

NORTH CAROLINA STATE GOVERNMENT CENTER PLAN

# North Carolina State Government Center Plan

ODELL ASSOCIATES INC.

## Foreword

With wisdom and foresight, the 1969 General Assembly authorized and empowered the Department of Administration to acquire by purchase, gift, condemnation, or otherwise:

An area in the City of Raleigh bounded by Edenton Street, Person Street, the right-of-way of the main line of the Seaboard Coast Line Railway and North McDowell Street for the expansion of State governmental facilities, the public interest in, public use of, and the necessity for acquisition of said area, being hereby declared as a matter of legislative determination. (G.S. 146-22.1)

As of October 1972, the State owned approximately 70 percent of all of the properties within this twenty-five block area. Subsequent to construction of the Legislative Building other State buildings constructed within this area include the Administration, Archives and History, Albemarle and Bath Buildings.

In 1971, the need for the construction of a major new State office building was recognized, in view of the tremendous amount of office space then being leased by the State within the City of Raleigh. To meet this need, a proposed new office building of 250,000 gross square feet occupied the position of first priority in the Department of Administration's capital improvements request to the 1971 Session of the General Assembly. The Assembly recognized the need for this new State office building by appropriating the sum of \$200,000 for its planning.

The selection of a specific site for this major new building led to the need for a critical reappraisal of the immediate and future planned development of the State Government Center. The Property Control and Construction Division of the Department of Administration commissioned Odell Associates Inc., Planners, Architects and Engineers, to prepare a plan for the future growth of the State Government Center. They were assisted by Alan M. Voorhees, Inc., Traffic Consultants.

Through extensive study and consultation, a plan was created based on practicality and flexibility and reflecting the dignity associated with the seat of State Government. This plan was presented in detail to the North Carolina Capital Planning Commission, who by Statute (G.S. 129-31) is responsible for the approval of plans for development of State government facilities in the City of Raleigh. On December 15, 1971, the Commission approved the plan in principle and approved the specific site location proposed for the new Mall Office Building.

This report is intended to present the elements of the North Carolina State Government Center Plan, together with certain related information. Odell Associates Inc. also prepared the 1972 Greater Raleigh Central Area Plan which is purposely correlated and coordinated with the North Carolina State Government Center Plan.

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## I The Present

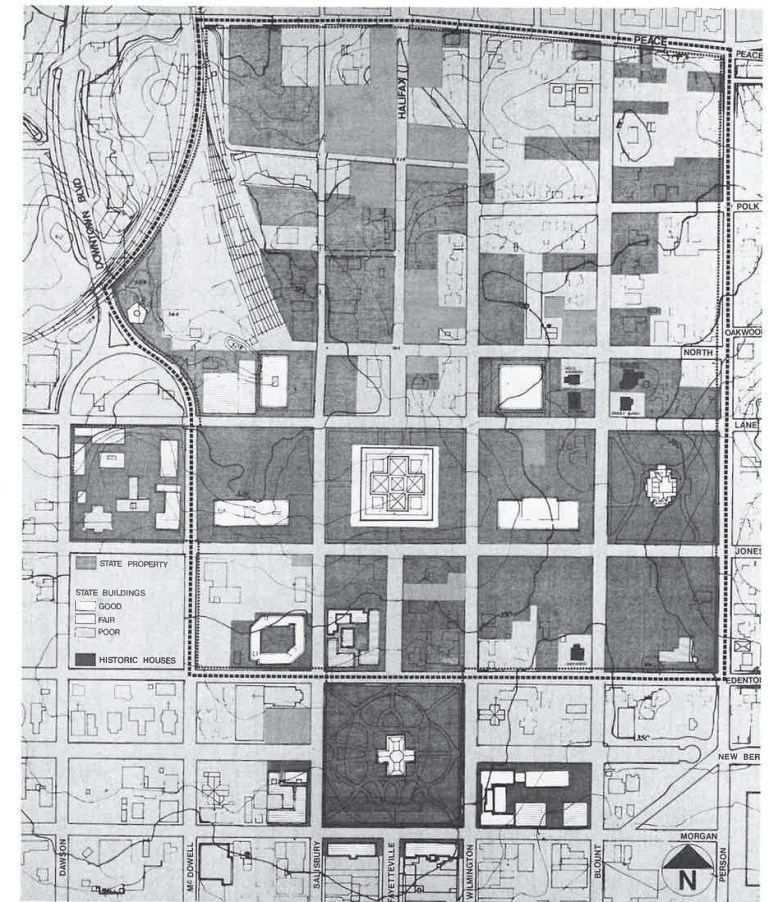
## Current Development

The continued growth of the North Carolina State Government establishes the need for a plan to efficiently order future expansion and unify existing facilities.

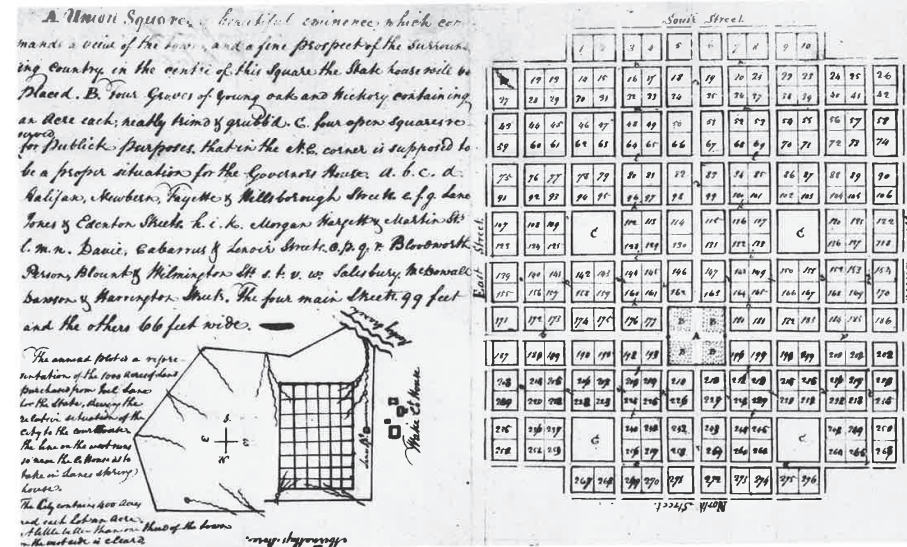
In 1791, North Carolina's first legislature, known as the Grand Assembly of Albemarle, appointed a nine member commission to select a site for the permanent North Carolina State Capital. Wake County was selected and the 1792 plan that followed created the City of Raleigh. The plan provided a central square for the State Capitol Building.

In the 1880's, a precedence for the development of State Government facilities to the north of the Capitol Square was established with the construction of the Governor's Mansion on Burke Square, and the Labor and Insurance Building on Edenton Street. Currently, the State Government is housed in some fifteen buildings in this area, including the new Legislative Building completed in 1962. Other recent additions include the Administration, Archives and History, Albemarle and Bath Buildings.

The existing State development has been given some central focus through the location of the Legislative Building in the second block north of the Capitol Square. However, this planning relationship is only recognizable within the immediate area of the Legislative Building. Present (1972) State facilities contain insufficient space to accommodate the population of State employees. As a result, the State currently leases over 400,000 square feet of office space in the Capital Area. In view of these facts, it has become apparent that further State expansion can not be realized effectively without a plan to order the future growth of the state Government Center.



Current Development Plan



8 The 1792 Plan of the North Carolina State Capital

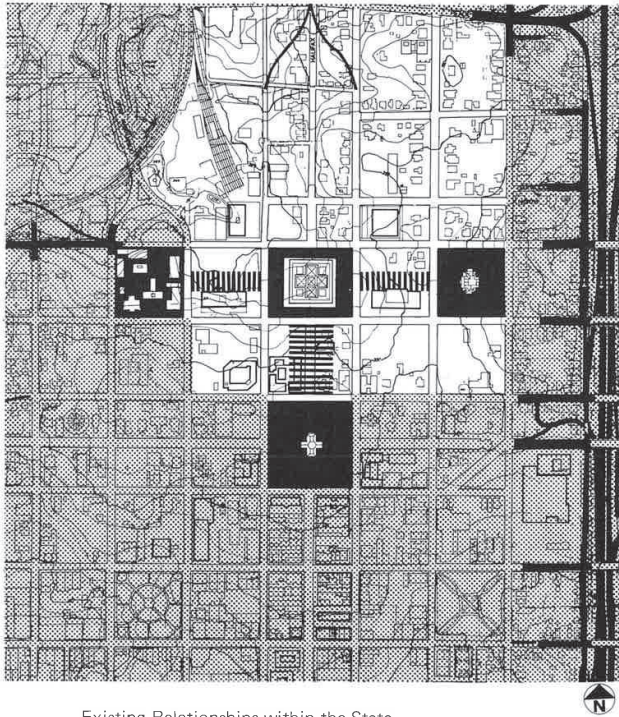
## Basis for Development

**The completion of the major axis formed by Fayetteville Street, the Capitol and the Legislative Building provides the North Carolina State Government Center with a strong central unity.**

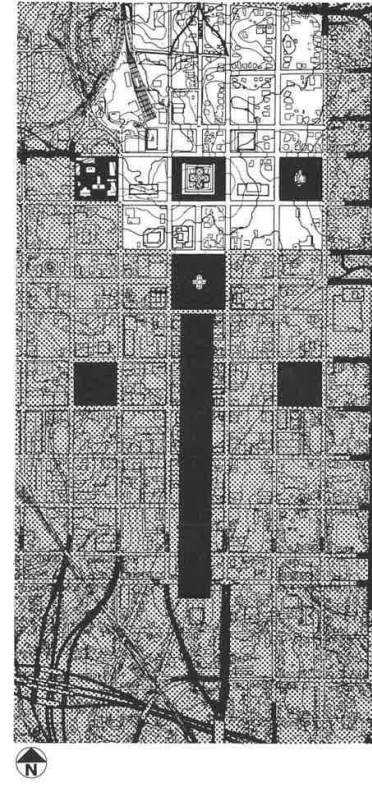
The State Government Center has developed a pattern of growth which is generally symmetrical about the new Legislative Building and anchored by Caswell Square and the Governor's Mansion Square. This trend is further reinforced by the balanced location of the Albemarle and Bath Buildings. In the context of downtown Raleigh, the existing development of State Facilities north of the Capitol Square represents the beginning of a balanced relationship between the Government Center and the Fayetteville Street core south of the Capitol Square.

It is logical to extend this major axis north from the Legislative Building, thereby establishing a new focus for the future growth of the State Government Center. This northern axis will provide the Government Center with a strong unifying element and contribute to the realization of the optimum development of North Carolina's Capital City.

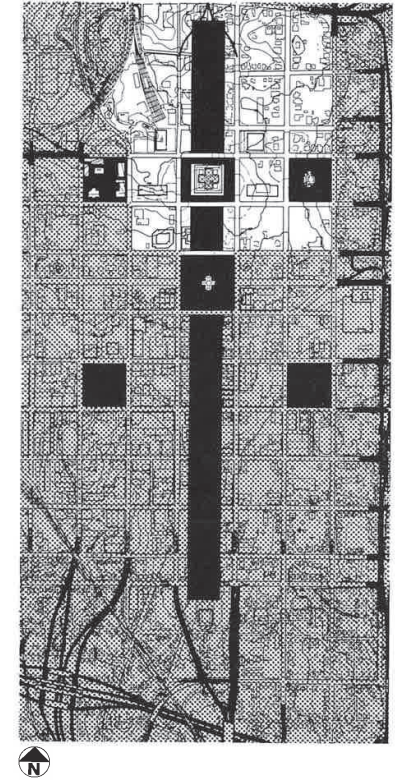
The new linear development extending north from the Legislative Building to Peace Street will incorporate new State office space together with much needed parking. This development will constitute the first major phase of the North Carolina State Government Center plan. Wilmington and Salisbury Streets will define the initial area of development on the east and west.



10 Existing Relationships within the State Government Center



Municipal Development



Total Development

## Planning Objectives

In the development of the North Carolina State Government Center, planning objectives are established consistent with the needs of the State Government. These objectives serve as the essential guidelines:

To create a center for State Government reflecting the dignity and prestige embodied in the Government of North Carolina.

To develop a plan combining the basic elements of intrinsic beauty and functional efficiency with a sound economic base.

To create a compactly organized complex of buildings which promotes communication on all Governmental levels.

To provide an ordered framework for the future development of State Governmental facilities that also incorporates the flexibility necessary for this growth.

To unify the existing State Government facilities within the development area.

To encourage a greater public interest and participation in the Government of their State.

To correlate the North Carolina State Government Center plan with the plan for the Greater Raleigh Central Area resulting in a totally unified urban development.

To provide the opportunity for individual building expression and variation within the order of the plan.

To maximize needed vehicular access and circulation within the area.

To provide convenient and attractive means of pedestrian access within the area.

## II Recommendations

## The Mall

**A tree-lined Mall with parking below establishes a central focus for the growth of the North Carolina State Government Center.**

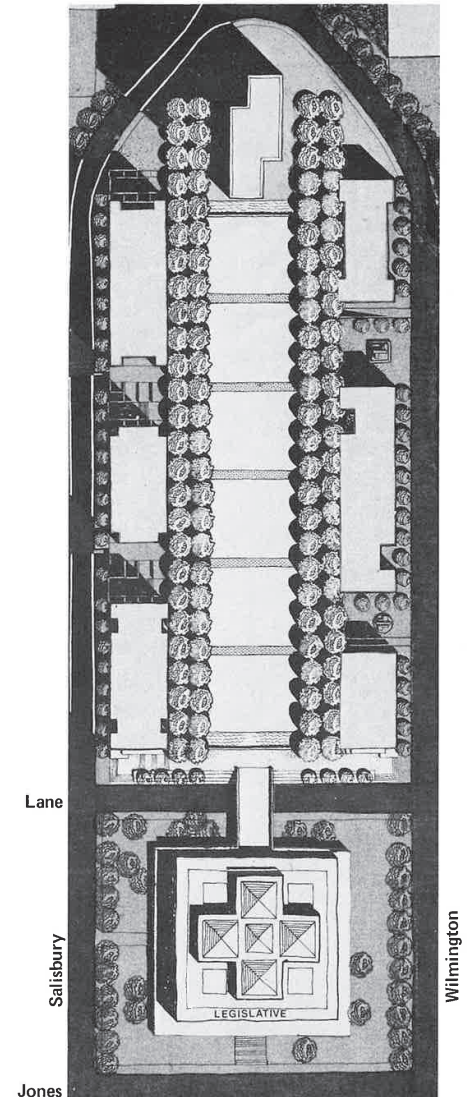
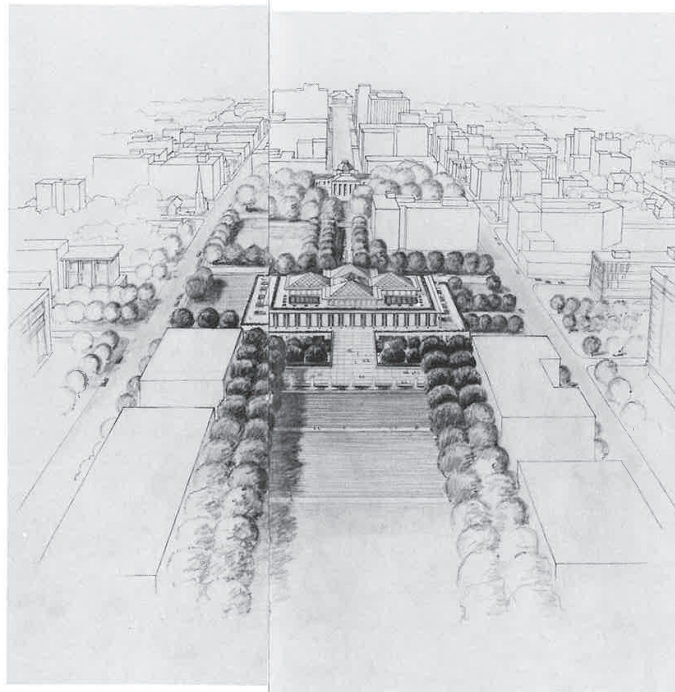
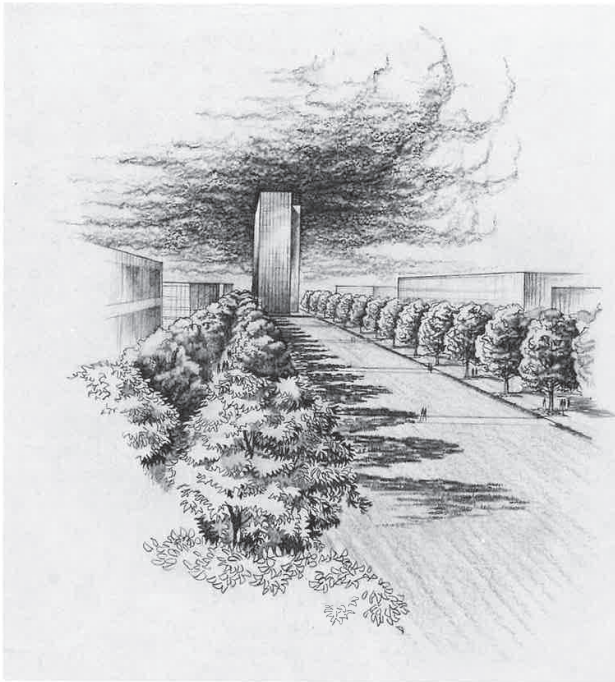
The Mall concept provides a logical solution to the major problems encountered in the growth of the State Government Center. The Mall combined with the Legislative Building becomes the dominant element of the Government Center, and provides a strong ordering force for existing State facilities and for future flexibility in planning for expansion. The Mall is the key element of the entire plan.

The central feature of the Mall is the 1,000 foot expanse of lawn lined on either side by a double row of trees. The tree-lined Mall gives a sense of order to future flanking office buildings which may vary in size and architectural treatment. A new high-rise office building terminates the Mall near Peace Street. The Mall is connected by a functional pedestrian walkway to the Legislative Building.

The formal sweep of lawn and parallel tree-lined walks provides an ageless beauty and dignity to the State Government Center.

As a practical necessity, the Mall concept provides for a total of over 1,000,000 square feet of office space in six or more low-rise structures and one high-rise tower. Below the grass lawn is a two level employee parking garage of 1,100 spaces. This efficiently integrates parking with Legislative and office facilities. In the interest of flexibility, future buildings and sections of the parking mall can be built as needs and appropriations determine. The Mall itself is protected from the encroachment of future buildings by the parking garage beneath.

Projections based on State data and past trends indicate a need for 1,000,000 new square feet of office space by 1985. The Mall and its parking provides an orderly means of growth that is economical yet dignified and beautiful.



14 View to the North from the Legislative Building

View to the South toward the Legislative Building

Plan of the Mall



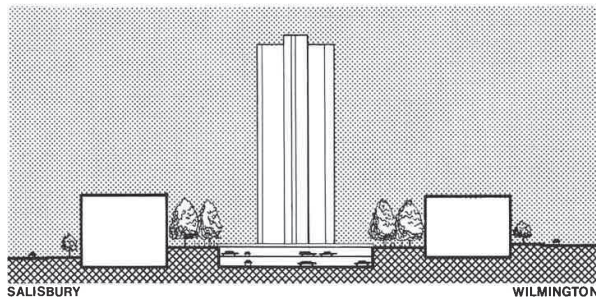
## Parking

The garage beneath the Mall provides an economical and efficient means of meeting the growing need for parking.

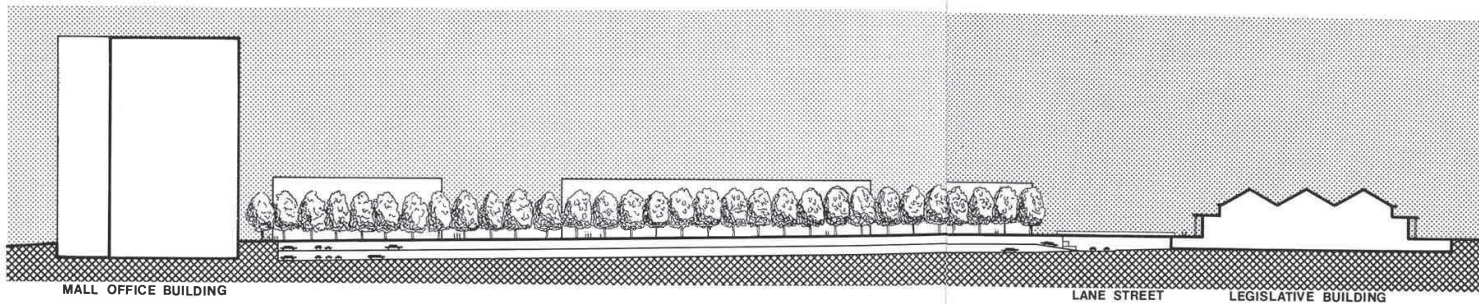
Automobiles are becoming increasingly numerous in the central city, and their storage is an ever expanding problem. The State Government is experiencing parking problems as acutely as is downtown Raleigh. With the exception of the Legislative Building garage, all State parking is on surface lots. Unless parking structures are utilized to meet current and future demands, the Government Center will become little more than a complex of buildings surrounded by seas of parked automobiles.

The parking mall structure represents a practical and efficient solution to the parking problem. Along the length of the mall there exists a general grade differential of 20 feet between the elevations of Wilmington and Salisbury Streets. This change in height easily accommodates a two level garage. Excess earth is utilized in the continuous berms containing the trees. Vehicular and pedestrian circulation is accommodated with the same efficiency. The one-way pair of Wilmington and Salisbury Streets allows for easy circulation around and access to the parking mall. Once parked inside, the pedestrian exits upward to the mall level or directly into buildings.

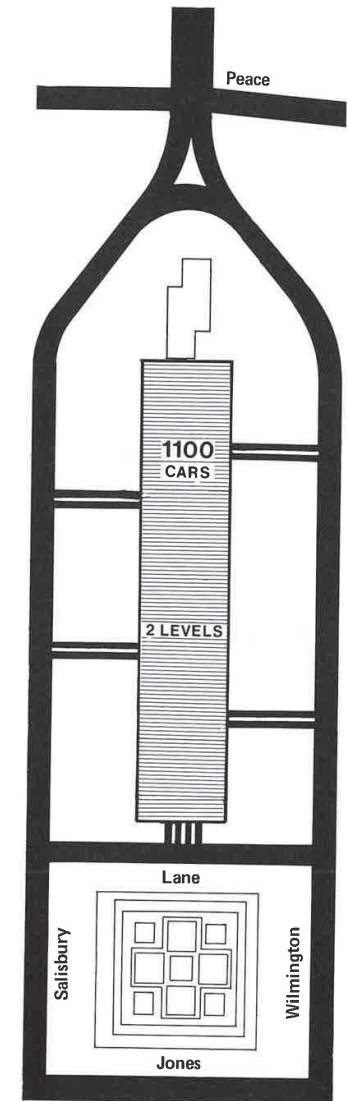
The parking mall represents a first major step toward meeting the projected demand of 3,900 parking spaces by 1985. Additional parking structures have been sited in the plan to accommodate the remainder of the 1985 demand.



Section through the Mall Looking North



16 Section through the Mall Looking East



Mall Parking Plan

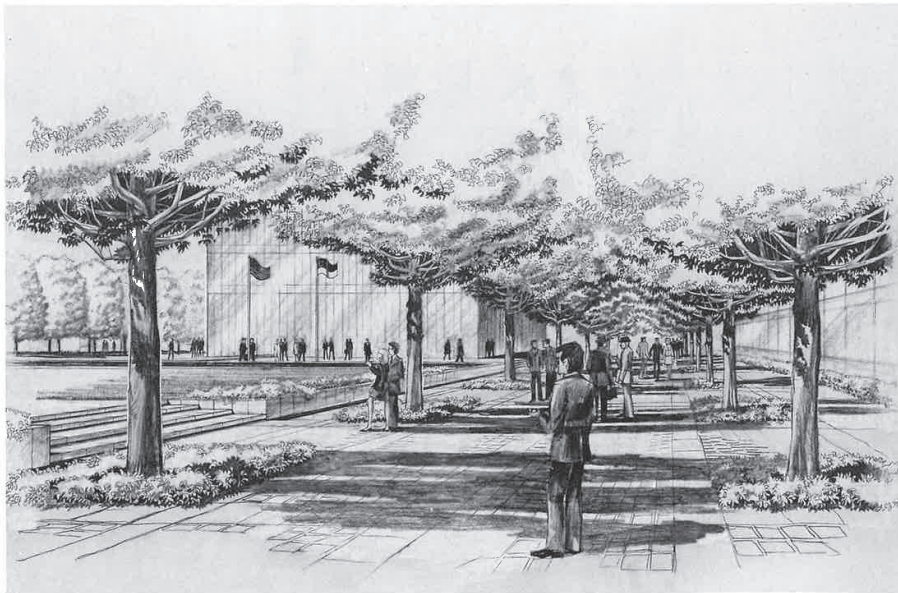
## Mall Office Building

The new Mall Office Building and parking garage represents the first phase of the North Carolina State Government Center.

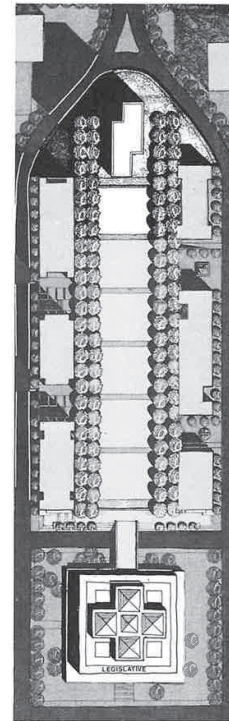
The selection of a site for the new Mall Office Building initiated the development of the North Carolina State Government Center plan. The Mall Concept was developed for the plan, and the Mall Office Building was sited as the termination of the Mall. As the next scheduled construction in the Government Center, this building provides the first step toward the realization of the Mall development. In the interest of economy and efficiency, the building will be constructed in conjunction with the first phase of the parking mall.

The building is programmed for 250,000 gross square feet at 15,000 gross square feet per floor resulting in a building height of 16 floors. A structure of this sort provides the ideal element to act as the focus of the Mall. The form of the building is extended and offset along the axis of the Mall to emphasize its vertical dimension, enhance the directionality of the Mall, and reflect a utilitarian aspect in contrast with the monumental character of the Legislative Building and the historic Capitol beyond.

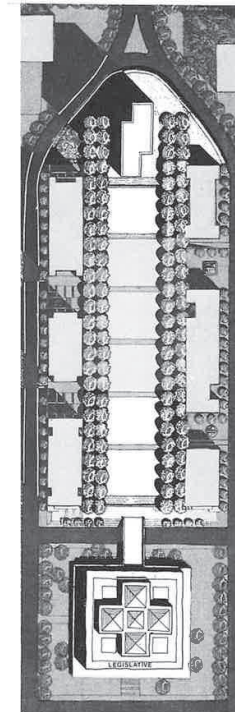
The predominant exterior material is white concrete to harmonize with existing State office buildings. Service access is provided by means of an underground entrance related to the parking garage. The functional design of the building is based on interior efficiency, construction economy, and ease of maintenance.



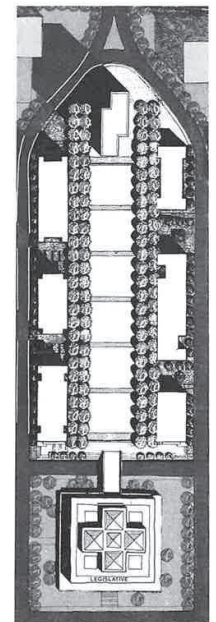
18 View of the Mall Leading to the Office Building



Phase I



Phase II



Phase III

## Unification of Existing Government Facilities

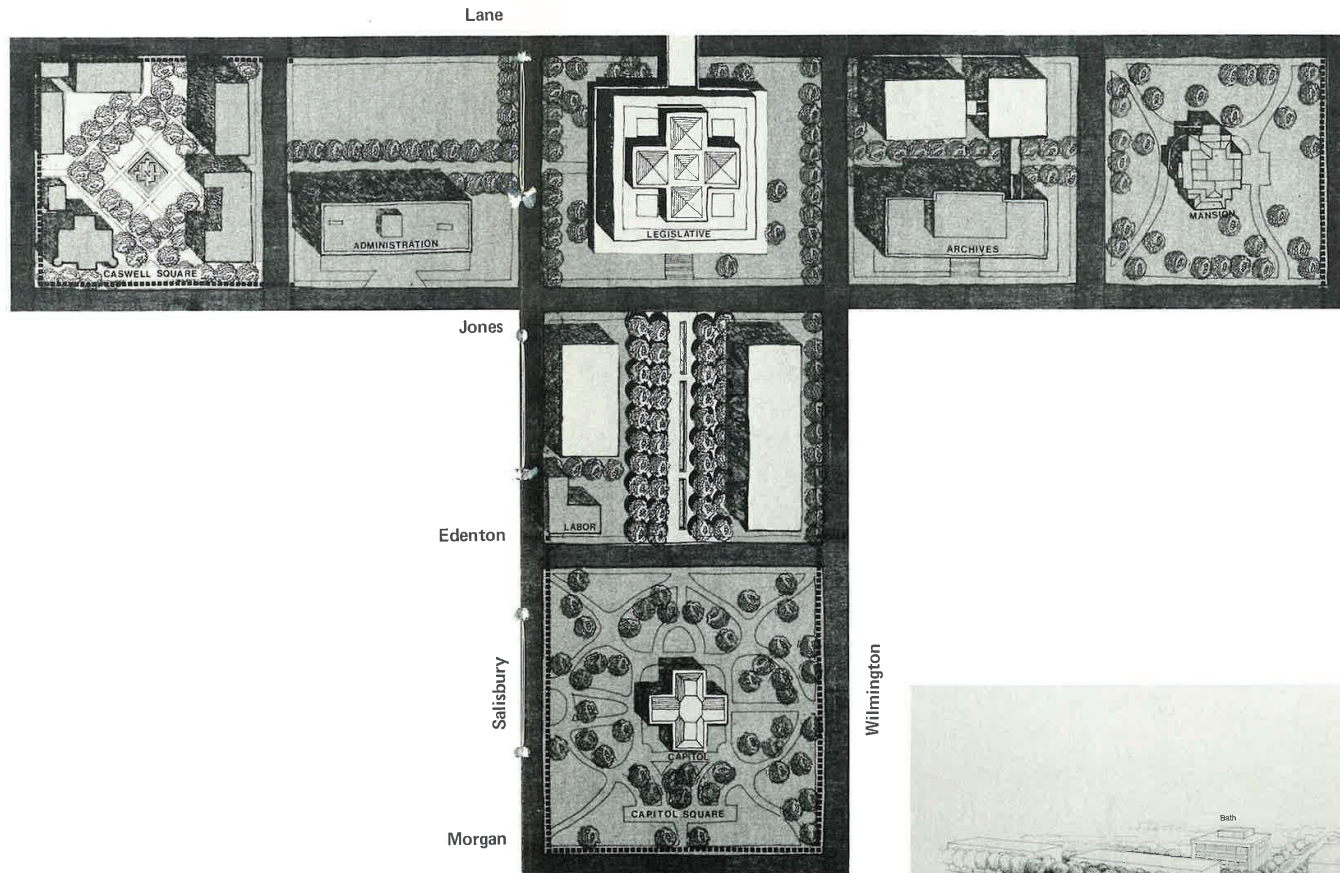
Existing Government facilities will be further unified by emphasizing the visual relationship of the Capitol with the Legislative Building and Caswell Square with the Governor's Mansion.

Although the Mall will give the entire Government Center a strengthened unity and order, three additional landscaped pedestrian connections between the Capitol and Legislative Buildings and the Governor's Mansion and Caswell Square will further knit together these existing facilities. These landscaped walkways provide an economical and aesthetic means of reinforcing the existing relationships within the complex:

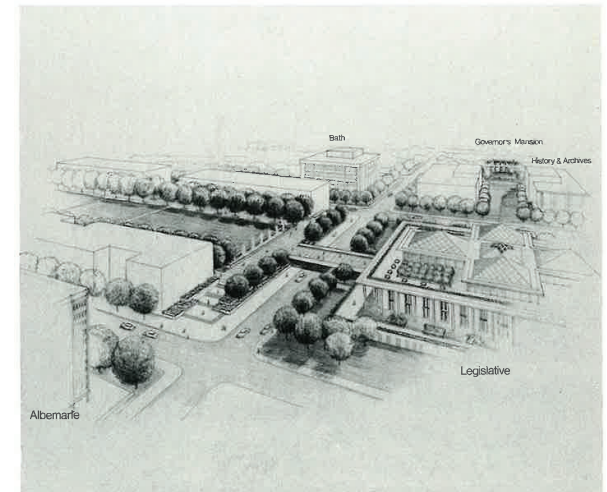
The two most important State Governmental facilities are the Capitol and Legislative Buildings. Halifax Street currently provides an inadequate connection between these two elements. This street will be closed to traffic and a Pedestrian Mall will be developed along its length connecting the Capitol Square with the Legislative Building. The pedestrian esplanade will be the width of Halifax Street and flanked by double rows of trees. Sculpture and fountains will punctuate its length completing the symbolic and physical link between the two Governmental branches.

Caswell Square and the Governor's Mansion, two of the five original squares proposed in the 1791 plan, each will be connected to the Legislative Building by similarly landscaped esplanades. This will also bring the Administration and Archives Building into the overall unity of the plan.

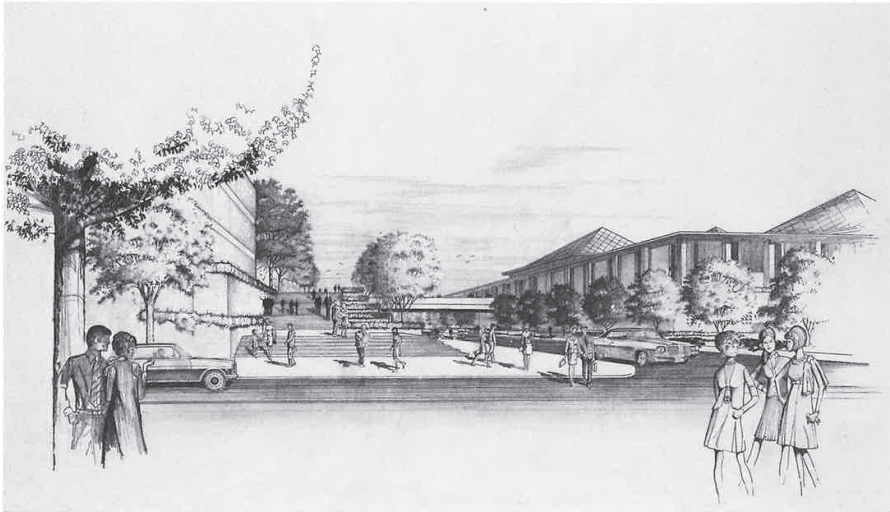
These landscaped esplanades will establish the Legislative Building as the hub of the State Government Center.



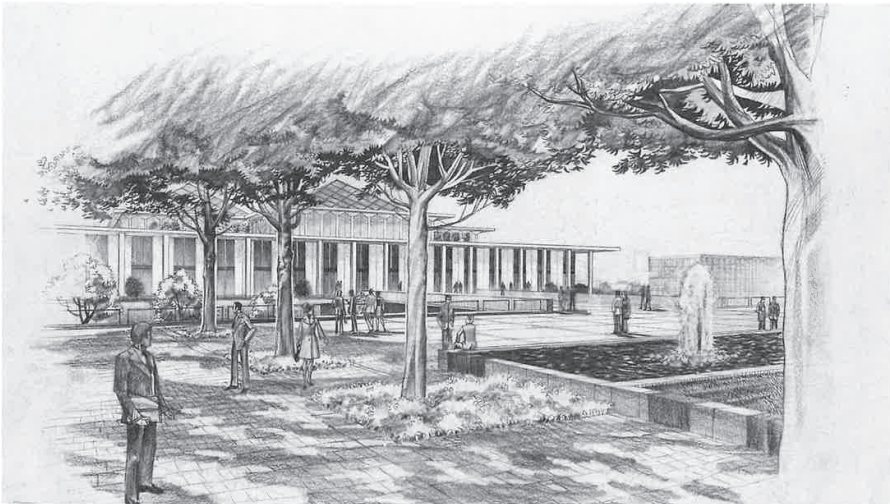
Plan of Unified Development



Pedestrian Walkway over Lane Street Connecting Legislative Building to the Mall and its Parking Below



View to the East from Salisbury Street  
Showing Pedestrian Walkway over Lane Street



View to the South from the Mall to the  
Legislative Building

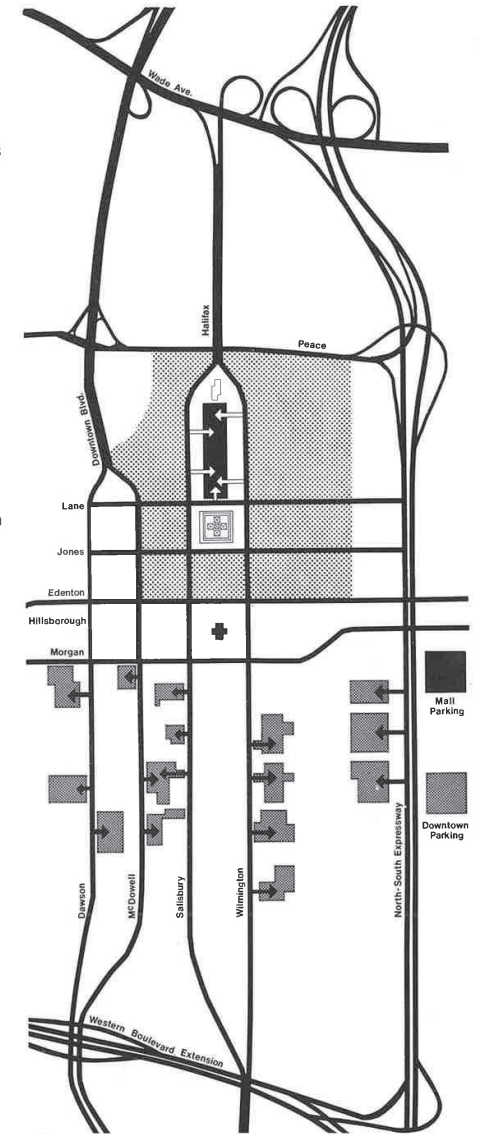
## Vehicular Circulation

**Vehicular circulation within the State Government Center will be improved by the implementation of the North-South Expressway and the extension of Western Boulevard and Wade Avenue.**

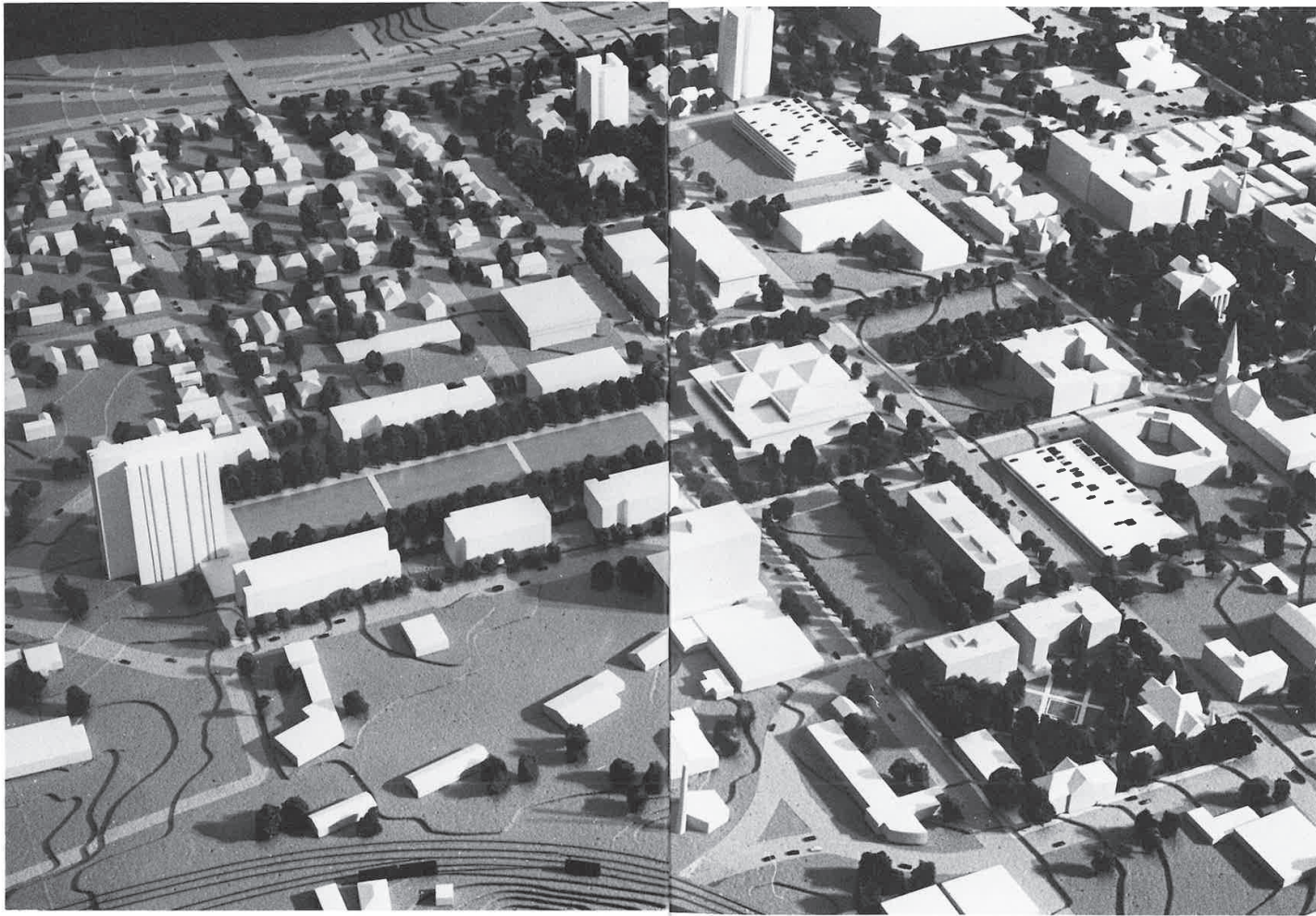
Serving central Raleigh and the Government Center is a street system that functions basically as a one-way grid. Following minor revisions to the current framework there remains only a minimum amount of additional relief that can be gained through conventional traffic management before the system reaches a point of complete saturation. Traffic consultants estimate that the traffic volume in Raleigh is growing by eight percent per year. At this rate, relief for the State Government Center and the rest of downtown Raleigh can only come from the realization of major traffic proposals.

The current street system serves all vehicles with the Government Center as their destination and is also burdened by the through traffic that is forced to enter the area because of inadequate by-pass routes. Proposals exist for a new North-South Expressway system to be combined with the extension of Western Boulevard and Wade Avenue. It is recommended that immediate action be taken toward the realization of this Expressway system. Planning, design, and construction time for the entire project would cover a minimum of nine years. By this time, the need for an effective by-pass and access system for the Government Center and the Downtown will have long reached critical proportions.

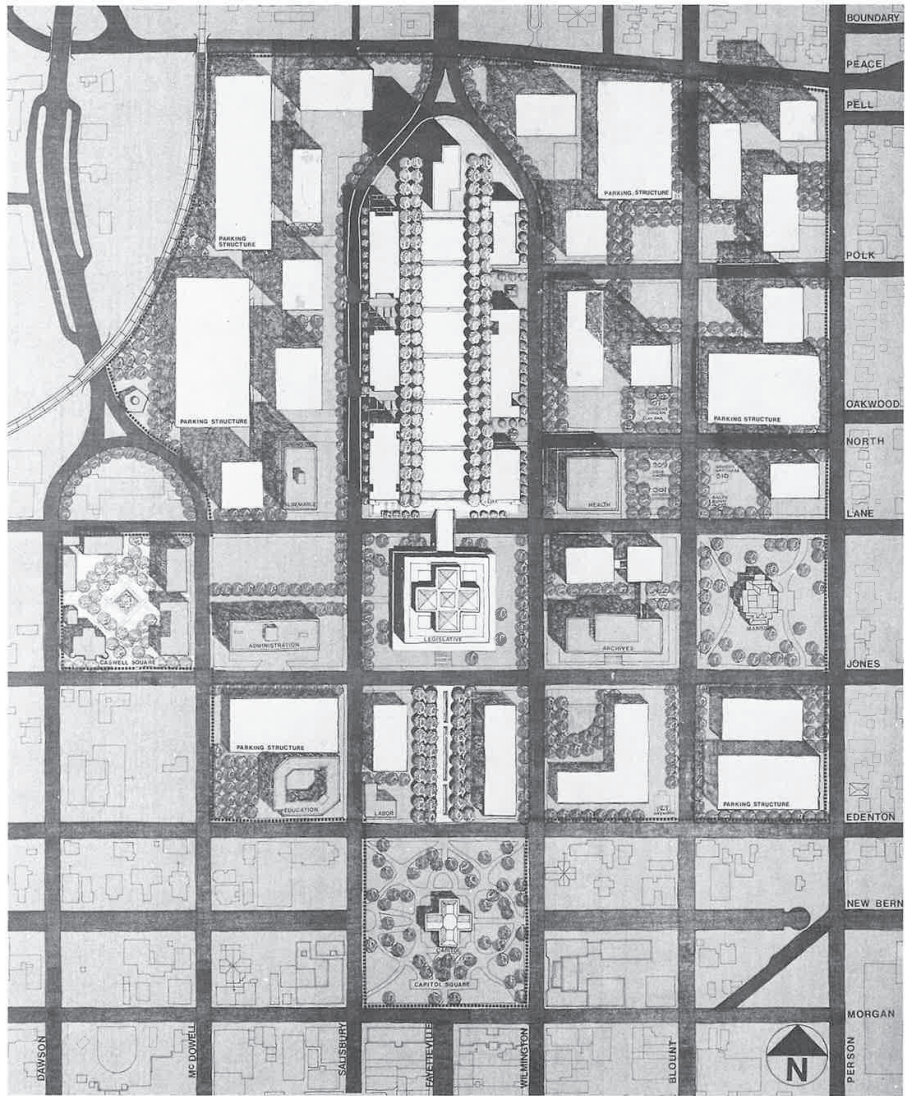
For future years, additional multi-level parking structures are located within the Government Center area to accommodate ever increasing parking demands without requiring vast areas of valuable property for surface parking. These decks should be strategically located in the fringe areas of the Center to reduce their visual encroachment and to readily receive arriving vehicles.



Vehicular Circulation and Parking



**III The Plan**



26 North Carolina State Government Center

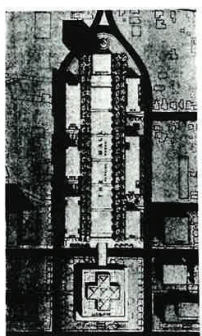


Greater Raleigh Central Area Plan



28 New Mall Office Building

## IV Appendix



New Land Plan Drawn For Capital Complex

By CHUCK MOONEY... review this week that as part of a plan to develop capital...

Historic Blount Street Homes to Be Preserved

By ERNIE WOOD... The state plan to develop the mall, however, before...

higher priority and importance... preservation groups applauded...

According to the plan... The state plan to develop the mall, however...

The Charlotte Observer

WEDNESDAY, JANUARY 12, 1972

JAMES L. KNIGHT, Publisher

C. A. MCKNIGHT, Editor

Grand Design For Our Capital

The vision of a vast governmental mall in Raleigh with space for orderly growth is an idea, perhaps, whose time has come.

cars, would sweep northward from the State Legislative Building three blocks to a proposed high-rise office building of 15 to 20 floors.

But it takes no visionary to see that now is the time for visionary planning. Ten years ago most legislators did not recognize the need.

Considering the 20-foot slope of the land on the proposed mall site, the underground parking levels make a lot of sense.

The grand mall would be the north-south axis of a 25-block N. C. State Government Center. It was designed by the nationally prominent Odell Associates Inc.

There is additional sense in the project. North Carolina taxpayers ante up \$750,000 each year to rent private office space in Raleigh.

The simple, grassy mall, flanked by double rows of trees and undergirded by subterranean parking decks for 1,100

It is not a matter of whether change will come to downtown Raleigh or not, but whether change will be orderly, pleasing to the eye and economical, instead of piecemeal and helter-skelter.

The Charlotte Observer

Foremost Newspaper Of The Carolinas

State Unveils Long-Range Plans For Raleigh Mall, High Rises

Proposed Mall

At 10:30 in an architect's drawing of the proposed Raleigh mall as you look toward the north, proposed for immediate construction in the mid-sixties building in the center.

to a multi-level underground parking garage for 1,100 cars, which can be built in several stages as funds become available.

The state official briefed newsmen on

Mann said the estimated 200,000 square feet of the general purpose, high-rise office building would be about the same amount of space the state currently

Halifax Street Demolition To Make Way for State Mall

By BOB WELSON

Three blocks west of downtown Raleigh, the Halifax Street Building, which has stood since 1912, is scheduled for demolition.



The Halifax Street area where I

By the end of the year, that three-block stretch of Halifax Street will have given way to the state's ambitious plan to construct a freestanding mall anchored on the north by a 15-story office building.

He sees the mall and office center will include much of what is called "old Raleigh," an area of Victorian and early 19th Century houses, the main centers for preserving the most outstanding examples.

The Charlotte Observer

Foremost Newspaper Of The Carolinas

Raleigh Mall Would Solve State's Office Space Needs

By LARRY VARELTON... Raleigh — North Carolina taxpayers pay \$750,000 rent to 150 private office spaces throughout each year.

plans for a freestanding mall and a 150-story high-rise office building in the three blocks north of the state legislative building.

At present, the state is more than half the state capital planning commission, which is responsible for outlining the orderly growth of the state government complex in Raleigh.

Mall Would Be A Busy Place To Be Enjoyed By The People

By HAROLD WARREN... Today, each year from an estimated 100,000 to 150,000 people visit the R.C. State Legislative Building, you see a hodgepodge of structures: parking lots, office buildings and small buildings.

But Odell Associates Inc., owner of more than 50 regional and national awards for its designs, has a plan for the mall, permitting a variety of choices in aesthetic quality.

Also, the double rows of trees will be an amenity for the mall, permitting a variety of choices in aesthetic quality.

The News and Observer

State Plans 'Skyscraper' And Mall in Capitol Area

By BOB PARKER Jr... Plans were unveiled Monday for a sweeping re-building and a 150-story state government office building in downtown Raleigh.

It is by far the most far-reaching residential project in the city since the war.

RALEIGH TIMES

RALEIGH, NORTH CAROLINA, SATURDAY AFTERNOON, JANUARY 15, 1972

48 PAGES TODAY

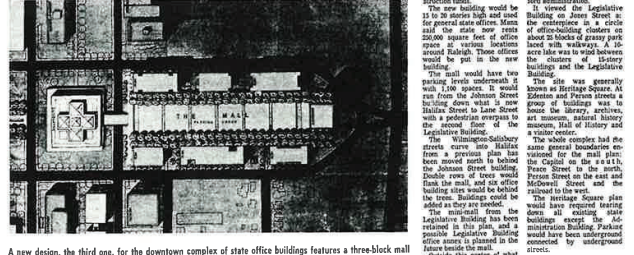
Ten Cents

3-Block Mall Focus of Design

By CHUCK MOONEY... The state plan to develop the mall, however, before...

Legislative Building with parking underneath it and space for building along the side.

State Government Center would be parking lots and other office buildings in the distant past.



A new design, the third one, for the downtown complex of state office buildings features a three-block mall