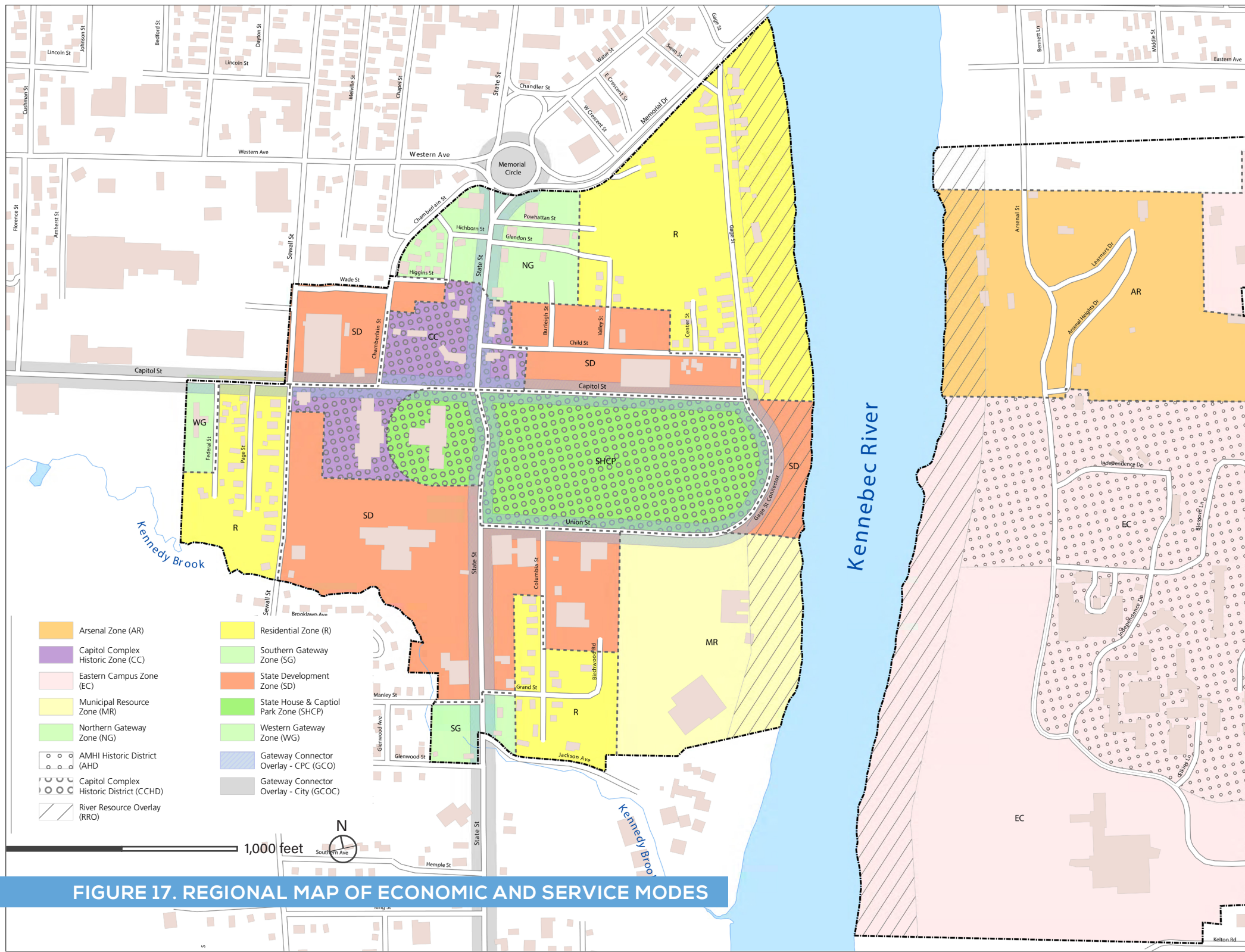
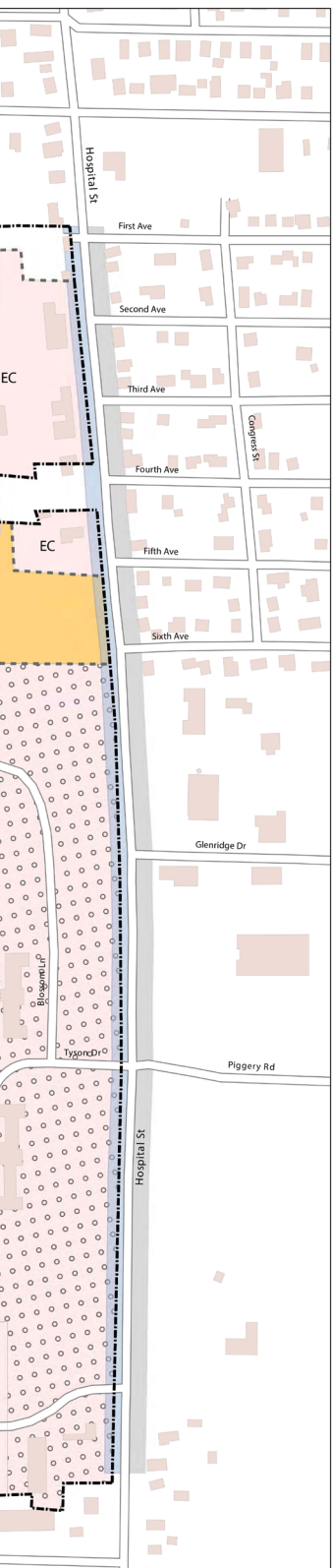


FIGURE 17. REGIONAL MAP OF ECONOMIC AND SERVICE MODES



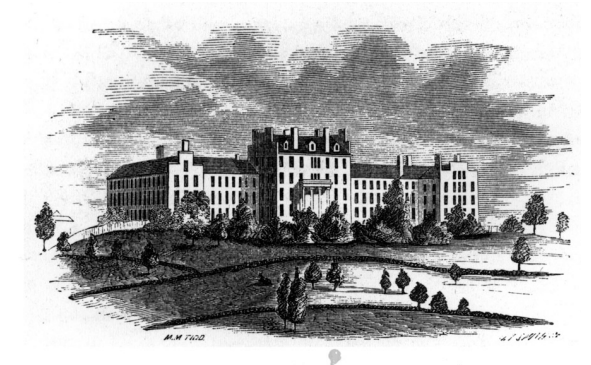
EXISTING REGULATORY FRAMEWORK

Capitol Planning Commission and Capitol Area District

The Maine Legislature established the Capitol Planning Commission (CPC) in 1967 to ensure effective planning and outcomes that accommodate State governmental agencies located within the CPC district outlined in Augusta. The CPC is charged with establishing a master plan and the orderly development of the future State owned buildings and grounds in the Capitol area. The CPC established the boundaries of the “Capital Area” District and governs all buildings or structures within that district. The Capital Area District is approximately one mile south of downtown Augusta downtown.



▲ 1969 Master Plan Aerial View



▲ Stone Building, circa 1860

East Campus & West/State House Complex

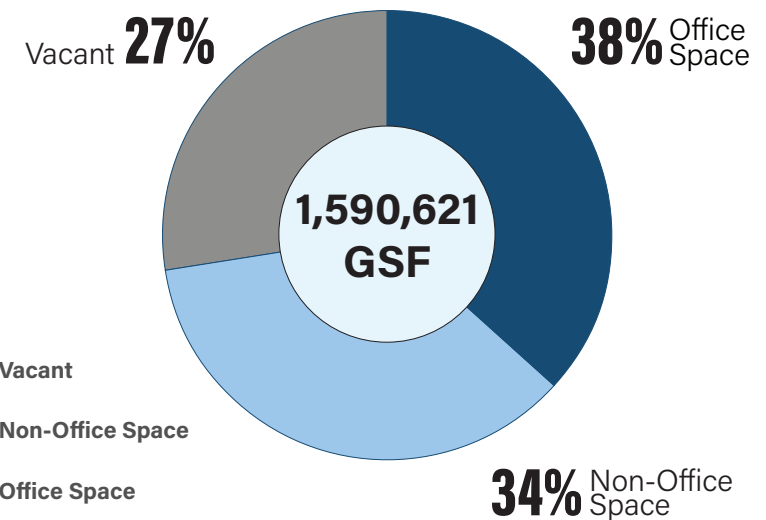
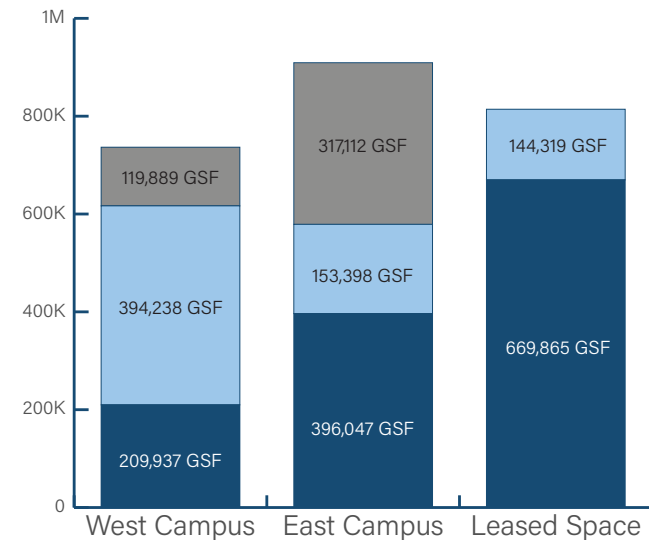
The facilities master plan team worked with the Bureau of General Services (BGS) to understand the inventory of State-owned and leased buildings in the Augusta area that are managed through DAFS/BGS and the State departments located in those buildings. Other facilities managed directly by the State departments may not be included in some portions of the master plan as directed by DAFS/BGS. These facilities included but are not limited to the following departments and facilities:

- Department of Transportation
- Department of Corrections
- Department of Public Safety, Maine Criminal Justice Academy
- Riverview Psychiatric Center

The planning team confirmed the location information gathered from DAFS/BGS through department interviews.

As the focus of this master plan, the overview in Figure 18 provides a summary of building stock for the East and West campuses in addition to the Augusta area State leased spaces. While the following section go into greater detail about campus conditions and utilization, the teams initial findings found opportunity to consolidate leased space into owned vacant facilities, maintain and support Augusta Downtown, and provide adequate State owned parking infrastructure.

Facility Portfolio - Owned & Leased



Facility Portfolio - Owned

FIGURE 18. STATE FACILITIES OVERVIEW

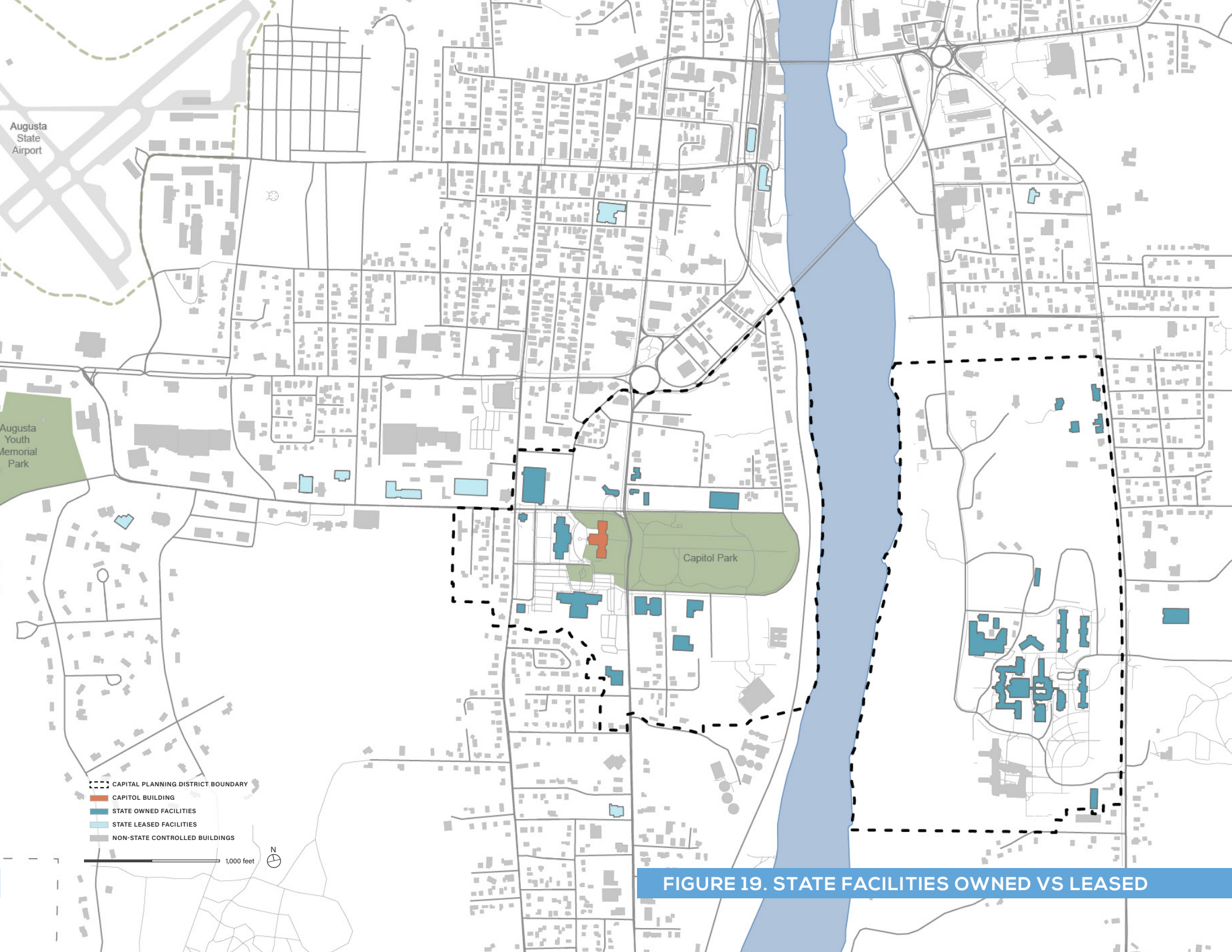


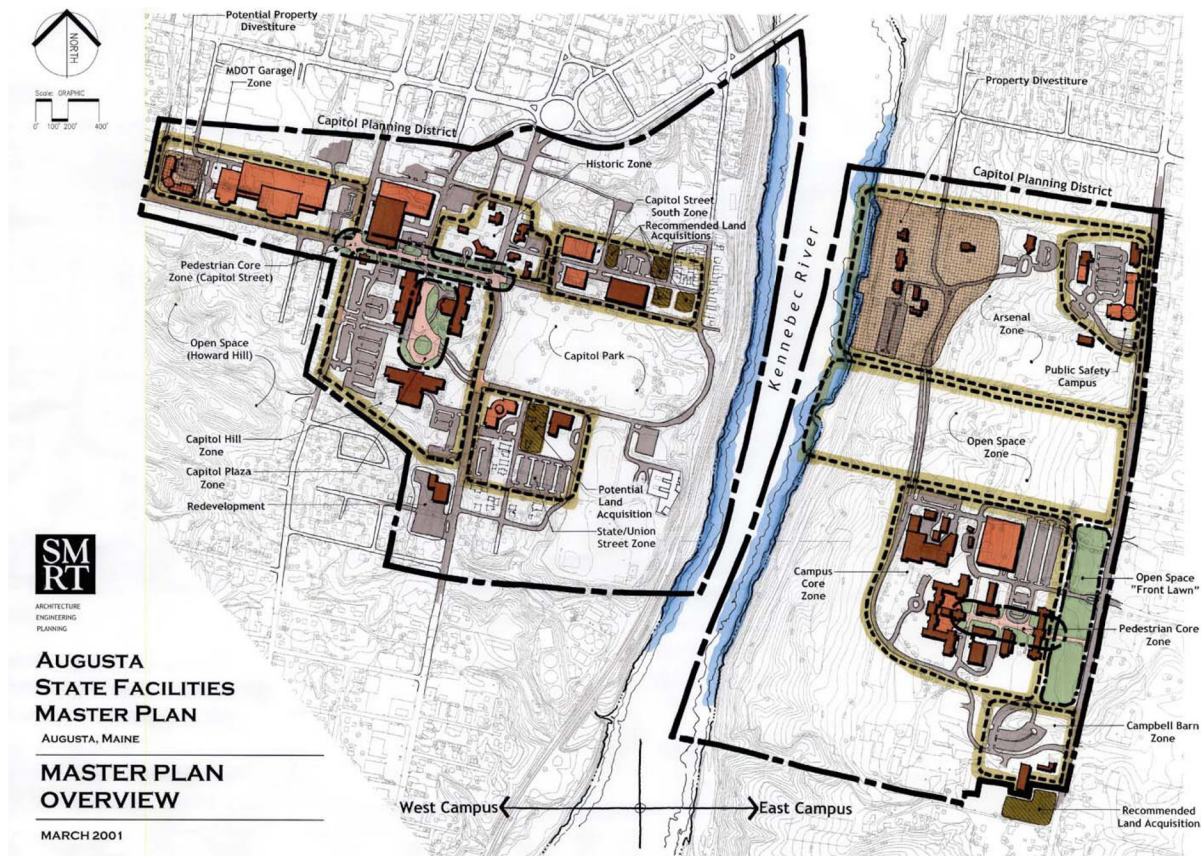
FIGURE 19. STATE FACILITIES OWNED VS LEASED

RELEVANT PLANS, INITIATIVES, AND PRIOR STUDIES

All relevant plans, initiatives, and ongoing and prior studies were reviewed as part of the master planning process. The list of these studies is provided in the references section. The following provides highlights of the few that are pertinent.

2001 Augusta State Facilities Master Plan

The 2001 master plan created a blueprint for developing State real estate resources for the next 20 years. The goals of the 2001 master plan included improving work environments for State employees, improving stewardship of facilities, and consolidating state agencies to create appropriate spaces for public business. There was also an emphasis on restoring and reusing State-owned historic buildings and balancing leased and owned space occupied by State agencies, emphasizing leased space in downtown Augusta. Additional key points include enhancing green space on both campuses, as well as developing infrastructure for alternative transportation (pedestrian paths, ferry services, and downtown shuttles).



▲ 2001 Augusta State Facilities Master Plan Overview

Augusta Pedestrian Safety Plan

Prepared by MaineDOT and BCM, the Augusta Pedestrian Safety Plan identified infrastructure changes to improve pedestrian safety ranging from refreshing crosswalk paint and signage to upgrading crosswalks to be ADA accessible. Another significant safety measure for implementation was evaluating roads for traffic calming measures. The main areas of recommendation and survey varied throughout the city, but Cony Circle and Memorial Circle impact the traffic to and from the Augusta Area East and West Campuses most prominently. Education and other campaigns were also created to encourage safer driving, walking, and biking.

City of Augusta 2007 Comprehensive Plan

The 2007 Comprehensive Plan details the direction of the City of Augusta over the next decade, emphasizing the activation of the Kennebec River, attraction of the city to newcomers, and a commitment to education and historic aestheticism. There are also guiding principles for future land use, protecting open space and investing in urban housing and community development. The Riverfront Activation was proposed in the Plan and further developed since then and an emphasis on energy efficiency has also stayed strong as a key theme of Augusta and Maine public policy.

Review of Other Capitol Complex Master Plans

▪ 1968 Capitol Complex Master Plan

- Prepared by architecture and planning firm Frank Grad & Sons, Newark, the 1968 Capitol Complex Master Plan summarizes the vision of the Maine Capitol Complex and establishes developmental objectives and recommendations. A major part of the Plan emphasizes the centrality and priority of the State House. As the State Capitol Complex is developed, the Master Plan also calls for the Park to stimulate public interest and add to the employment of the Capitol as a major asset with public facilities. There was an urgency to create office space to relieve over crowded conditions to cope with an anticipated 50% increase in State employees in next 10 years.

▪ 1969 Report of the Capitol Planning Commission on the 1968 Master Plan

- In 1969, the Capitol Planning Commission prepared a report on the 1968 Master Plan report by Frank Grad & Sons, Newark. An increase in space requirements and expansion of agencies into numerous smaller premises acquired by State from private owners had resulted in several State government functions scattered about the City, causing over-crowding and discomfort. Thus, the definition of the bounds of the Capitol Area was created, focusing on future development on the East Campus and proposed future facilities on the West Campus. There was also an emphasis on parking expansion and proposed improvements to roads and traffic controls.

▪ 1971 Capitol Planning Commission Report on Master Plan of the Capitol Complex and State Properties Located in Augusta and Surrounding Communities

- The 1971 Capitol Planning Commission Report was issued to the Senate and House of Representatives based on the 1969 Master Plan, recommending the retention of significant State-owned properties. Within the document is also a plan for a coordinated Highway-Capitol Complex Plan and for other state land uses in Augusta and Surrounding Communities (within a ten mile radius of central Augusta). The report also includes a schedule of state properties in the Augusta Area, summary of total acreages for each department or institution, and possible surplus properties.

▪ Capitol Planning Commission Report to the 108th Legislature

- The 1978 Capitol Planning Commission Report evaluates the changes in the 1976 Master Plan report update, and analyzes the advantages and disadvantages of centralizing government facilities in the Capitol Planning Area and the expansion of boundaries of the Capitol Complex to include other state government land located in the Augusta and Hallowell area.



FIGURE 20. MASTER PLAN TIMELINE





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EXISTING CONDITIONS

CAPITOL PLANNING DISTRICT EVOLUTION

OPEN SPACE AND NATURAL RESOURCES

VIEW CORRIDORS

HISTORIC DISTRICTS AND BUILDINGS

ONGOING AND PLANNED CAPITOL PROJECTS

EXISTING MULTI-MODAL CIRCULATION

ENERGY, SUSTAINABILITY AND RESILIENCY

FACILITY CONDITIONS

INFRASTRUCTURE, TELECOMMUNICATIONS, AND IT

OPPORTUNITIES AND CONSTRAINTS

CAPITOL PLANNING DISTRICT EVOLUTION

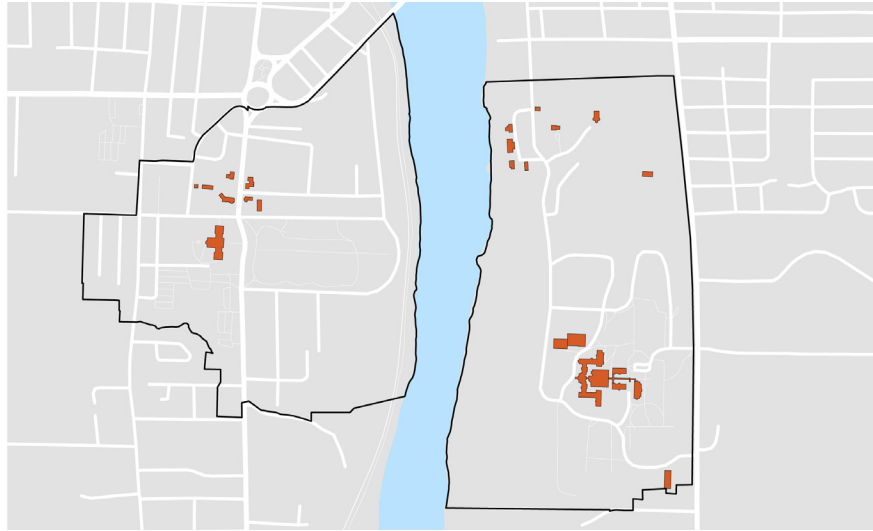


FIGURE 21. EVOLUTION FROM 1800-1900

Phase I - Early Establishment: 1800-1900

On the West Campus, the State House was built between 1929-1932, hosting main government functions. The Bulfinch design was too small to accommodate Capitol functions after the first 20 years, so many renovations and expansions occurred over the years. On the East Campus, the Kennebec Arsenal (1828) and the Augusta Mental Health Institute (AMHI, 1840) existed on the land in their original functions. The AMHI expanded construction to add the Stone Building and Coburn Hall, as well as other buildings to help the institute function day-to-day.

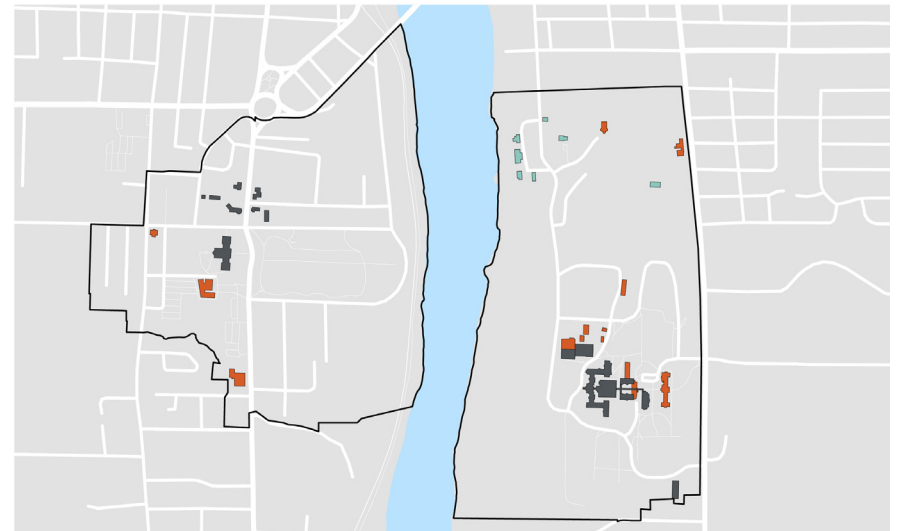


FIGURE 22. EVOLUTION FROM 1900-1950

Phase II – AMHI Development: 1900-1950

There were continued expansions to the State House in the early 1900s. Additional office buildings were also built to the southwest (for the State Highway Department, Adjutant General's Office, and the Department of Education) and the Olmsted Brothers prepared a landscape plan for the Capitol grounds and Capitol Park. The Kennebec Arsenal was turned over to the State in 1905 and the AMHI utilized these buildings for their hospital staff and continued to expand with new buildings, including the Ray and Elkins Buildings.

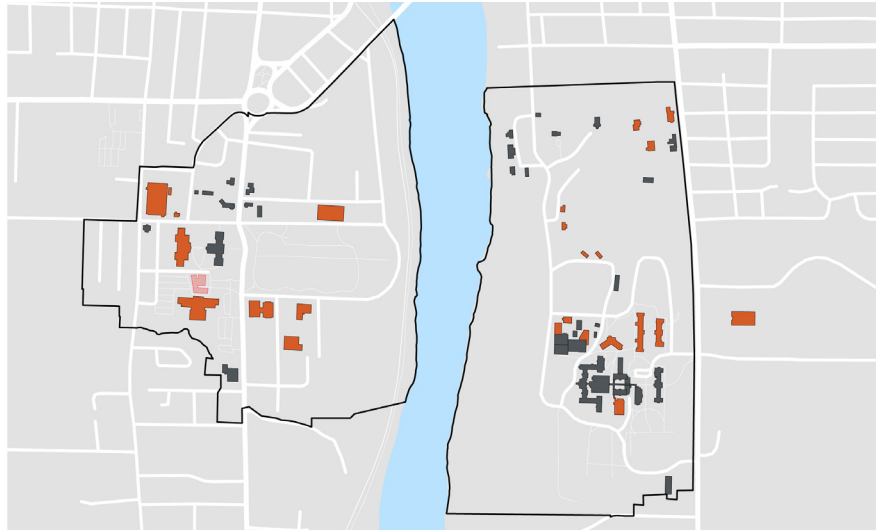


FIGURE 23. EVOLUTION FROM 1951-2000

Phase III – Expansion & Decline: 1951-2000

The State House saw renovations. In 1969, the Maine State Cultural Building was built to host the Maine State Museum, Maine State Library, and the Maine State Archives. The Education Building was also demolished to make way for a public plaza and other amenities as the AMHI campus continued to expand with the Greenlaw, Marquardt, and Deering buildings, along with renovation of older buildings throughout the 1950s. At the turn of the century, the AMHI was turned over to become the East Campus of the Maine State Government.

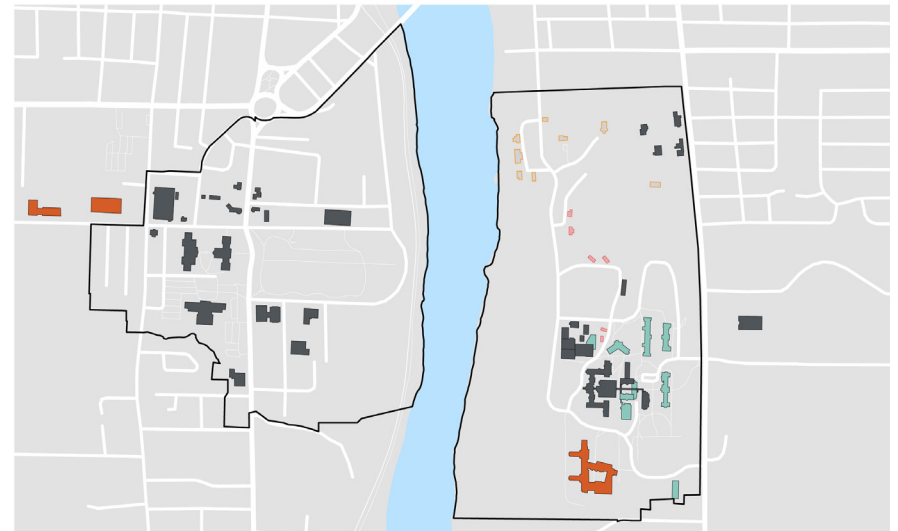


FIGURE 24. EVOLUTION FROM 2000-2021

Phase IV - Capitol Planning District: 2001-Current

The Department of Health and Human Services and the Maine Public Employees Retirement System have been constructed just outside the main bounds of the Capitol Area District. The Riverview Psychiatric Center was built on the South side of the East Campus and many state functions have moved into the East Campus buildings -previously AMHI).


-  Capitol Planning District Boundary
-  New Building Construction
-  Existing Building
-  Renovation of Existing Building
-  Sale / Transition Ownership
-  Demolition / Removal



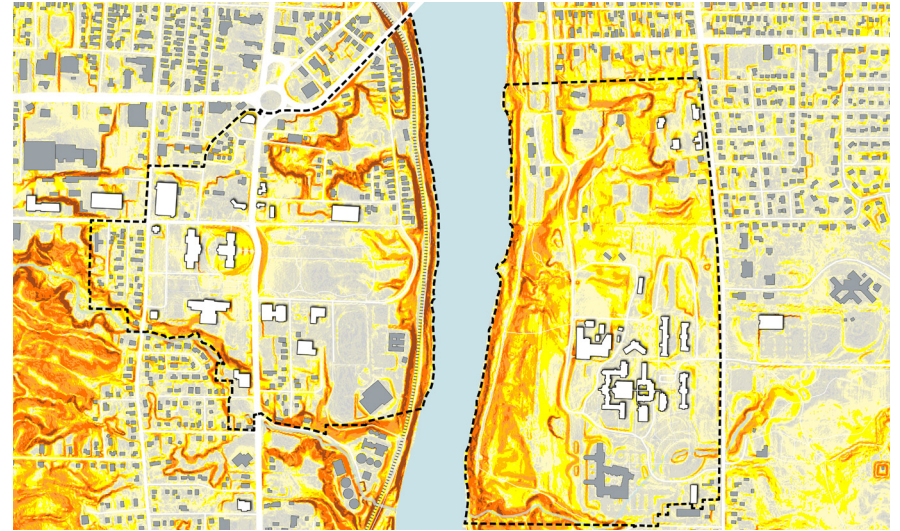
FIGURE 25. OPEN SPACE AND NATURAL RESOURCES

OPEN SPACE AND NATURAL RESOURCES

The East and West campuses are comprised of a variety of natural areas alongside government and municipal uses situated along the Kennebec River. The East Campus possesses 100 acres of open space between historic buildings, with a much lower density of development than the surrounding urban areas. The steep sides of the river valley create challenging conditions for development on both campuses, whereas the upper portions are flatter. Existing vegetation occurs in masses located primarily along the river corridor or as individual specimens along streets or in landscape locations.

The riparian corridor of the Kennebec River, which includes the river channel, riverbanks, floodplains, hill slopes and adjacent land and tributaries to the river, is an important resource and natural conduit to the biological systems. These systems are a part of an interconnected continuum that protects water temperature, increases interception and infiltration, reduces erosion, stabilizes base flows, and provides habitat.

The corridor is important in providing an ecologically healthy bio-system that facilitates the movement of native and migratory species while promoting reinvigoration and reconnection to nature. Boating, fishing, bird watching, and walking along the river are some activities that promote health and wellbeing through nature.



▲ Augusta Area Open Space



▲ Capitol Park

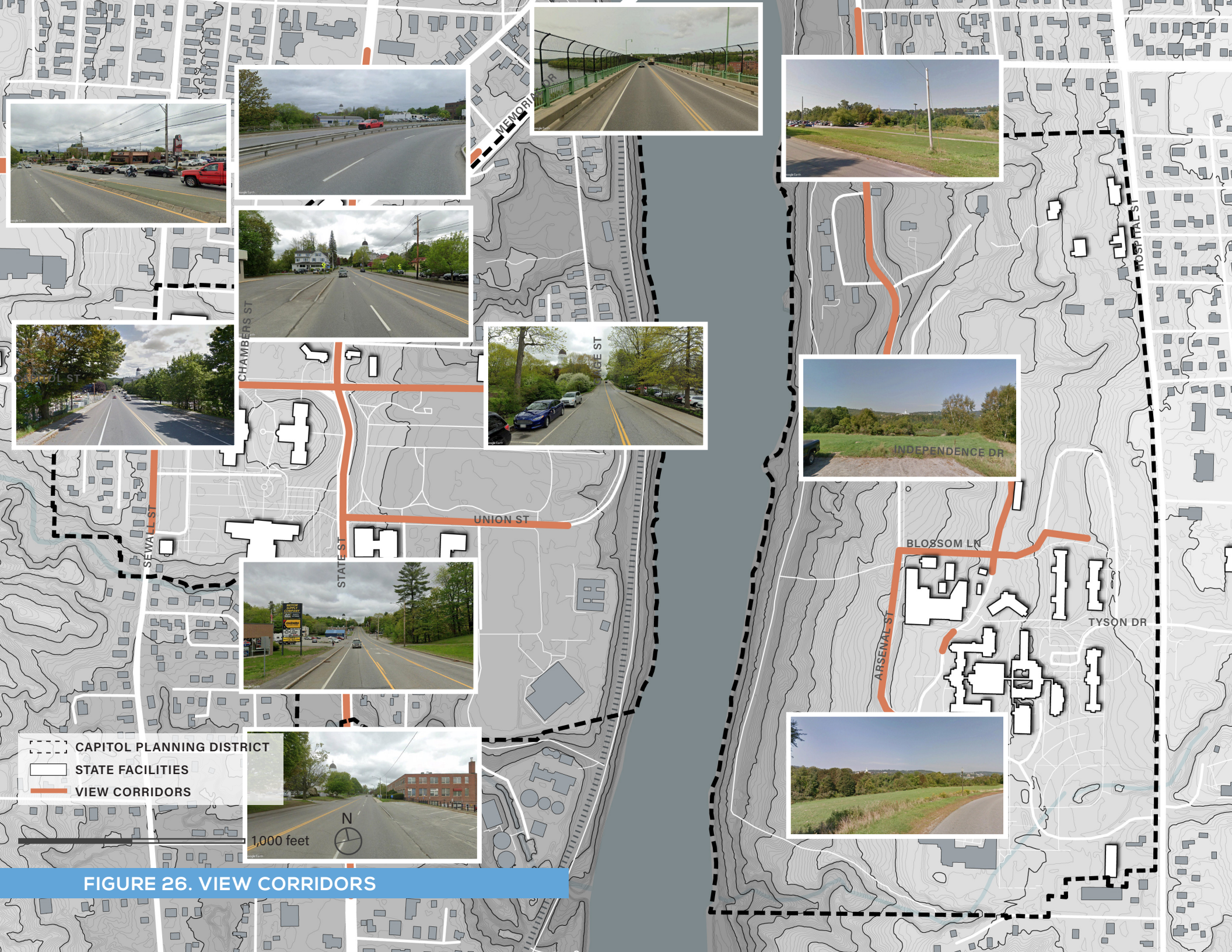


FIGURE 26. VIEW CORRIDORS

VIEW CORRIDORS

Significant panoramic views exist from points on both sides of the Kennebec River where elevation and breaks between structures and vegetation guide the viewer's eye. Historic buildings and mature plantings frame views from Hospital Street and the East Campus looking west towards the Capitol. Of particular note is the view corridor formed between the Arsenal and AMHI. On axis with Capitol Park directly across the river, the view here is best from a Hospital Street vantage point and provides a fine look at the State House framed by the Olmsted landscape.

The visual character of the east campus can be characterized as having a non-urban, semi-rural and pastoral quality. A shift in visual character occurs at the Memorial Bridge from distinctly urban to the north, to a pastoral/rural character to the south.

Shorter-range viewpoints occur north and south of the Capitol along State Street. Long views to the Capitol occur at the west end of Capitol Street soon after it turns off Western Avenue. Long views to the East Campus exist from the Capitol through Capitol Park, and from Memorial Bridge.

From the west campus, vistas of the East Campus are framed by Capitol Park from the steps of the State House, and from all upper levels of the building.

Shorter-range viewpoints occur north and south of the Capitol along



▲ State Street approach toward State House from north.

State Street. Long views to the Capitol occur at the west end of Capitol Street soon after it turns off Western Avenue. Long views up the Kennebec River to the Capitol can be found as far south as Hallowell.

In general, there is a less urban “feel” to the West Campus as compared to the more central, commercial and office areas of the city. This is due primarily to a lesser density of building and more and larger concentrations of open space.

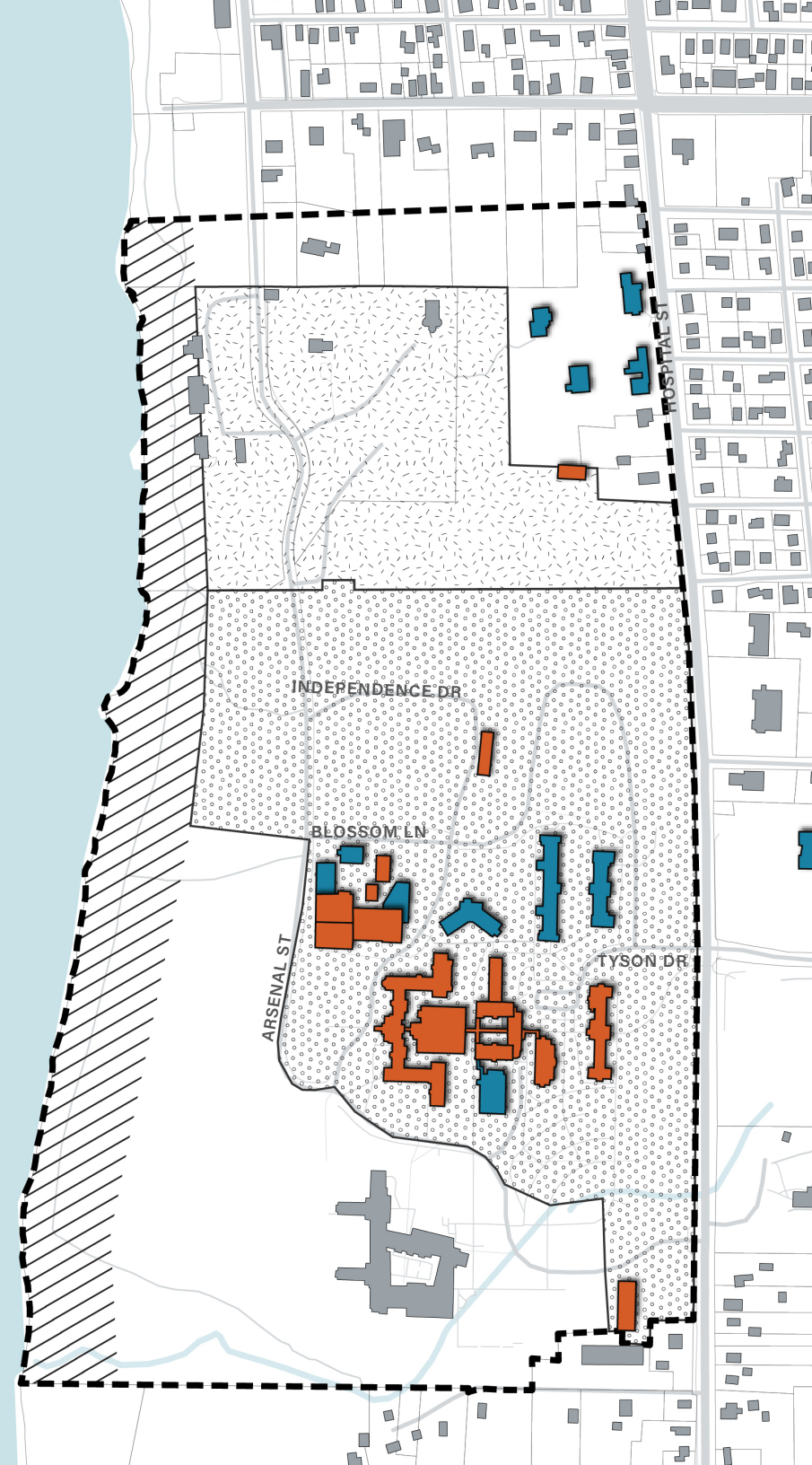
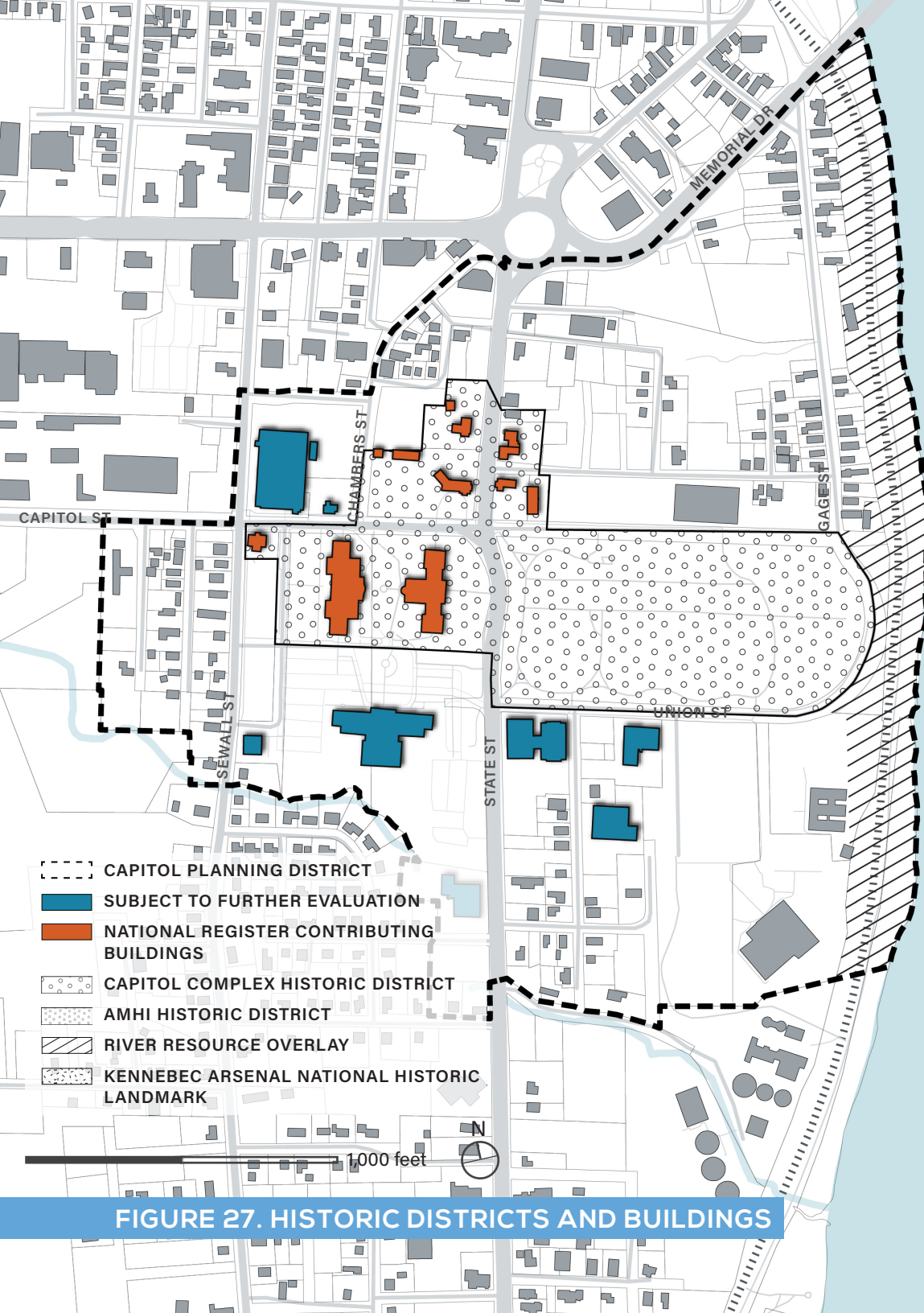


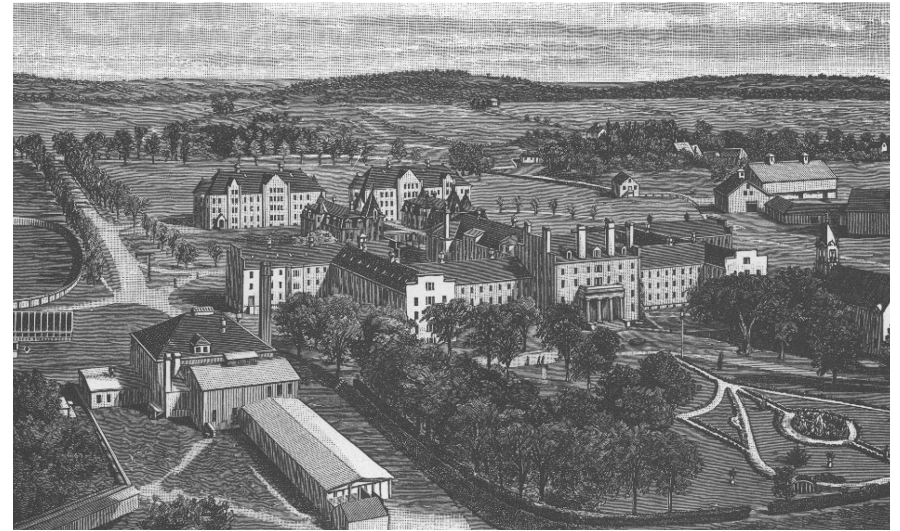
FIGURE 27. HISTORIC DISTRICTS AND BUILDINGS

HISTORIC DISTRICTS AND BUILDINGS

The buildings and grounds of Maine State Government in Augusta are unusual in one respect: almost all of these holdings are located in National Register Historic Districts. Many of the structures and landscapes of the West Campus are included as contributing buildings in the Capitol Complex Historic District, entered in the Register in 2001, while all the buildings of the East Campus are within the boundaries of the Maine Insane Asylum Historic District (AMHI district), established in 1982 and expanded in 2001. These districts include substantial acreage: 40 acres in the Capitol historic district, and 75 acres in the AMHI district.

Another remarkable aspect of the State's Augusta facilities is that there has been no new construction at all since the 2001 Augusta State Facilities Master Plan (2001 plan) was completed on the West Campus, and only one significant building constructed on the East Campus within the Capitol Planning District (CPD), that being the Riverview Psychiatric Center. The 2001 plan represented a new approach to meeting state office space needs, in that it focused not only on the historic AMHI buildings, but also on the more modern structures, as representing a significant amount of newly available useful office space. The 2001 plan called for the renovation of the Greenlaw, Marquardt, and Deering buildings, a direction set by the idea of reusing existing buildings and considered to be a more sustainable approach.

Because of the designation of the majority of the State's Augusta properties as historic, and because these buildings represent the bulk of the State's office and support space, the 2001 plan placed a great deal of emphasis on planning for the continued or adaptive use of these buildings, with rehabilitation, expansion and maintenance to

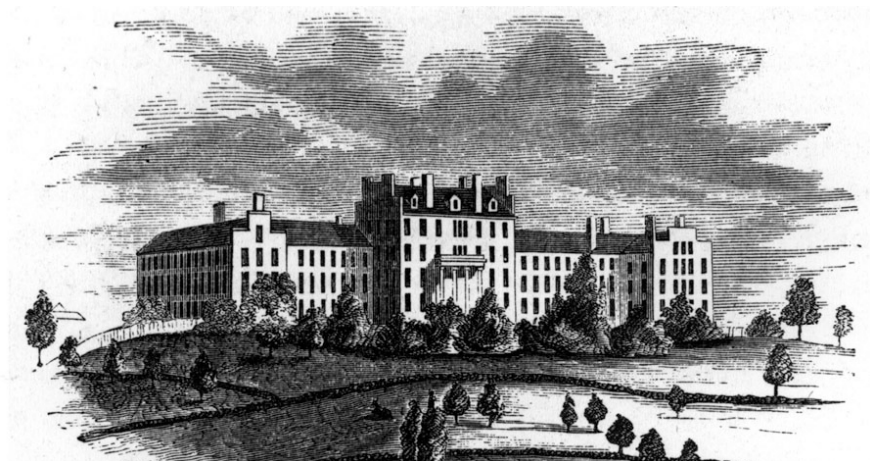


▲ 1850 AMHI Engraving

be carried out according to the Secretary of the Interior's Standards and Guidelines for the Rehabilitation of Historic Buildings. The National Register designations do not in and of themselves carry any protections with regard to the preservation of buildings within the districts. However, the 2001 plan led directly to the adoption of design guidelines for the CPD by the Capitol Planning Commission (CPC). The CPD includes the two historic districts, and thus brings the Secretary's Standards and Guidelines, upon which the CPC design guidelines are based, to bear on planning and execution of development projects within them.

The following are general existing condition observations relating to both campuses with regard to historic preservation resources and issues:

- Most buildings currently identified as historic (pre-1950 based on the 2001 plan) have been successfully rehabilitated as a result of a guiding principle of the 2001 plan being to make the best use of the State's existing building inventory.
- Buildings now 50 years old (built prior to 1972) and, as of 2023, not designated as historic present new renovation/expansion or replacement options.
- Buildings that have been rehabilitated since 2001 represent significant improvements in energy efficiency, though they may require further updates and upgrades to meet future energy efficiency goals.
- Good sites for new buildings are available on both campuses if needed.
- The grounds of both the East and West campuses require historical analysis and landscape plans in order to enhance remaining historic features and develop amenities for future employees and visitors.



▲ *Stone Building Illustration circa 1860*

- Streetscapes and riverfronts on both campuses offer significant opportunities for enhancing the historic and environmental resources and amenities they represent.
- Both East and West campus open spaces require a comprehensive campus planning approach for future development that respects their historic importance and the resources they represent.

EAST CAMPUS

All East Campus State-owned properties are within the boundaries of the Capitol Planning Commission District, except the Bureau of Motor Vehicles building. All but a half dozen State-owned properties on the East Campus are located within the boundaries of the AMHI historic district. The AMHI district as it stands today includes 16 contributing buildings and 9 non-contributing buildings. The contributing buildings were constructed between 1840 and 1988, with the 5 buildings of the original AMHI district of 1982 comprising the historic mental health treatment facilities and dating from 1840 to 1889. Three of the five have been rehabilitated in keeping with the 2000 plan and with CPC design guidelines. The remaining two, the Stone Building and Coburn Hall (now known as the Central Building), which are the flagship structures of the East Campus, await preservation rehabilitation. DAFS/BGS have funded and are pursuing roof, masonry and other building envelope restoration work to be completed 2023-2025. The Central Building first floor was recently renovated and is now providing storage for the Maine State Museum.

The grounds of the East Campus bear little resemblance to their appearance and function during the heyday of AMHI as the state's principal mental health treatment facility. The patient care program

of the time included a substantial dependence on outdoor activities for patients. Thus at its peak the institution included over 500 acres of land, most of which was on the east side of Hospital Street. The grounds associated with the hospital itself consisted of about 100 acres, between Hospital Street and the Kennebec River. These were devoted largely to pastureland, cultivated fields, and landscaped areas, some of the latter serving passive and active recreational purposes. Today there is little evidence of these uses except for the bandstand on the open lawn in front of the Stone Building; remains of a granite wharf on the Kennebec below the Stone Building; and level, open areas around the Campbell Barn, the only surviving AMHI building representing the substantial group of farm buildings once surrounding it.

A significant amount of open space near the buildings has been developed as parking to serve the growing number of employees being housed in renovated East Campus buildings. Although some of them were laid out to minimize impact on campus buildings, other lots have been sited on an expeditious basis, without referencing the 2001 plan recommendations.

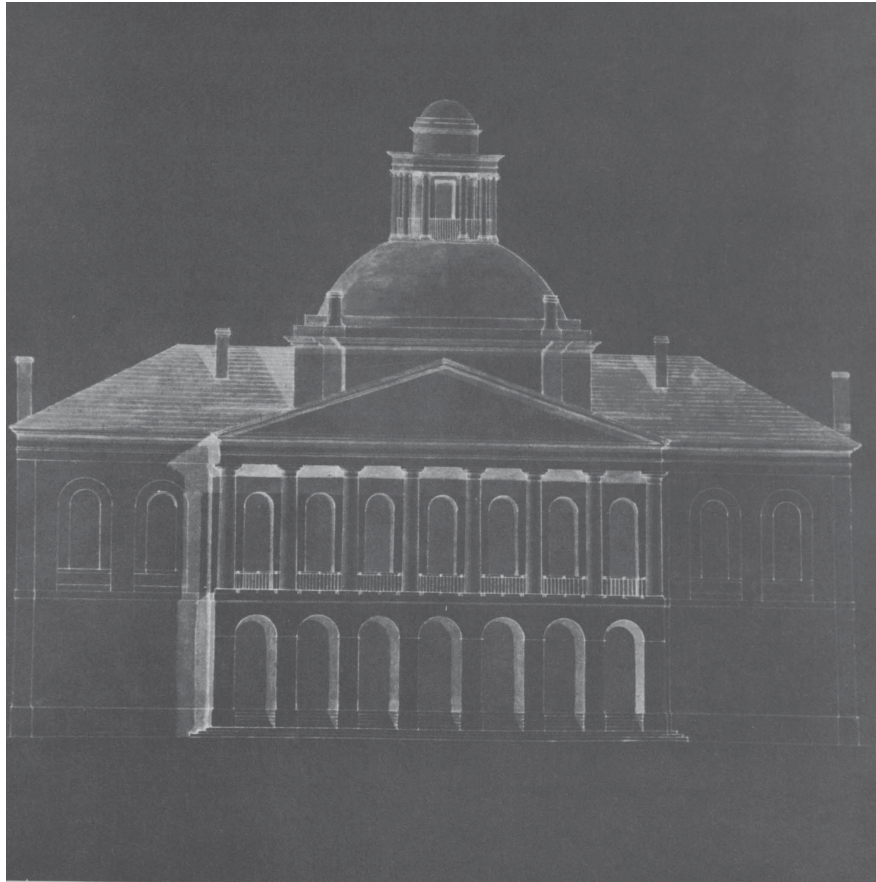
AMHI closed its doors in 2004 when the new Riverview Psychiatric Center opened on land just to the south of the Stone Building and west of the Campbell Barn. The availability of the AMHI buildings, both historic and modern, was one of factors leading to the 2001 Augusta State Facilities Master Plan. Since the adoption of the plan by the Legislature in 2002, all but three of the AMHI buildings have been rehabilitated to some degree, some of them in showcase fashion as excellent example of the adaptive re-use of significant



▲ Riverview Psychiatric Center opened in 2004

historic institutional buildings. Two of the remaining three, the Stone Building/Central Building and the CETA Building (formerly the AMHI Nurses Home) require rehabilitation, while one, a modern gymnasium, is currently underutilized and awaits a re-use plan or removal. DAFS/BGS have developed plans to repurpose the gymnasium for State Archives storage and are preparing plans to renovate CETA, Stone Building and Central Building, with first floor renovations to the Central Building already complete and top floor renovations planned for new meeting and conference center.

Buildings outside of the AMHI historic district include four structures on the Public Safety campus, the modern Bureau of Motor Vehicles building, and the Large Powder Magazine. The magazine and the Public Safety facilities are within the CPC district and are thus subject to design guidelines.



▲ *Capitol State House Drawings, Circa 1829*

WEST CAMPUS

The most significant buildings of the Capitol Complex are contained within the Capitol Complex Historic District, established in 2001 along with the 2001 plan. The seven contributing buildings within the CCHD date from 1829 to 1956. Three of the contributing buildings were individually listed in the National Register prior to the nomination of the CCHD: the State House (nominated in 1973), the Blaine House (1966), and the Guy Gannett House (1983).

The Maine State House is, of course, the key structure in the district. The original building, designed by one of the most important architects of the colonial era, Charles Bulfinch, was completed in 1832. As it stands today, the original portion is hardly visible, due to substantial additions, both designed by notable architects, completed in 1891 and 1910. Many areas of the building have been rehabilitated or restored in recent years, including the House and Senate chambers in 1984-85. During the period of 1996 through the mid-2000's, significant rehabilitation and preservation projects included the restoration of major public spaces, structural and building system upgrades, accessibility and public safety improvements, restoration of exterior steps and walls, and replacement of the underground tunnel connecting the State House and the adjacent Burton Cross State Office Building.

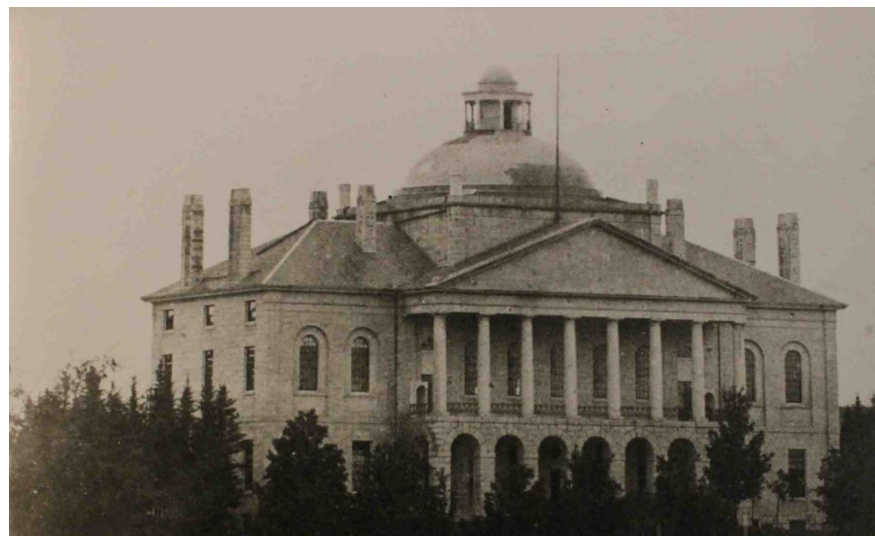
The Blaine House has the honor of being a National Historic Landmark, meeting both historical and architectural significance criteria for that prestigious designation. In addition to the Blaine House and other buildings previously mentioned, there are five former residences clustered to the north of the State House that contribute to the district,

dating from 1830 to 1911. One of them, the Guy Gannett House, built in 1911, is not owned by the State but is within the Capitol Planning District.

The last contributing building described in the CCHD is the Nash School, located at the northwest corner of the district. It is a two-story masonry former public school building constructed in 1897, now used as state offices.

All of the contributing buildings are well-maintained and firmly established in their uses. The CCHD is within the CPD, so any alterations to them must adhere to the Secretary's Standards and Guidelines as well as CPC Design Guidelines. Integrity of buildings has generally been maintained. There have been no demolitions since the establishment of the district, nor have any new buildings been introduced in the district. The Cross Office Building, a non-contributing early modern office building completed in 1956, was completely rehabilitated in 2000-01 according to CPC design guidelines.

The CCHD designates three contributing historic landscapes that have considerable significance. Capitol Park was individually listed in the National Register in 1989 with the area of significance being landscape architecture and the period of significance of 1827 to 1929. The later years of the period are associated with the renowned landscape architectural firm, Olmsted Brothers. Originally laid out in 1827, many aspects of the design remain visible today, making Capitol Park a unique survivor among designed landscapes in Maine. It is a very early example of a public landscape, and the first known example of such a designed public ground in Maine.



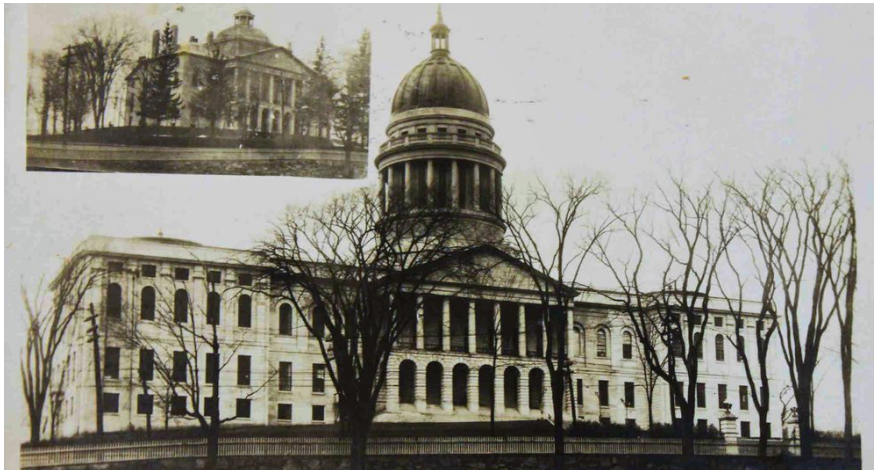
▲ *Capitol State House*



▲ *Blaine House*



▲ *Capitol State Park Postcard*



▲ *Capitol State House Expansion*

Somewhat in spite of, and also because of, a small number of alterations of the landscapes, including redesign sketches dating from 1838, 1851, 1871, and most significantly, in 1920, Capitol Park continues to perform its original function of providing a dignified foreground setting for the State House. The 1920 scheme developed by the Olmsted Brothers retained the concept of the original tree plantings which formed a dignified axial approach from the riverbank to the State House, but the design incorporated new civic and recreational features, and expanded the park to include a city-owned Augusta driving park directly to the south. Due to financial constraints, only some of the Olmsted design recommendations were implemented, but those that were carried out, such as the pillars and steps at the State Street (western) entrance to the park, as well as curvilinear walks and broad expanses of lawn, remain as important elements of the design and continue the history of mostly passive uses in the park.

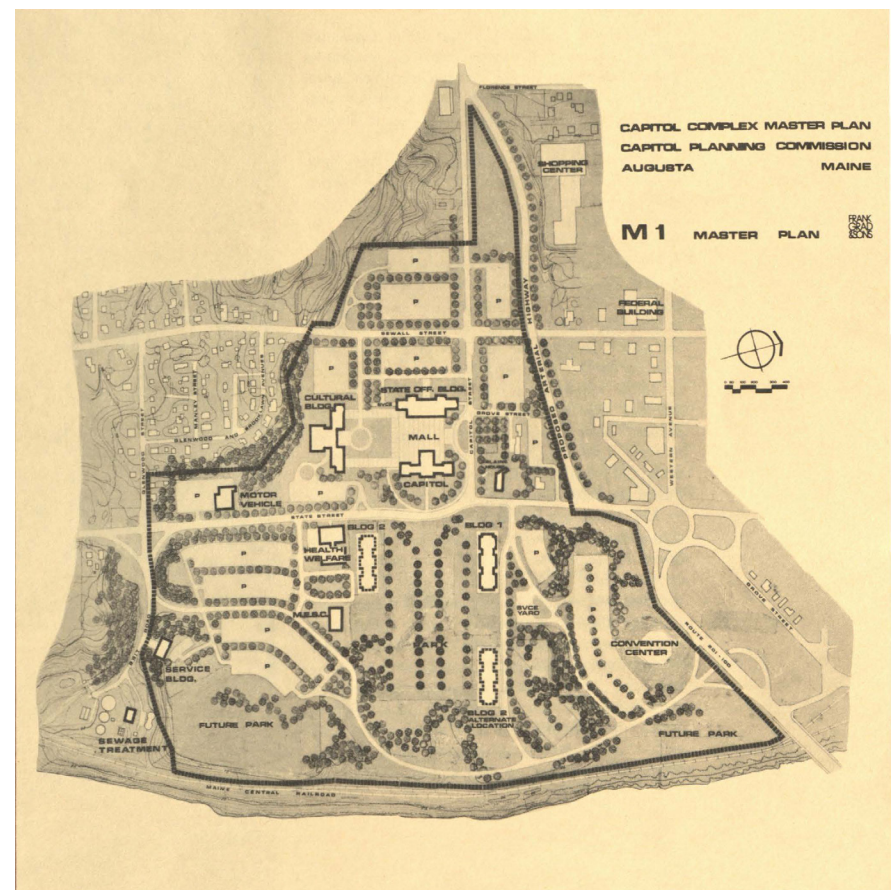
Historic photos of the Blaine House show a landscape of lawns, mature trees, and informal plantings throughout its history until 1920, the year after the house became Maine's Executive Mansion. That year, while the Olmsted Brothers were working on the Capitol Park design, the firm was retained to develop a landscape plan for the house. This resulted in a master plan that was in large part carried out, resulting in a site zoned to fulfill political and domestic functions in keeping with the property's new role. A formal front entry to the house was finally realized in 1990. The New England Garden was rebuilt in 2006-2007. A variety of efforts to restore the Governor's Garden and other planted areas of the lawns is ongoing.

The grounds of the State House have been relatively open throughout

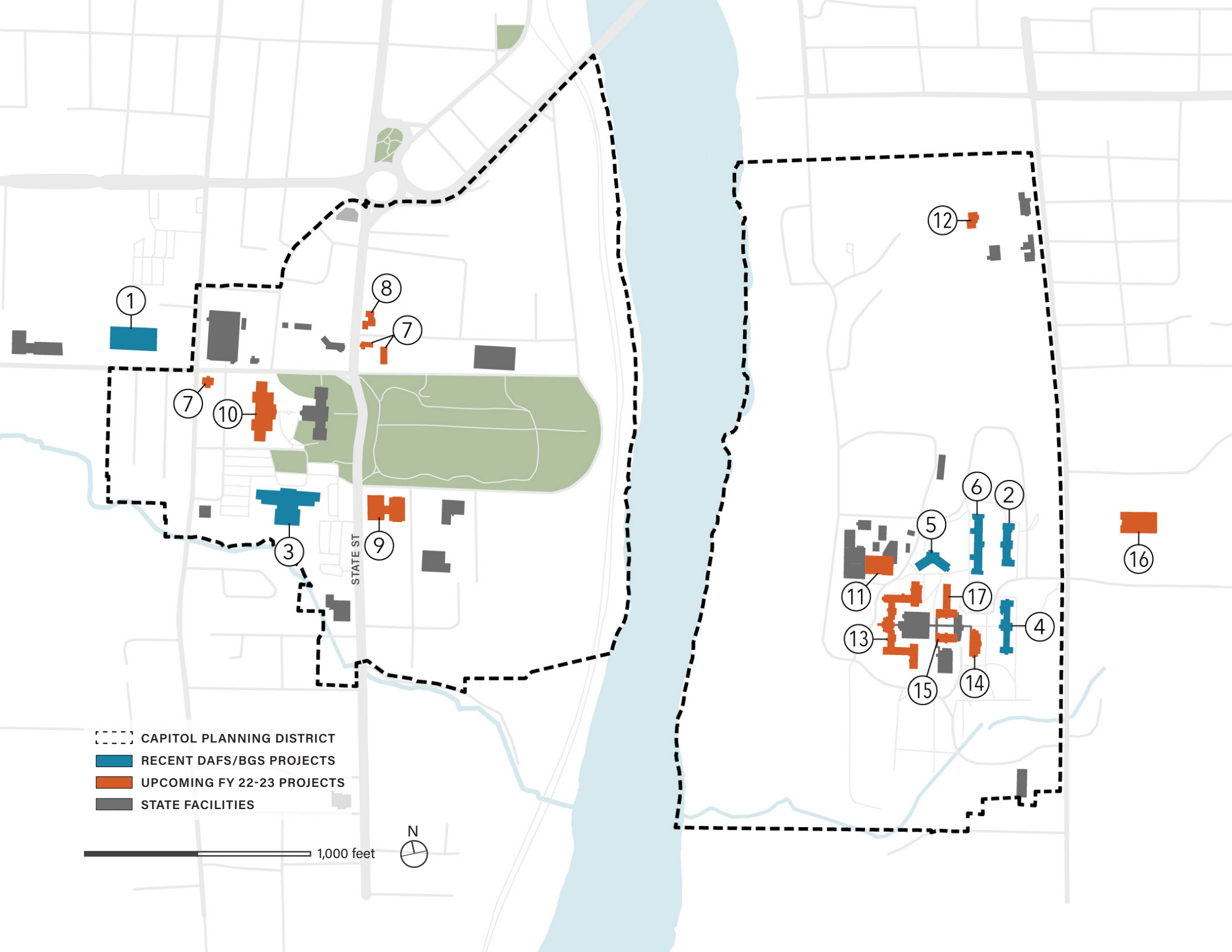
its history. The architect for the original building laid out a design for the grounds with the intent of maintaining a substantial open green space to the east, facing the river, and around the remaining sides to a lesser degree, with a few specimen trees dispersed throughout. A view of the State House painted in 1836 shows this approach to have been implemented, with the building positioned in an open lawn with a small number of trees scattered around it. That openness, whether purposely maintained or accidental, remains despite occasional efforts to develop planting beds or memorials in the foreground of the Capitol. The Olmsted planning for Capitol Park included some attention to the State House grounds, showing a picturesque open English landscape concept of expansive lawns and lines and groupings of trees, accented with stairways, steps, and gates as the primary features of the landscape. Thus minimal planting and open lawn as exist today around the building remain appropriate.

Buildings and Grounds Beyond The Boundaries Of The Capital Planning Commission and National Register Districts

State-owned buildings outside of the Capitol Complex Historic District but within the Capitol Planning District boundary include a small number of government buildings generally constructed after the period of significance for the National Register district, which ends with the year 1951. Since then, some of these buildings may have acquired significance and should be evaluated for designation, either as individual buildings or as additions to the CCHD.



▲ Capitol Planning Commission Report, Master Plan, 1969



RECENT (2017-2021)

DAFS/BGS PROJECTS

- ➊ DHHS NEW OFFICE BUILDING (2017-19)
- ➋ DEERING BUILDING RENOVATION (2016-17)
- ➌ CULTURAL BUILDING RENOVATION (2020-2024)
- ➍ RAY BUILDING RENOVATION (2019)
- ➎ GREENLAW BUILDING RENOVATION (2020)
- ➏ MARQUARDT BUILDING RENOVATION (2016-2020)

FY 22-23 PROJECTS

- ➐ DASCHLAGER, NASH AND MCLEAN BUILDING RENOVATIONS
- ➑ SMITH MERRILL WINDOW RESTORATION
- ➒ 221 STATE STREET RENOVATION OR NEW CONSTRUCTION
- ➓ BURTON M. CROSS OFFICE BUILDING FLOORING, INTERIORS, ENVELOPE, REPAIRS, AND SECURITY STUDY
- ➔ MECHANICAL BUILDING FACILITY ASSESSMENT & REPAIRS
- ➕ OCME ADAPTIVE REUSE RENOVATION
- ➖ STONE BUILDINGS REMEDIATION, ROOF REPLACEMENT AND REPAIRS.
- ➗ HARLOW BUILDING ASSESSMENT & REPAIRS
- ➘ WILLIAMS PAVILION ASSESSMENT & REPAIRS
- ➙ BMV CHILLER REPLACEMENT PROJECT
- ➚ TYSON ROOF REPLACEMENT

ONGOING AND PLANNED CAPITOL PROJECTS

Existing conditions assessments for facilities and spaces include a review of ongoing projects and initiatives, facilities, and infrastructure undertaken by the DAFS/BGS for the owned facilities, including within the 2023 Augusta Area Facilities Master Plan. The adjoining map highlights the FY22-23 capital projects and the projects underway through funding from prior fiscal years. DAFS/BGS has undertaken a series of building envelope and mechanical system improvement projects over the last few years and through the pandemic for many of the facilities for its owned facilities portfolio.



▲ New Office Building for Department of Health and Human Services, 2017-2019



▲ Vehicular circulation paths



▲ Existing vehicular access, West Campus



▲ Existing vehicular access, West Campus



▲ Existing vehicular access, West Campus

EXISTING MULTI-MODAL CIRCULATION

How commuters and visitors choose to travel to their state government destinations has a significant impact on the entire transportation system in Augusta, from vehicular traffic volumes to transit ridership. For decades, the campuses were developed to facilitate vehicular mobility and parking. Even as the state moves to reduce reliance on single-occupancy vehicles, efficient vehicular circulation remains an important public expectation.

The West Campus is bisected by State Street, which is an arterial street that transforms into U.S. Route 201. It intersects with U.S. Route 202, which connects to the Maine Turnpike. Sewall, State, Capitol, and Union Streets are the key roads used to access state buildings and parking lots. Parking is distributed throughout the footprint. Internal circulation is on city streets.

The East Campus is adjacent to Hospital Street, also known as State Route 9, which also intersects with U.S. Route 202. The East Campus can be reached on Arsenal Street, but access is predominantly from Hospital Street. There are two entries to the campus from Hospital Street – one signalized (Tyson Drive) and one stop-controlled (Arsenal Street). The East Campus has a more substantial network of internal streets and walkways for circulation.

The 2001 master plan anticipated worsening congestion with traffic throughout Augusta increasing 25-50% by 2015. At the time, the Third Bridge was not yet built, and congestion through Augusta (especially at the two traffic circles) was worse than it is today. Augusta had 18 intersections with lengthy delays and congestion. The intersections of Capitol Street with State Street and Capitol Street with Sewall Street

were projected to need dedicated turn lanes. At the time, congestion along Western Avenue, especially at the Memorial and Cony Circles, was increasing, and adjacent neighborhoods were feeling the effects as commuters sought alternate routes to avoid congested areas.

Ultimately, the forecasted traffic growth did not materialize. Population loss, the opening of new relief routes (i.e., Third Bridge), and other factors caused traffic to decrease from 1995 to 2017. Overall, AADT (average annual daily traffic) decreased by an average of 30% throughout Augusta in this time frame. Traffic was compared over these years to show the long-term trend without the abrupt (and partly temporary) changes introduced by the pandemic.

Traffic was compared over these years to show the long-term trend without the abrupt (and partly temporary) changes introduced by the pandemic. These intersections have also seen significant investment since the previous master plan. In 2005, the Traffic Signal System Modernization Project improved a system of 17 connected signals along Western Avenue, Whitten Road, Sewall Street, State Street and Bridge Street. The comprehensive updates included coordinated timing plans, a new signal control system, fiber optic communications, and ancillary signal component upgrades and greatly improved intersection operations throughout the network. VHB monitored the signal system for 12 months following construction in 2009 and determined the upgrades also improved safety as the average number of crashes per year was reduced by 41%.



▲ Existing vehicular access, West Campus

Vehicular Traffic Flow

Traffic flows well in Augusta, with very little traffic delay. Level of Service is a measure of how well traffic flows, with A being free flow with minimal delays and LOS E or F indicating that the roadway is over capacity and considered congested. A 2021 traffic signal timing project found that no signalized intersections in Augusta currently operate at Level of Service of E or F.

Intersections near the East and West Campuses were reviewed with data from the 2021 project. Using traffic volumes, roadway geometry, and the signal timing plan, the level of service for each of these intersections was calculated for the morning and evening peak hours. Each intersection is assigned a letter grade from A-F to identify

conditions from free flow (A) to congested (F). During the morning peak hour, the West Campus intersections operate at LOS A and B, and the East Campus intersection of Tyson Drive, Piggery Road, and Hospital Road operates at LOS C. During the evening peak hour, the intersections of Capitol Street and Sewall Street on the West Campus and Tyson Road, Piggery Road, and Hospital Road on East Campus operate at LOS C and all other intersections operate at LOS A or B. This demonstrates that the road network surrounding these campuses is performing well during rush hours.

With the State's recent investment in Augusta's traffic signal infrastructure and minimal traffic delays, motorists are well-served by the current road network. At this time, the most worthwhile improvements would be for the safety and convenience of pedestrians, cyclists, and other alternative modes. Augusta's trend of stable and decreasing traffic volumes maximizes available options. Streetscaping, traffic calming, or other modifications that may reduce capacity are more viable under these conditions.

Campus Connections

The two state campuses are somewhat isolated from each other and from the main commercial areas of Augusta. The 2001 master plan noted significant movement between the two campuses throughout the day and recommended an improved connection between the two. Options explored included water taxis, a pedestrian bridge, and shuttle service; these were not considered viable by the Steering Committee.

The range of reasonable options for new connections depends on the amount of movement between campuses. This was investigated using Streetlight, a probe data service that aggregates records from cell phone towers. The East Campus, West Campus, and Downtown Augusta were set up as three separate analysis zones. These are shown in Figure 24. Streetlight was used to count the number of trips starting and ending in one of those three zones on an average day. Downtown Augusta was included to capture mid-day trips for lunch or appointments. Pre-pandemic data was chosen to exclude times when nearly all meetings were held virtually. Data was pulled for one full work week (May 13-17, 2019) and the average daily trip numbers are shown in Figure 25.

This data shows a low, but not trivial, number of trips between these three areas. While not enough to justify shuttle service, these short, frequent trips are good candidates for micro mobility modes. Offering a small e-bike (electric motor-assisted bicycle) fleet for state employees would create an attractive alternative to driving.

FIGURE 29. AVERAGE DAILY TRIPS BETWEEN CAMPUSES AND DOWNTOWN			
FROM/TO	DOWNTOWN	WEST CAMPUS	EAST CAMPUS
DOWNTOWN		24	8
WEST CAMPUS	79		24
EAST CAMPUS	25	105	



Figure 30. Level of Service at Signalized Intersections



FIGURE 31. WEST CAMPUS PARKING LOT CAPACITIES