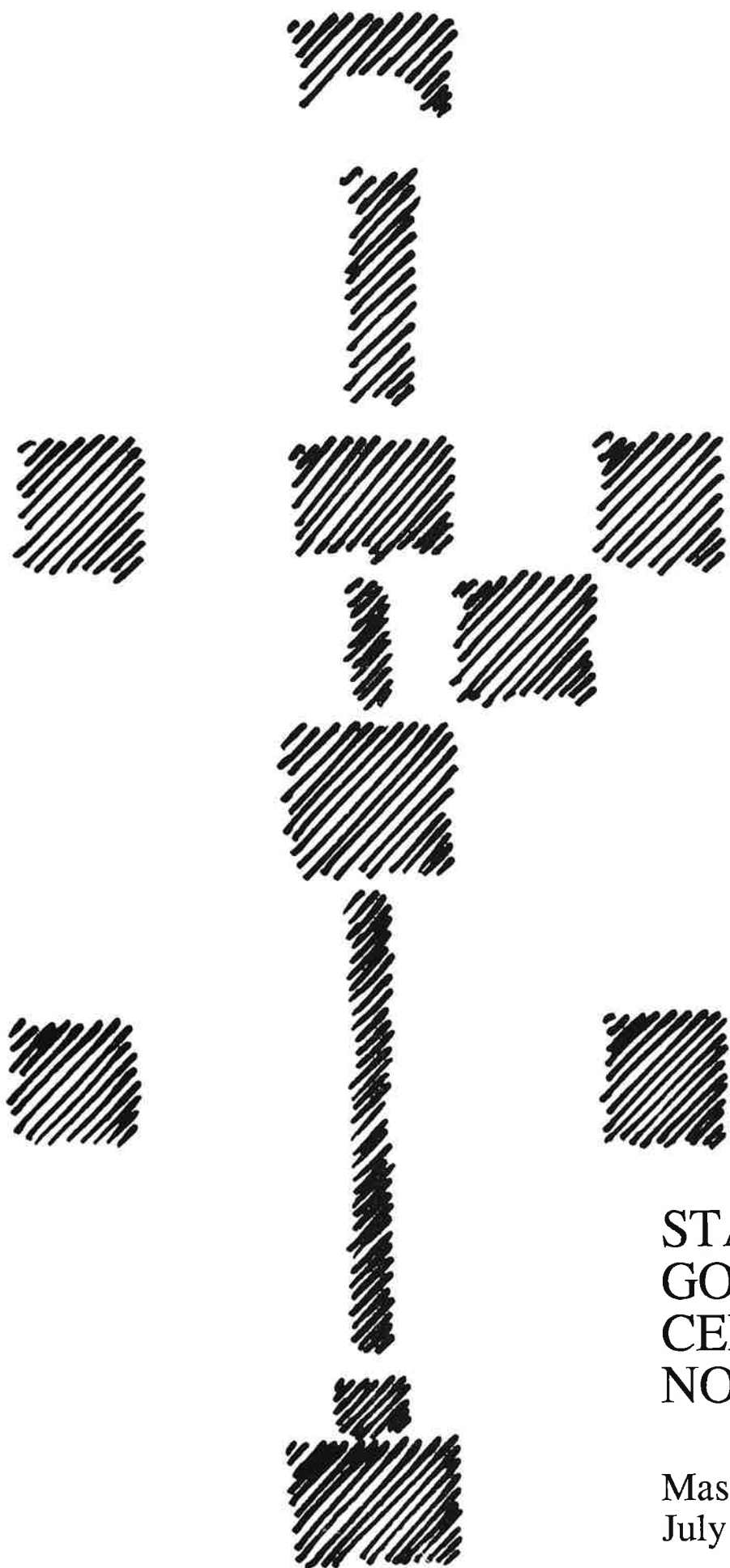


STATE
GOVERNMENT
CENTER of
NORTH CAROLINA



STATE
GOVERNMENT
CENTER of
NORTH CAROLINA

Master Plan
July 1986

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1 INTRODUCTION

- PURPOSE OF THE STUDY
- SUMMARY OF PLANNING OBJECTIVES

INTRODUCTION

Plans for the future growth of the State Government Center of North Carolina in Raleigh are influenced by many historical and current events. Blended together, these factors create a context from which to develop a new plan. The original 1792 plan by William Christmas for Raleigh which laid out the public squares and geometry of the road system is largely intact. The 1971 State Government Center mall plan, which fit into the original town plan as an overlay, provides a strong physical structure from which to begin a rework of the policies and plans for the next 15 - 20 years of growth and change in the Center. Currently, the City of Raleigh is providing leadership for various public and private projects designed to revitalize the economy and social life of the Raleigh community. The State Government Center is a vital contributor to the growth and viability of the Capital City. There are 8,500 state government employees in the Center each working day. Each year tourists and visitors number 500,000. Many of them come to participate in the legislative and governing process and give Raleigh and the State Government Center the particular kind of vitality associated with a vibrant political community. Each of these groups' activities are expanding and evolving, creating new needs which must, in the next several years, be accommodated in the structure and facilities of the Center.

The Center is a major resource and responsibility for the state government to manage and maintain. It is not simply real estate. It is a principal element of the government and an organic part of the process of governing the state. The Center's condition and character is a symbol of the role of government in the State of North Carolina. Over the last two decades of rapid change and expansion of state government, the traditional character and charm of the area has been lost to the need for space to house new and expanded programs and associated parking. The character of the old Capitol area has been diluted and the present sprawl of the Center exceeds its capacity to retain a central and coherent character. These problems are not insurmountable. This study has been undertaken to make recommendations concerning these challenges.

PURPOSE OF THE STUDY

This study is concerned with issues of managing continued physical growth and change of the Center. It demonstrates how the Center can be developed as a single entity with a character that makes it a desirable place to work, an important expression of the role and purpose of government and a vital and cooperative complex in the City of Raleigh. The Center's physical condition is a critical issue in the attempt to structure the way the Center is managed. The master plan brings together an investigation of State Government Center employee growth, its consequent space needs, parking requirements, traffic projections and an analysis of the capacity of the land and the existing buildings to accommodate new program requirements. Historic character, the quality of visitor's experience and the best accommodation of the varied needs of the work force are strong features considered in the plan.

SUMMARY OF PLANNING OBJECTIVES

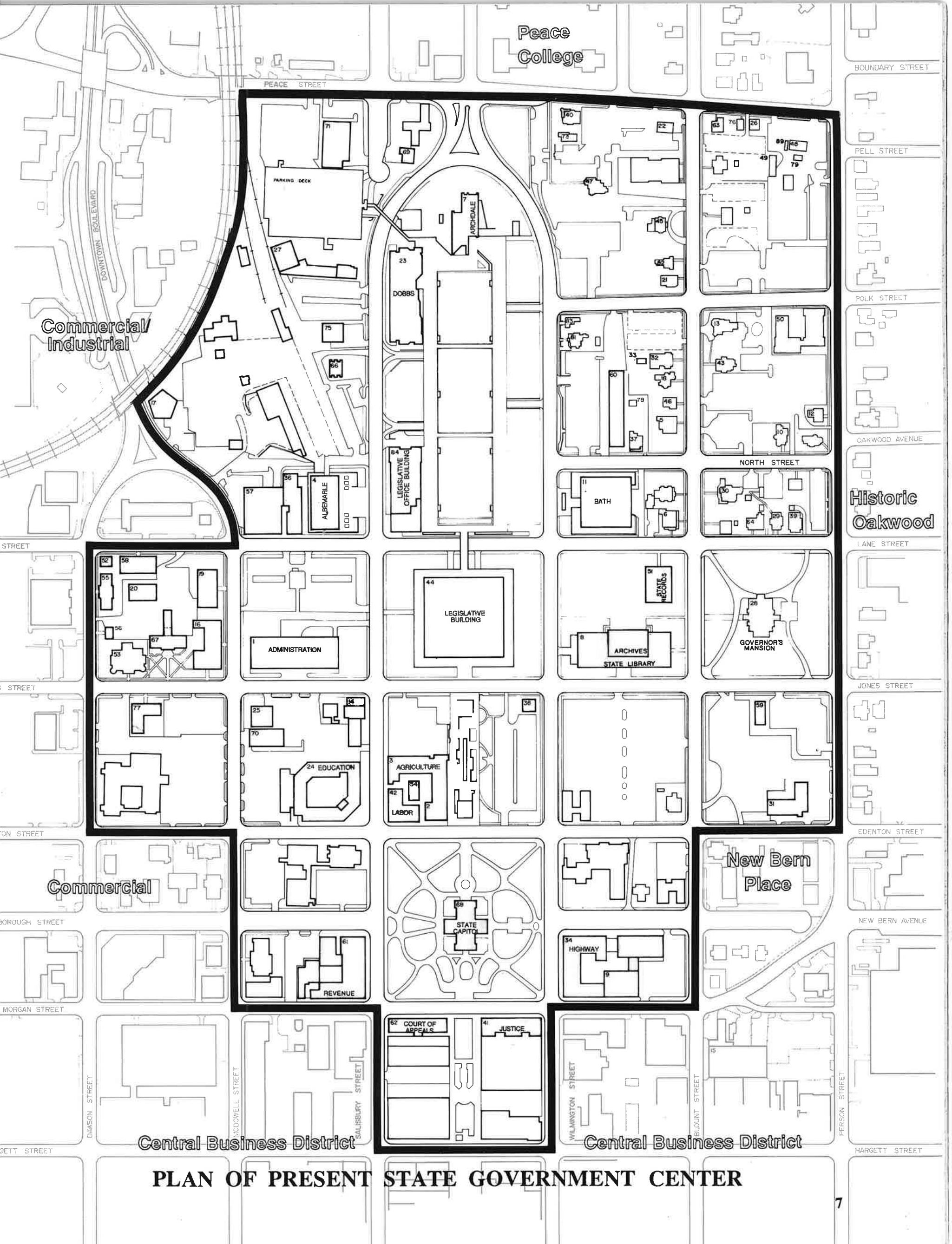
Successful master plans do not present a static or single solution response. Competent master plans describe a process for achieving a broad range of objectives. In this plan for the State Government Center of North Carolina in Raleigh, the primary need is to establish a strategy for managing incremental change in a complex urban environment. The plan is a functional product that indicates the manner in which otherwise unrelated traffic and street improvements, major buildings, parks, historic preservation and urban design projects can be woven into a coherent pattern that enhances the integrity of the State Government Center.

The plan proposed in this report is composed of the following elements:

1. Projection of the overall development capacity of the State Government Center that is based on zoning criteria, urban design objectives, historic district issues, and capacity of the street and utility infrastructure.
2. Development of an information management system as a tool for evaluating project proposals based on criteria of infrastructure and land capacity, project needs and the overall urban design goals for the Center.
3. Recommendations for additional facilities, services, amenities, and civic opportunities. The plan recognizes the concern of the Center managers to create a "people place" that will have major civic and ceremonial spaces with the ability to accommodate celebrations, inaugurations and other appropriate public activities.
4. Specific recommendations for street improvements, parking facility development, new buildings, renovations, open space and park projects over the next five years and projection of long term goals and projects that will take the Center to its "build out" capacity.
5. Recommendation for further studies of signage, lighting, streetscape, park, and other urban design programs necessary to complement the general recommendations of this report.

BUILDING INDEX

1. ADMINISTRATION BUILDING
2. AGRICULTURE BUILDING
3. AGRIC. ANNEX (MUSEUM OF NATURAL HISTORY)
4. ALBEMARLE BUILDING
5. ANDREWS-DUNCAN HOUSE
6. ANDREWS LONDON HOUSE (VISITOR CENTER)
7. ARCHDALE BUILDING
8. ARCHIVES AND HISTORY STATE LIBRARY
9. FORMER MUSEUM OF ART
10. ASHLEY HOUSE
11. BATH BUILDING
12. CAMBRIDGE HOUSE
13. CAPEHART & CROCKER HOUSE
14. CARD SHOP
15. CASWELL BUILDING
16. CENTRAL HEATING PLANT
17. COBLE HELMS
18. COOPER MEMORIAL
19. COTTON CLASSING
20. COWPER HOUSE
21. CRABTREE COMMERCIAL BUILDING
22. DOBBS BUILDING
23. EDUCATION BUILDING
24. ELKS BUILDING
25. GAY HOUSE
26. GENERAL SERVICES BUILDING
27. GOVERNOR'S MANSION
28. HANDY HOUSE
29. HAWKINS HARTNESS HOUSE
30. HEART OF RALEIGH MOTEL
31. HEARTT HOUSE
32. HEARTT HOUSE STORAGE
33. HIGHWAY BUILDING
34. HOWARD BUILDING
35. HOWELL HOUSE
36. JEFFERSON STANDARD
37. JENKINS HOUSE
38. JORDAN HOUSE
39. JUSTICE BUILDING
40. LABOR BUILDING
41. LEE HOUSE
42. LEGISLATIVE BUILDING
43. LEWIS-SMITH HOUSE
44. MCGEE HOUSE
45. MERRIMAN WYNN HOUSE
46. MOTOR POOL ANNEX
47. MOTOR POOL CAR WASH
48. MURPHEY SCHOOL
49. STATE RECORDS CENTER
50. OLD FILM LIBRARY
51. OLD HEALTH BUILDING
52. OLD HEATING PLANT-MUSEUM PREP
53. CASWELL SQUARE OLD HEATING PLANT
54. ORAL HYGIENE BUILDING
55. OLD STATE RECORDS CENTER
56. OLD TEXTBOOK WAREHOUSE
57. PARKVIEW APARTMENTS
58. PHILLIPS BUILDING
59. REVENUE BUILDING
60. COURT OF APPEALS
61. RUSS-EDWARDS HOUSE
62. BAILEY TUCKER HOUSE
63. SEABOARD BUILDING
64. SHORE BUILDING
65. STATE CAPITOL BUILDING
66. STEPHENSON BUILDING
67. THOMPSON BUILDING
68. PERSONNEL TRAINING CENTER
69. WATSON HOUSE
70. WOMACK BUILDING
71. WORTH HOUSE
72. Y W C A
73. ANDREWS DUNCAN CARRIAGE HOUSE
74. MOTOR POOL ANNEX SERVICE BOOTH
75. MOTOR POOL ANNEX STORAGE
76. FARLOW HOUSE
77. BAILEY-GALLANT HOUSE
78. BEAM HOUSE
79. LEGISLATIVE OFFICE BUILDING



Peace College

BOUNDARY STREET

PEACE STREET

PELL STREET

POLK STREET

Commercial/Industrial

OAKWOOD AVENUE

NORTH STREET

Historic Oakwood

LANE STREET

LEGISLATIVE BUILDING

STATE RECORDS

GOVERNOR'S MANSION

JONES STREET

ADMINISTRATION

BATH

ARCHIVES
STATE LIBRARY

EDENTON STREET

EDUCATION

AGRICULTURE

LABOR

New Bern Place

NEW BERN AVENUE

Commercial

STATE CAPITOL

HIGHWAY

PERSON STREET

REVENUE

COURT OF APPEALS

JUSTICE

Central Business District

Central Business District

PLAN OF PRESENT STATE GOVERNMENT CENTER

2

THE PHYSICAL CONTEXT

- RESEARCH TRIANGLE
REGION
- SATELLITE CAMPUSES OF
THE STATE GOVERNMENT
CENTER
- IMPORTANT CURRENT
AND LOCAL PROJECTS
- RALEIGH CENTRAL
BUSINESS DISTRICT

RESEARCH TRIANGLE REGION

The region surrounding the Research Triangle Park and Raleigh is one of the most rapidly developing areas of the United States. It is changing from an agricultural landscape containing small urban areas to an interconnected city interspersed with remnants of open landscape. The road system and other segments of the public infrastructure are approaching capacity, land values are increasing and the economy is rapidly becoming modern and international. The institutions supporting this change, including the state government in Raleigh, are evolving along with it.

CHARACTERISTICS OF THE TRIANGLE AREA

COUNTIES	WAKE	DURHAM	ORANGE
Population			
1980 Census	301,429	152,785	77,055
1985 Census	360,914	162,249	82,185
Income from Tax *			
FY 1979 - 1980	\$54,683,000	\$26,330,000	\$9,764,000
FY 1984 - 1985	\$99,445,000	\$38,771,000	\$16,264,000
Assessed Property Value			
1981	\$6,607,347,987	\$2,881,396,356	\$1,801,693,030
CITIES	RALEIGH	DURHAM	CHAPEL HILL
Population			
1980 Census	150,255	100,831	32,431
1985 Estimate	184,089	115,687	35,800
Income from Taxes			
FY 1979 - 1980	\$34,328,000	\$18,804,000	\$5,893,000
FY 1984 - 1985	\$64,759,000	\$27,593,000	\$9,351,000

RESEARCH TRIANGLE PARK

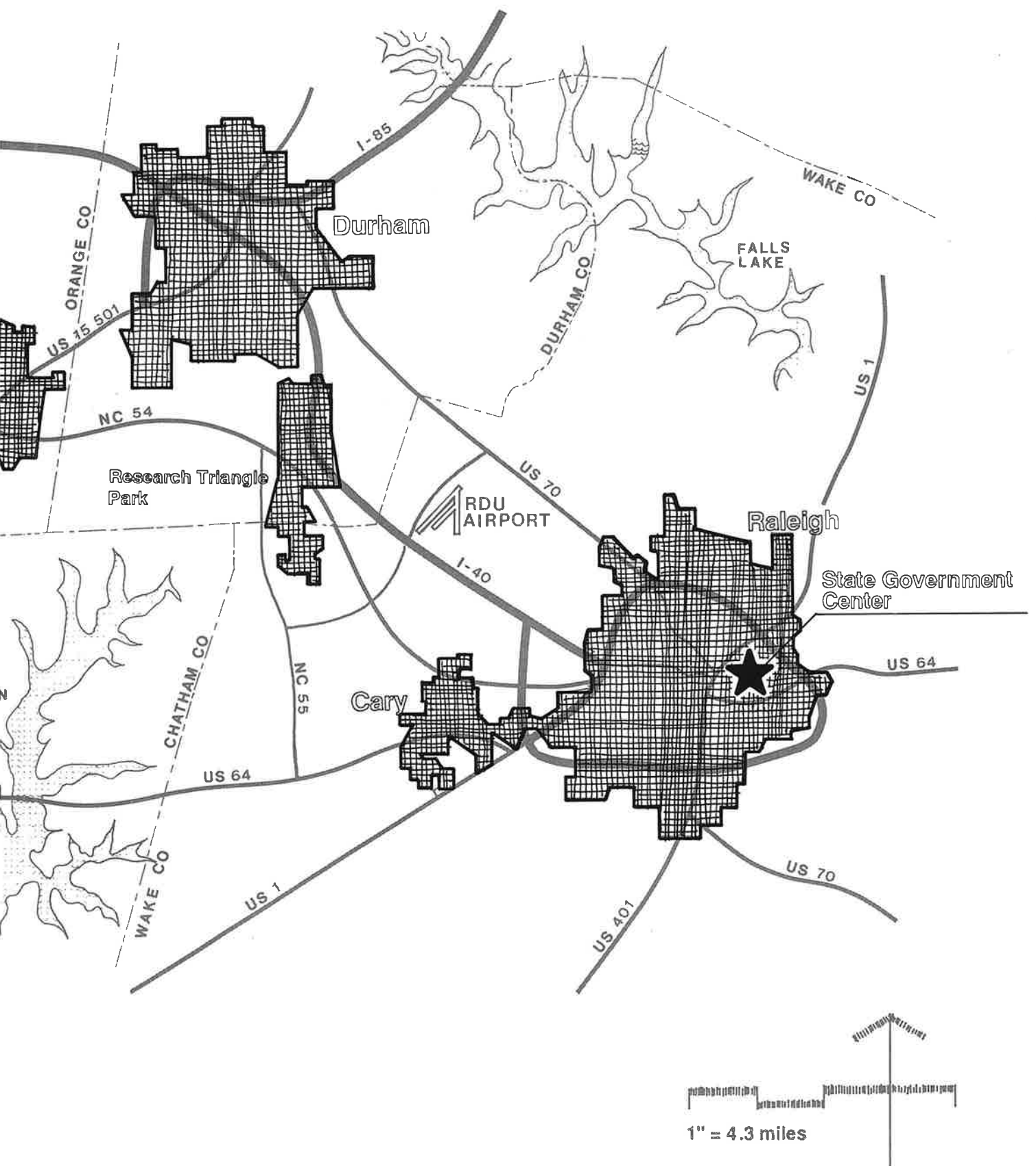
Worker Population	
1980	17,500
1985	26,000

RALEIGH DURHAM AIRPORT

Departing Flights	
1980	20,243
1984	28,639
Enplaned Passengers	
1980	866,007
1984	1,289,108

*Taxes per \$100 assessment increased from \$0.01 to \$0.015 in 1985

Each major element in the region and the state influences the State Government Center through its impact on traffic and parking, buildings and the demand for cultural attractions. As the need for services and expanded programs increases, the Center must continually respond to effectively serve the needs of the State of North Carolina.



RESEARCH TRIANGLE REGION

SATELLITE CAMPUSES OF THE STATE GOVERNMENT CENTER

The State Government Center in downtown Raleigh is the major governmental complex, but a great deal of the work and activity of state government is conducted in the three satellite campuses in and about the Raleigh area. These campuses are major holdings and integral parts of the state government. The role, purpose and functions of each is changing and will continue to do so as state government services expand in size and scope.

The satellite campuses are part of the fabric of the Raleigh urban area and contribute to the demand for public infrastructure and services. The combined land holdings total 4,310 acres. Employment is approximately 3,650.

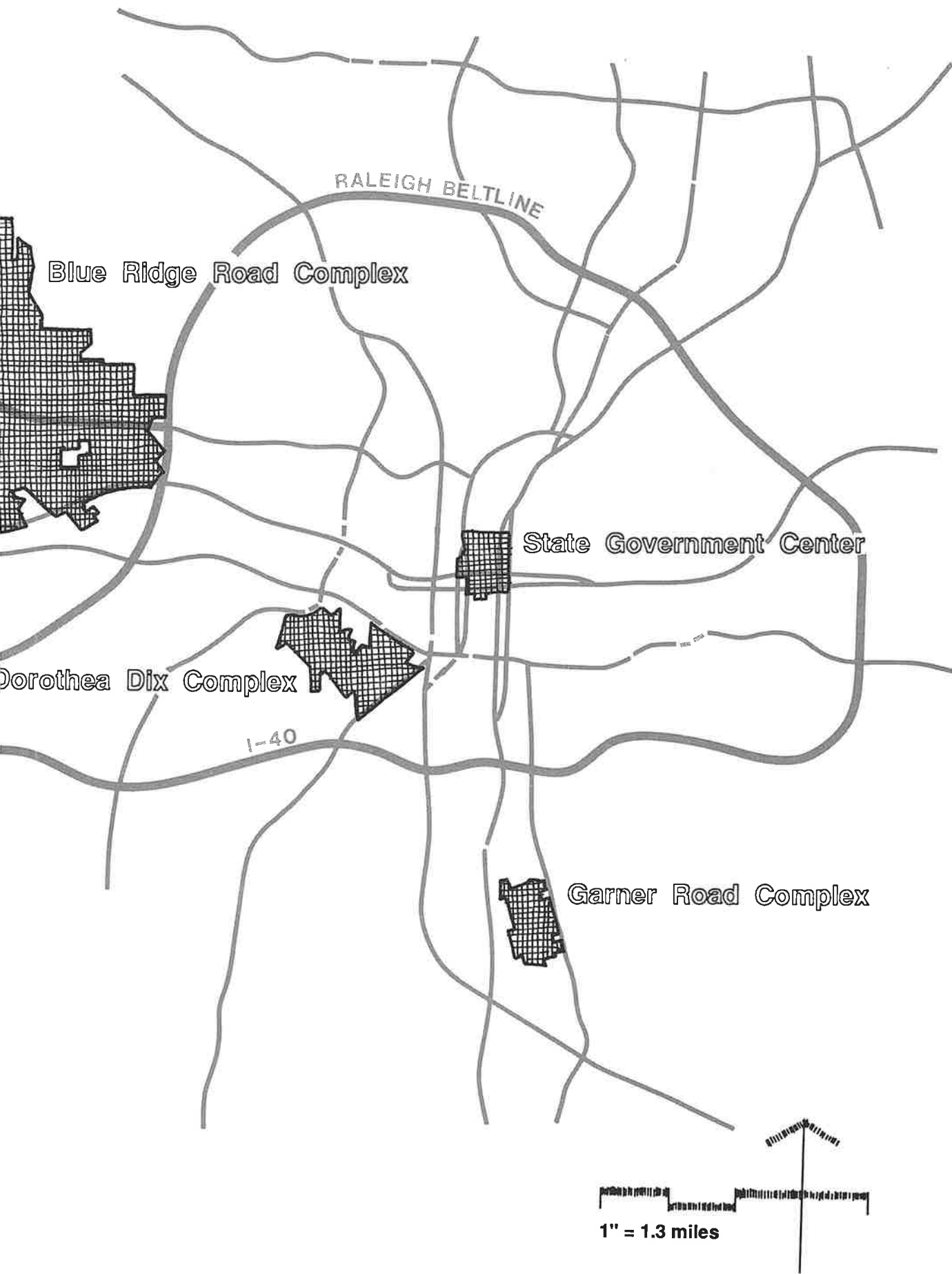
Dorothea Dix. Dorothea Dix is a 1,481-acre campus. It is the state's principal mental health facility. The campus has recently been subdivided with a portion going to the Department of Agriculture for a Farmer's Market and another section to North Carolina State University for expansion of its research and academic programs.

The Department of Human Resources is considering moving its laboratories and staff to vacant residential and administrative facilities at the hospital.

Garner Road Complex. The Garner Road Complex covers 337 acres and houses 416 employees of the State Bureau of Investigation and Department of Crime Control and Public Safety. The complex has great growth potential and could become the Law Enforcement Complex with programs currently located in the State Government Center being relocated to the Garner Complex.

Blue Ridge Road Complex. The Blue Ridge Road Complex is a 2,492-acre site housing eighteen facilities of widely diverse use and character. There are 649 employees from the Departments of Transportation, Agriculture, Administration, Education, Crime Control and Public Safety, and Cultural Resources in facilities which include the North Carolina Museum of Art, Motor Vehicle offices and maintenance yards, agricultural labs, and a school book depository. Also located along Blue Ridge Road are the State Fairgrounds, a youth correction center, the NCSU Veterinary School and Carter-Finley Stadium. The complex is capable of significant expansion.

Each of the satellite campuses is evolving in response to expanding program needs of the state government and as a result of increasingly rapid changes in the City of Raleigh. There is a need for each of these complexes to be studied in terms of their potential and capacity for development. Such planning efforts should insure compatibility with the surrounding areas and the City of Raleigh.



SATELLITE CAMPUSES

IMPORTANT CURRENT AND LOCAL PROJECTS

Raleigh is a desirable place to live and work. As a result, the entire city is in the process of changing from a quiet small city to a important and diverse metropolitan area. Major projects of all kinds are supporting this transformation in a variety of ways. These projects relate directly to the State Government Center. As the downtown area becomes a magnet for housing, entertainment and cultural affairs, these activities will borrow the resources of the Center and make the Center an even more integral and important part of the city's offerings and attractions.

TRAFFIC PROJECTS

- * **Atlantic Avenue** - Connection to the Beltline north.
- * **Peace Street** - Widening to five lanes will facilitate entry into the State Government Center.
- * **Hillsborough Street** - Five block streetscape improvements adjoining the State Capitol.
- * **Bus Transfer Facility and Parking Deck** - Capital Area Transit (CAT) System central transfer and boarding point.
- * **S. Saunders Street** - Vital link to the Beltline south; expected to bring new development into the southwestern downtown area.
- * **Hammond Road** - Extends Person/Blount pair to the Beltline south.

CIVIC AND GOVERNMENT PROJECTS

- * **Capital City Arts Center** - New performing arts and theatre complex.
- * **Civic Coliseum** - Major events arena to seat 25,000 spectators at sports events, concerts and performances.
- * **Artspace** - Adaptive reuse project for 30 working artists studios and exhibition space.
- * **City Art Gallery** - Contemporary art exhibition facility within Moore Square Historic District.

RESIDENTIAL

- * **New Bern Place** - Blend of relocated historic homes and new residential project.
- * **Downtown East** - Major residential infill project, neighborhood and business revitalization.

COMMERCIAL

- * **One Hanover Square** - Second phase of mixed use Civic Center Plaza complex.
- * **Old City Market** - Key retail development effort at Moore Square.
- * **Dorothea Dix Campus** - Multi-use development; New Farmer's Market and wholesale food distribution center, NCSU education and research campus.

ue

Street

Center

ers Street

ad

RALEIGH BELTLINE

New Bern Place

City Art Gallery

Downtown East

Old City Market

Artspace

One Hanover Square

Civic Coliseum

Capital City Arts Center

Dorothea Dix Campus

I-40

IMPORTANT AND CURRENT LOCAL PROJECTS

RALEIGH CENTRAL BUSINESS DISTRICT

The Central Business District of Raleigh has been the traditional civic and commercial hub of the region. Like many American cities, Raleigh's downtown suffered from rapid suburbanization during the 1950's and 1960's, losing many of its residential, retail and entertainment functions. Over the past decade, various private groups and public agencies have worked closely with each other to reverse a long period of decline and neglect. State government has been a participant in this effort, particularly with financial assistance in developing the Fayetteville Street Mall and creation of its own office mall.

The interest of the City in maintaining the momentum generated in recent years has resulted in the preparation of a new plan for the Central Business District. The Downtown Plan includes recommendations for upgrading the transportation system, reorienting of downtown entrances and a general restructuring of land use patterns. This has encouraged downtown housing, better public transit service, and commercial and people-oriented functions such as a festive retail center, and a new civic center.

DOWNTOWN RALEIGH

Financial institutions, legal services, and local and state government dominate the downtown office space and provide a majority of the work force. Currently planned urban housing and retail and commercial projects should increase the use of the area beyond the normal work hours.

In 1980, 28,800 people were working in the downtown area of Raleigh, including the State Government Center. Projections indicate that there will be 31,500 in 1990 and 36,000 in 2005, an increase of 26%. The majority of these people will be employed by government agencies and in the service industry including education and telecommunications.

Various business leaders consultants and government officials are involved in a range of development, promotion and business activities. Their goal is to foster an increase in use of the area for business, entertainment, housing, commerce and government. Public-private cooperation is necessary to reverse the perception of a declining downtown as it competes with other cities and with Raleigh's own suburbs.

There are several long-term programs emerging from several current downtown area studies focusing on the Central Business District and State Government Center.

CIRCULATION AND ENTRANCES

Mass transit is underutilized and is an incidental part of moving people in and out of Raleigh's Central Business District. The Central Business District area is serviced by cars and trucks requiring extensive parking facilities and parking lanes. One way north-south and east-west pairs are the prime thoroughfares for traffic into and through the Central Business District. Several projects such as Atlantic Avenue to the north and the South Saunders connector to the south will relieve some of the present entrance and departure problems. New parking needs are being met by parking decks, several of which are supported with public funds.

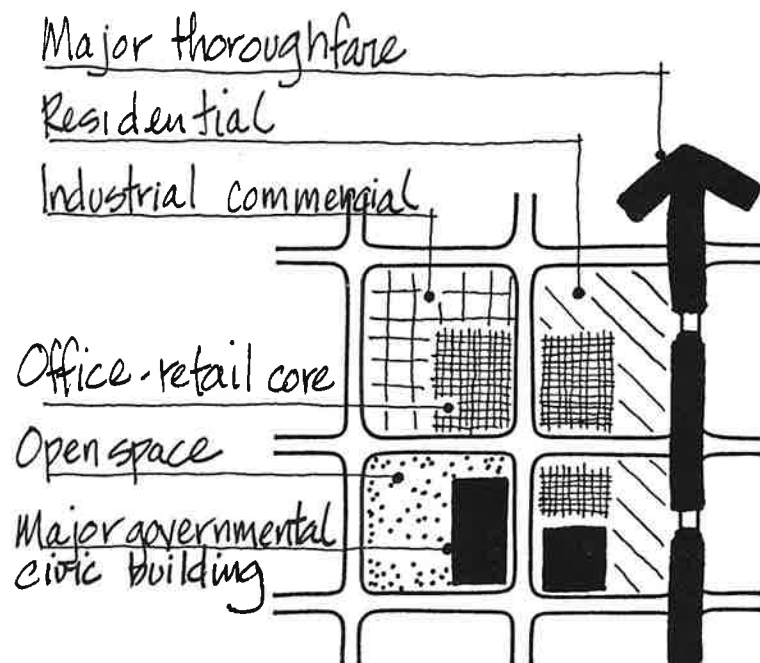
These and other additions to the traffic and parking system will maintain the capacity of the area to accommodate planned growth into the foreseeable future.

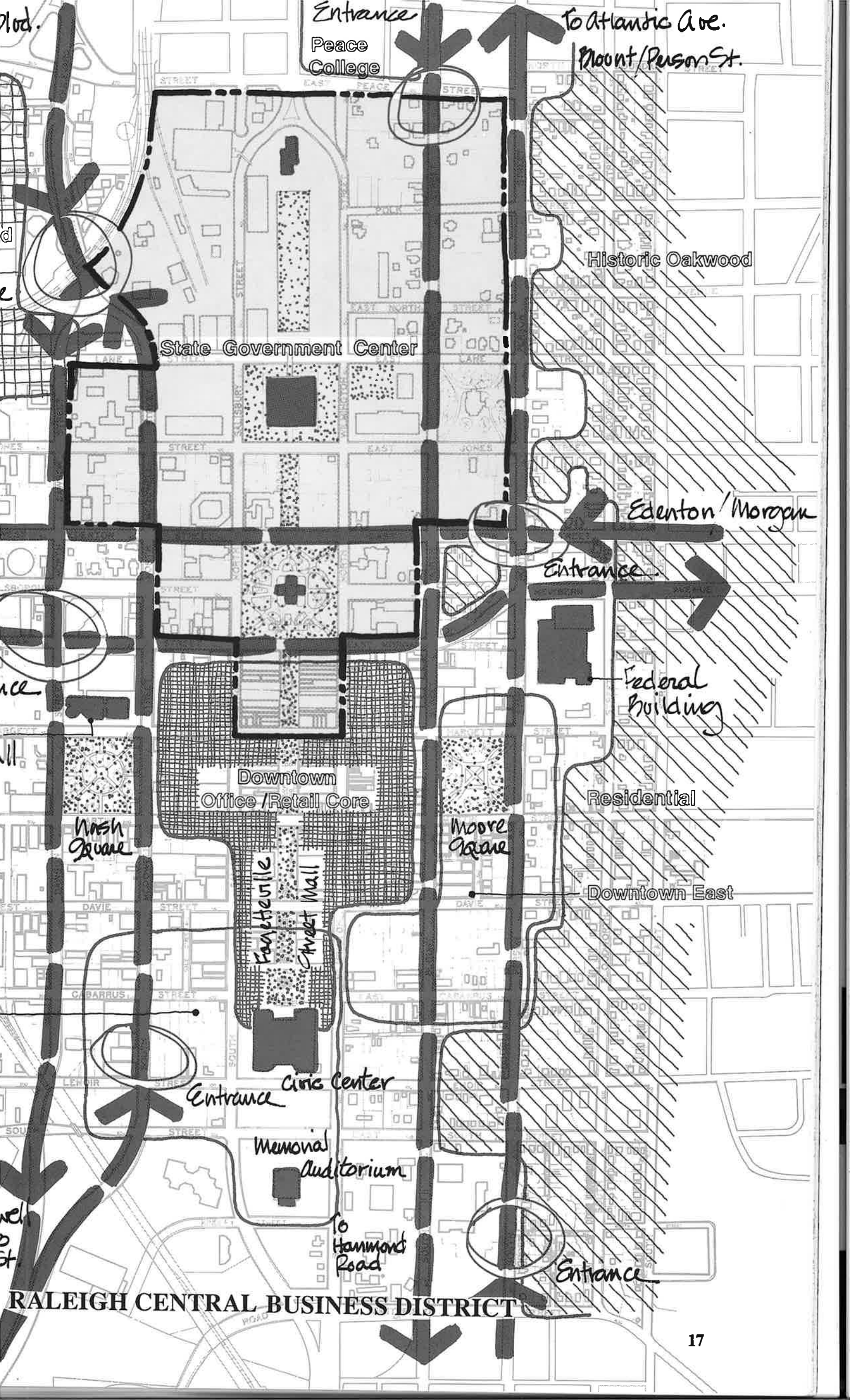
LAND USE

An integral part of the current planning and development effort for downtown is to diversify land use by establishing single and multi-family housing, retail services and entertainment throughout the entire area. The downtown housing stock has been seriously depleted and much of the remainder is in disrepair. Housing is a principle concern of the North Carolina National Bank, the Downtown Housing Corporation, the North Carolina Historic Preservation Foundation, the Downtown Investment Corporation and other public and private groups.

The vision for downtown is the creation of a thriving, dynamic center for residential and commercial activity and the establishment of a cultural, governmental and business hub which becomes the focus for statewide and regional development.

LEGEND





Entrance
Peace
College

To Atlantic Ave.
Mount/Person St.

Historic Oakwood

State Government Center

Edenton/Morgan

Entrance

Federal
Building

Downtown
Office/Retail Core

Residential

Nash
Square

Moore
Square

Downtown East

Fayetteville
Street Mall

Entrance
Civic Center

Memorial
Auditorium

To
Hammond
Road

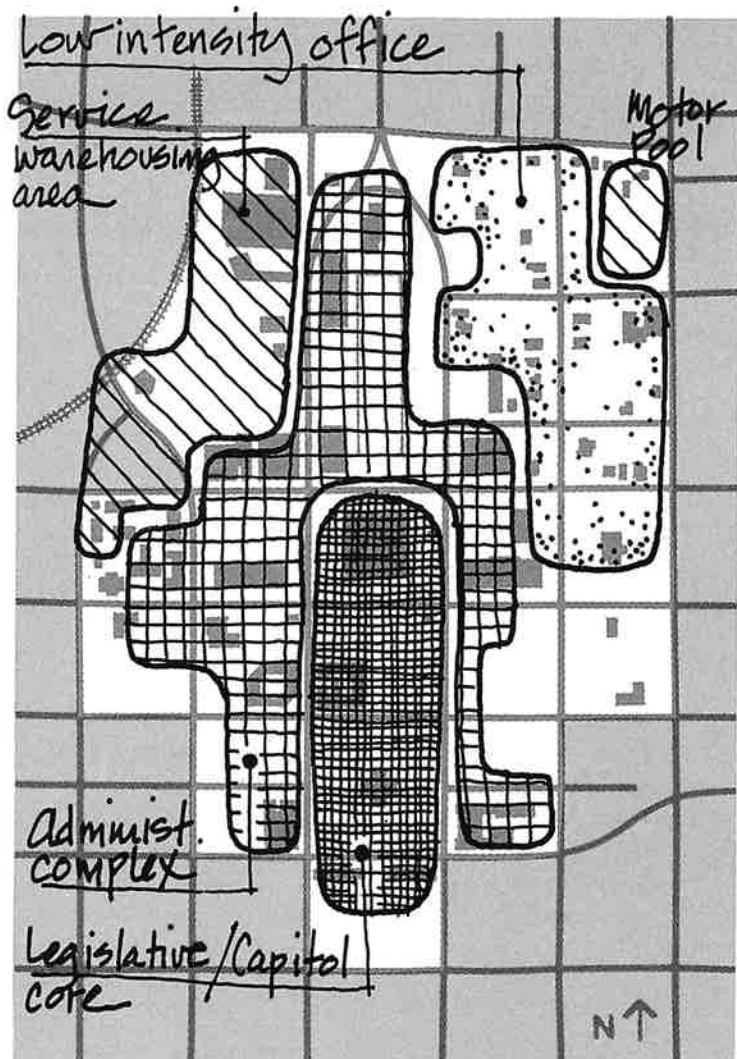
Entrance

RALEIGH CENTRAL BUSINESS DISTRICT

3

EXISTING CONDITIONS

- LAND USE
- ORGANIZATION
- BUILDING DENSITY
- TRAFFIC
- PARKING
- SUMMARY
OF CONCLUSIONS



LAND USE

Existing patterns of land use provide a strong framework on which to base this planning effort. The overall land use pattern serves as the primary organizing structure for the State Government Center. The Center is, in fact, a neighborhood in the City of Raleigh and should reflect the peripheral environs as well as maintain an internal consistency of its own. On the eastern edge of the Center, the historic Oakwood residential district shares the Blount Street area with state government. Buildings in this area are of a residential scale. However, the state's motor pool and extensive surface parking lots detract from its historic character. In the northwest sector, the Seaboard area's use is currently undefined. It is isolated from adjacent neighborhoods and can best function as a service and warehousing area for the Center. On the southwest side, the adjacent city blocks are beginning a transition toward a viable office and commercial district. Within the Center boundary this area is sporadically developed with a mix of office buildings of indeterminate character. The core of the State Government Center, which includes the historic Capitol building, is being strengthened by Raleigh's downtown revitalization and ongoing renovation projects by the state.

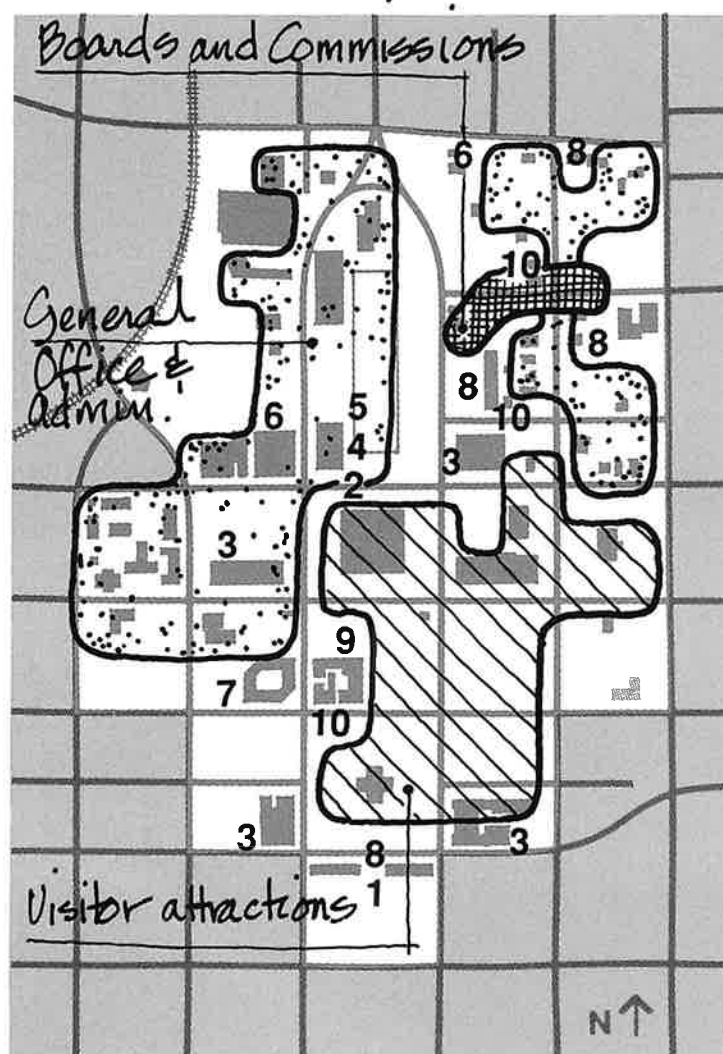
ORGANIZATION

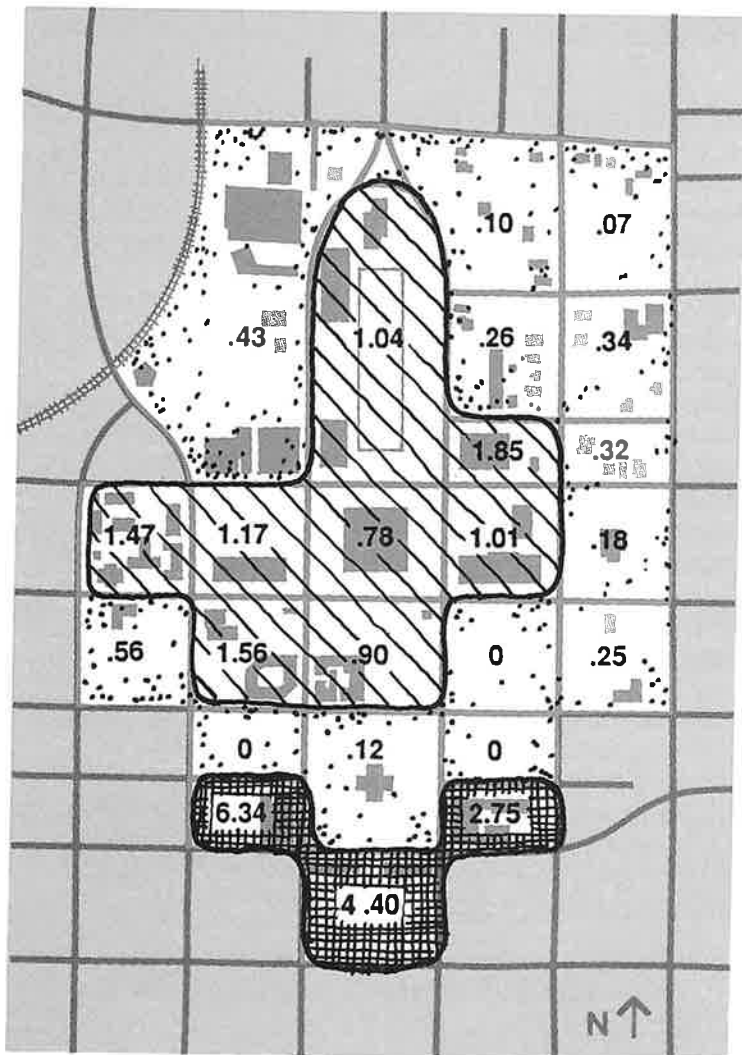
An examination of the functional organization of the Center provides an understanding of the overall physical layout, use and order of the complex. There are 78 buildings with a combined total of 3,159,521 square feet located in the Center. The buildings include departmental offices for major government agencies, many significant historic structures and various warehouse and maintenance facilities. The ground area coverage is 21.6 percent and the total floor area ratio is 0.70.

At present, there are 8,459 employees with an average of 276 square feet of building space per person. Currently, the majority of office buildings are shared by several departments. This type of arrangement requires a master planning approach that considers an average condition across the entire center as the planning norm, as opposed to specialized office buildings for single departments.

DEPARTMENTAL LOCATIONS

1. Judicial Branch
2. General Assembly
3. Department of Administration, Transportation, NRCD, Human Resources, Commerce, Revenue, Cultural Resources, Crime Control and Public Safety
4. Secretary of State
5. Auditor
6. Treasurer
7. Education
8. Justice (Attorney General)
9. Agriculture
10. Labor
11. Insurance
12. Boards and Commissions
13. Visitor facilities, Museums, State Library, Capitol





BUILDING DENSITY

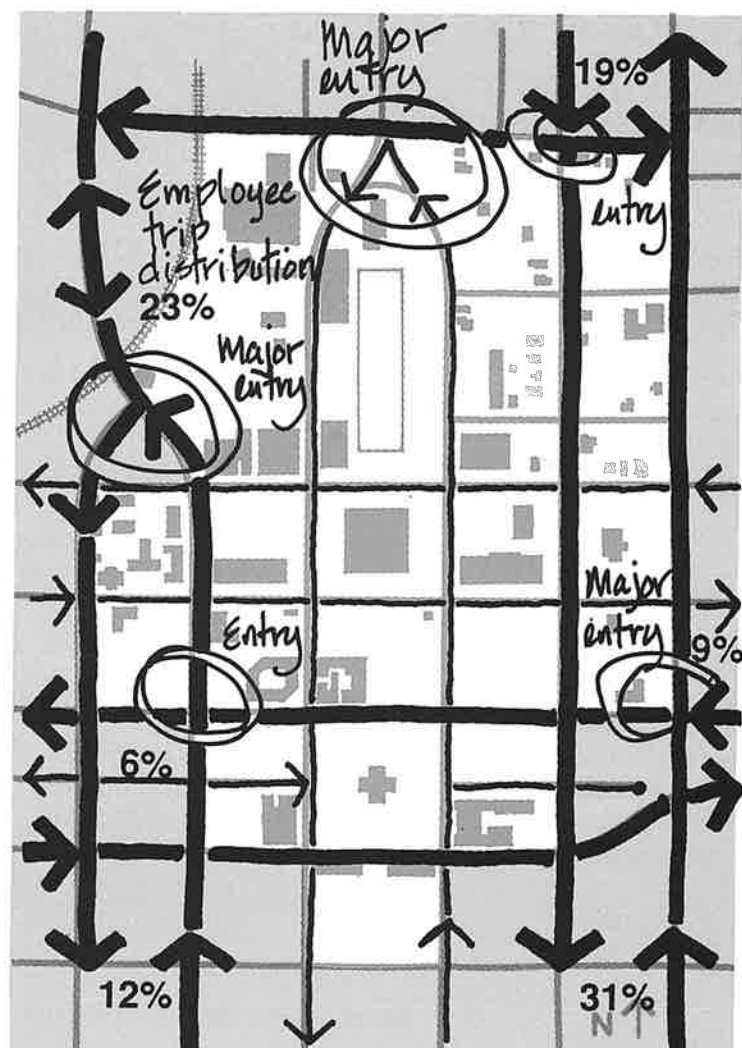
Building density is expressed by building area as a percentage of land area, or floor area ratio. The existing floor area ratios indicate the patterns and density of development within the Center and relate to street and utility capacities and to the established patterns of open space and building location. Blocks adjacent to Capitol Square are presently the only areas whose density exhibits a true urban character. The north-central and western portions of the Center currently have a relatively moderate density and are the prime locations for future large buildings. Available sites along the eastern edge are suitable for small, finely detailed buildings consistent with the existing low density of the historic districts.

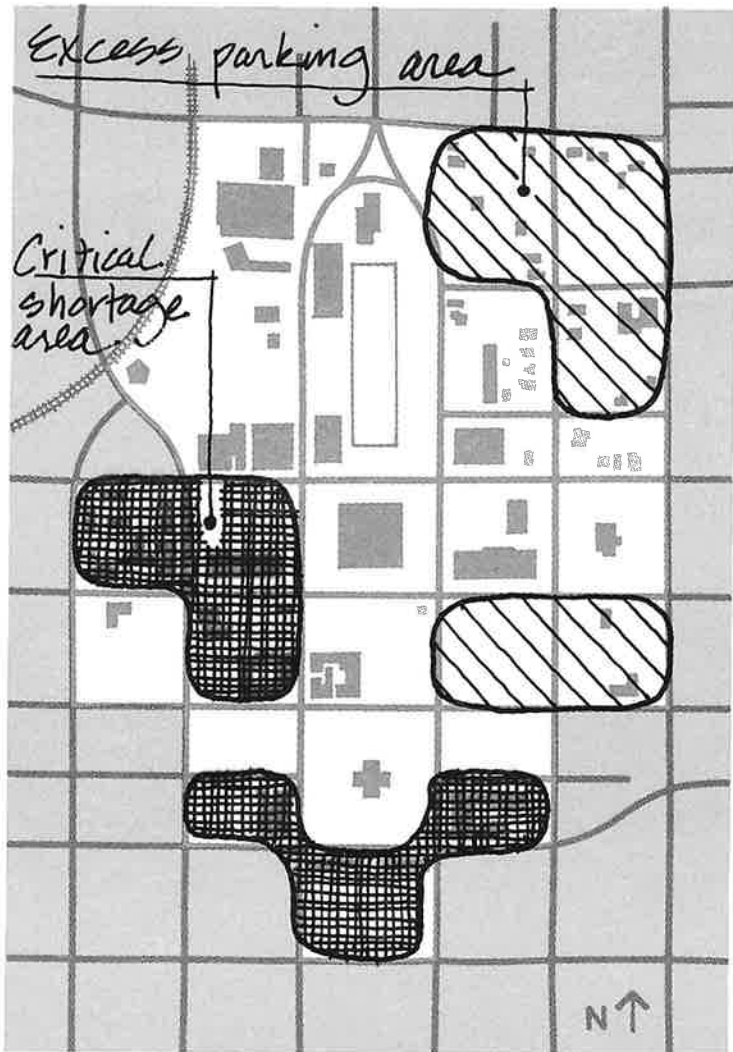
TRAFFIC

Traffic flow in and out of the State Government Center is serviced by city streets. A survey taken to determine employee travel-to-work patterns shows a predominance of access to the Center via the northern and southern traffic corridors. Continuous widenings and conversion to one way pairs have kept the streets efficient and adequate. Current traffic volumes in the Center along the major thoroughfare pairs range between 10,000 and 22,000 vehicles per day.

Entrances to the Center are presently inadequately defined. The Edenton Street approach from the east and Jones Street approach from the west are poorly expressed in terms of both traffic and land use. The northern entrance at the confluence of Salisbury and Wilmington Streets is better defined visually, but presents certain traffic flow problems.

Approaches to the Center will be improved with completion of the South Saunders Street and Hammond Road projects and the extension of Atlantic Avenue across North Boulevard providing an uninterrupted connection to the northern and southern suburbs.





PARKING

Parking is currently the most significant use of ground space in the Center. It consumes nearly 30 acres or 22.3 percent of the total land area. Buildings cover 21.6 percent and street rights-of-way another 13 acres or 13.6 percent of the total land area.

At present there are 6,678 parking spaces in the Center. Of these, 5,395 are in surface lots and decks owned by the state. Another 494 spaces are available in lots operated by private concessionaires and 789 are curb spaces on city streets within the Center. In the state owned lots and structures, 5,100 spaces are leased to state government employees and another 295 are set aside for visitor use. The curbside spaces are not assigned except during legislative sessions.

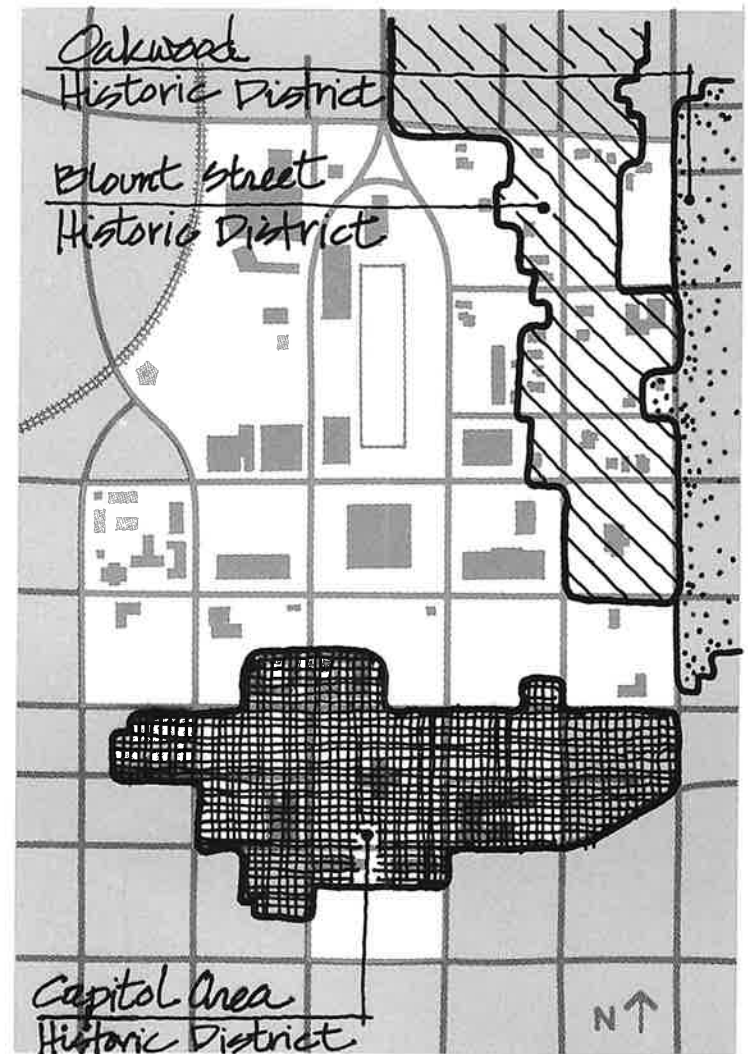
The number of employee spaces is adequate for the current demand. The major problem is the proximity of many spaces to the employees work location. State employee's use of private lots, curbside parking within the Center and in adjacent neighborhoods affirms the proximity problem. A survey of the departments also indicated a severe shortage of visitor spaces. Growing parking demands of the state government will need to be accommodated in state operated lots located within the State Government Center.

HISTORIC DISTRICTS

The State Government Center contains two historic districts and numerous structures of historic significance. Nearly forty percent of the complex is in historic districts listed in the National Register of Historic Places or designated by the City of Raleigh. The context and character of these districts contributes greatly to the Center's and the City's symbolic and cultural value.

The Capitol Square Historic District is composed of both residential and non-residential structures with the State Capitol Building as its centerpiece. The Blount Street Historic District is a transitional adaptive use area which links the Center with the privately-restored residential Oakwood Historic District.

Proposed uses in or adjacent to these districts will require careful planning and design to insure compatible development of appropriate scale and character. Renovation of certain structures, improvement of the sidewalks and streetscape within the districts and continued infill of historic buildings along Blount Street present a great opportunity to further enhance the cultural and aesthetic quality and the tourism potential of the State Government Center.



EXISTING CONDITIONS

a limiting factor for the Center for several decades. The historic character and residential scale of the area. District One is isolated from adjacent neighborhoods and is best suited for parking and District Four is in transition and can accommodate a higher intensity office use. Blount Street (District Three and Six) are suited to low-rise structures in scale with the a clearly defined visitor and ceremonial area near the Legislative-Capitol core. are poorly defined. well, but a two way corridor for east and westbound traffic could improve n and help unify the complex. y and Wilmington Streets at Peace Street decreases the efficiency of traffic further study is needed. ently within design capacities and are at an acceptable level of service. cy will, if continued, consume a disproportionate share of land parking to the work place is the primary parking problem. tly in serious deficit. serve as a major employee parking area. e Blount Street area (Districts Three and Six) are currently incompatible with the desired for the historic district. orientation and spatial definitions for the arriving visitor types throughout the Center. nships are generally poorly expressed. Center (Districts One and Four) needs to be redefined with major building programs. be maintained at a maximum of six stories to remain consistent with ps and to reinforce the prominence of existing landmark structures. wledge and integrate into the center the positive urban design elements in the downtown e Center is a valuable aesthetic and cultural resource for North Carolina. historic districts and numerous structures of historic significance. the Center's land area is in historic districts. ic District is a transitional area which links the Center with the privately restored storic District.

4

ORGANIZATION AND LOGIC OF THE PLAN

- GENERAL ASSUMPTIONS
- CONSTITUENT GROUPS
- FORMAT AND CRITERIA
- PLANNING CONCEPTS AND RECOMMENDATIONS

4

ORGANIZATION AND LOGIC OF THE PLAN

- GENERAL ASSUMPTIONS
- CONSTITUENT GROUPS
- FORMAT AND CRITERIA
- PLANNING CONCEPTS AND RECOMMENDATIONS

ORGANIZATION AND LOGIC OF THE PLAN

The master plan is based on projections of employee population growth and space needs for each of the branches and departments of state government. This assessment is matched with the capacity of the Center to accommodate new buildings and required parking, and to sustain adequate traffic flow. The Center's physical character is planned to respond to the needs of its various users.

GENERAL ASSUMPTIONS

In developing the plan, the following assumptions were necessary to create a framework for understanding how the Center can respond to future change.

1. The Center will continue to grow in the same manner that it has in the past. This assumption is based on the capacity of the utility and street system to accommodate additional employees and visitors with their additional demands on the service system. It was determined that the present road, sewer, water and communication systems are adequate for the expansion of the Center to its full capacity. This assumes that the overall physical character of development and the general building size and height will remain consistent. Intensity of use in terms of employee parking ratios will remain the same. Growth in employee population will be reflected in new building space determined by an optimal employee-to-building area ratio. This ratio is based on current utilization of space per employee plus additional floor space required to remedy any present overcrowded condition.
2. The Center will continue to be the symbolic and functional location for the three branches of state government. As such, it will remain as the primary center for the administration and physical expression of the Executive, Legislative, and Judicial branches.
3. The most appropriate expression for the physical character of the Center is to create a separate but complimentary campus setting as an integral part of Raleigh's central downtown area. Instead of creating an isolated and monumental character, the Center will best serve the community if it develops in concert with the neighborhoods and districts along its boundaries. This assumption places a high value on upgrading the physical quality and design of buildings, streetscapes, pedestrian pathways and open space.
4. All the land inside the statutory boundary of the State Government Center (Edenton Street, Person Street, Peace Street, the right-of-way line of the Seaboard Coastline Railway and North McDowell Street) will be acquired as it becomes necessary for use or management by state government.

CONSTITUENT GROUPS

The various constituent groups in and about the State Government Center express their needs in a variety of ways which increase the Center's complexity and importance. The groups are:

1. State government branches and departments with the constitutional authority to be accommodated in the State Government Center.

The Executive, Legislative and Judicial branches are the main operating and symbolic components of the State Government Center. Each branch deserves a separate architectural expression of its function. At present the old Capitol, Governor's Mansion and Legislative Buildings are excellent symbols characterizing those functions. With their distinctive, identifiable architecture and prominent setting and location, these buildings can best be described as "pavilions in a park." The Judiciaries' quarters, facing on Capitol Square, are of a different but equally distinctive style. Their classically detailed and proportioned facades give dignity to the square and are expressive of a coherent governmental complex.

2. State government employees, legislators, members of boards and commissions and others with government business, or those people exercising their right to petition.

Employees, legislators, appointees and petitioners inhabit and use the facilities on a day-to-day basis. Their primary associations are with the various departments, divisions and program offices. They require work space and work-related support facilities, adequate transportation and parking, amenities and an environment in and about the Center that is safe and sufficient for their needs. They have a vital role in the Center once planning goes beyond the symbolic and programmatic. It is the needs of the work force which should determine the rate and priorities of the implementation process.

3. Visitors who come to the Center for cultural, educational or entertainment purposes.

With the addition of two new museums and their associated programs, the Center will draw an increasing number of visitors during evening and weekend hours. At present, the parking and other public service facilities devoted to visitors is barely sufficient. Better accommodation of visitors will be needed with the continued growth of the Center as a cultural and tourist center within the political and administrative complex.

4. The City of Raleigh and its citizenry who are permanent hosts to the State Government Center and all its functions.

Raleigh and its citizens are involved in the affairs of the State Government Center in the same way that they are involved with all matters of planning and development within the city. The Center is akin to North Carolina State University and the other area colleges in that it is a permanent facility and a contributor to the life of the community. The managers of the Center, along with those of the City, have a mutual obligation to maintain and improve the Center as a symbol of Raleigh, as a place to work and as a place to visit.

D CRITERIA

precise set of data concerning the
and vacancy rates of each
ng located in the Center.
ed in two distinct formats.

des the basis for presenting data. It
rmined the study area used in this
oses of gathering and processing
the study area was expanded
atutory boundary to include all
ol Square and the peripheral
e properties. The data mapping
Center into twenty-four
d six numerical districts as
um below. Data acquired from the
Facility Management System and
mental space and parking needs was
ck and district system. This
e the future process of managing
ent of the Center by integrating the
ments with the land inventory, the
ratio requirements of the City of
rking and traffic data. This
ent System is presented in detail in
pendix.

he graphic plan which evolved
ings of the analysis phase. This
pressed needs of the various
available space and development
e development plan is portrayed
rking, traffic and urban design
ur as they are needed or desired.

n converting the data from the
nto the physical plan are as

parking areas removed from the
eplaced in kind so that no net
emolition or reassignment of

is to be increased by a factor of
resent shortage in the current
nventory.

parking is maintained at the
aces for each employee in the

gnated for sites on the periphery
sized in accordance with the
nding area of the City.

ut the Center are limited to a
k stories.

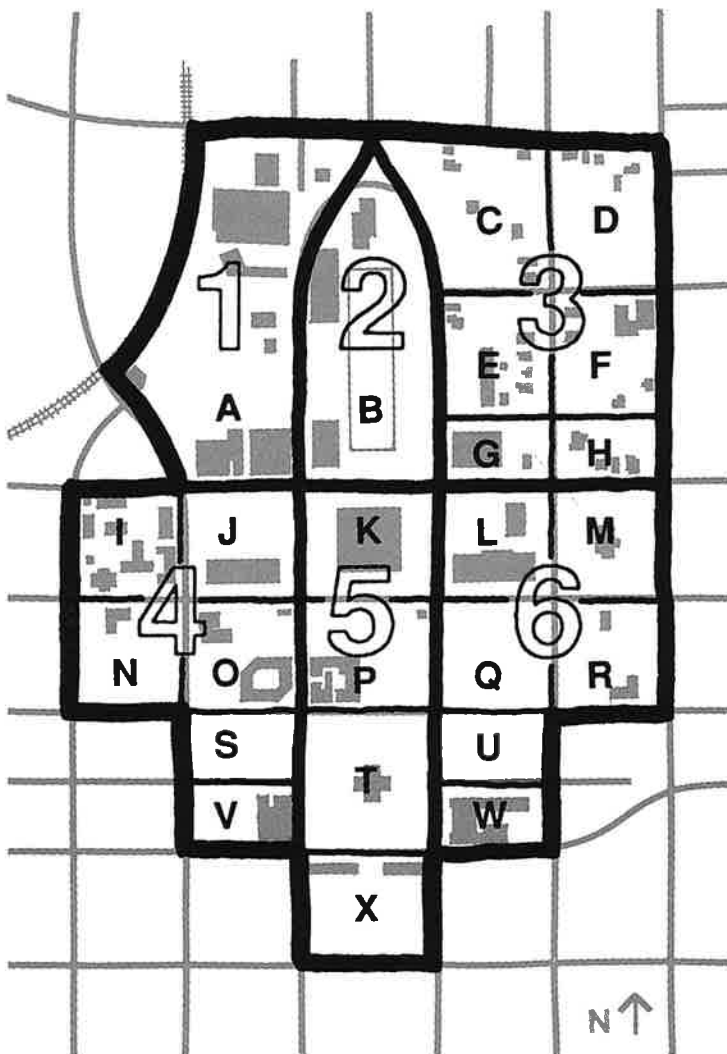
umental core of the Center around
ng Jones Street is to be enhanced
ially and visually recognizable

ity of the Blount Street area is to
cted. This requires an approach to
ide lower building densities,
e and appropriate open space to

8. A major public space is necessary to provide an arrival place and vantage point from which the entire government complex may be functionally and symbolically understood. It is to be a place for visitor orientation, and to be proximate to the Capitol, Legislative Building, a proposed ceremonial plaza and visitor center, museums and other cultural attractions.

The plan that is presented in this document provides a close fit between expected facility space needs, parking requirements, traffic flow, urban design and historic preservation considerations. New departmental facilities, visitor attractions, and a planned, cohesive system of plazas and open space will bring the Center as it is presently constituted and used, to its build-out capacity. Greater densities of employee population, a higher ratio of parking demands per employee or an unexpected increase in the total size of state government will require that the assumptions and logic of the plan be re-thought and a new plan with different response to the physical character of the Center be devised.

DATA MAPPING FORMAT

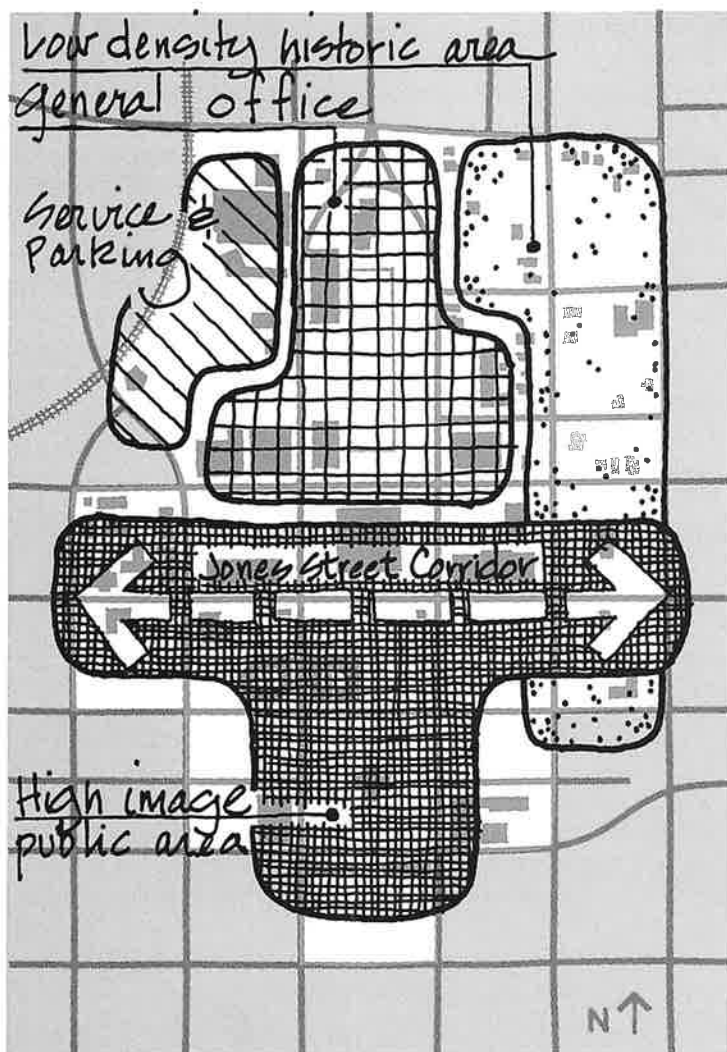


PLANNING CONCEPTS AND RECOMMENDATIONS

The master plan presented in this document is intended to establish a flexible framework and strategy for growth in the State Government Center. As such, it serves as a tool for making planning decisions and as a set of guidelines for direct development. The following concepts and recommendations are the result of the analysis of existing physical conditions in the Center matched with the projected needs of the governmental departments. These concepts are the essential conclusions derived from the planning process and form the basis of the master plan. The concepts and plan address full utilization of the Center's capacity for development and assume continuation of current policies for use of the Center's facilities. The plan depicts a fifty percent expansion of building space within the Center and will accommodate an increase of 3,815 employees to an expected total of 12,274 employees within fifteen to twenty-five years.

The plans which follow this section of the report are an illustrative expressions of the planning concepts and represent the potential character of the Center. Proposals are both action-oriented as well as broad and strategic, and most importantly, capable of adjustment. Building sites and approximate square footages have been established in accordance with specific urban design and open space objectives. However, building configurations are suggestive and only represent possible orientation. Although specific occupants of proposed new facilities have not been recommended, they will evolve as multi- or single department facilities as need dictates. Detailed descriptions of improvements are found in the proposals for each of the six planning districts. The 5-Year Plan depicts the physical response to immediate needs and provides priority building sites.

The implementation of different segments of the plan may be undertaken independently. The timing of the plan should remain flexible and open to continuous adjustment according to the needs which seem more urgent and the resources which are available. However, the concepts for land use, facility planning, urban design, historic preservation and traffic and parking improvements should remain as the primary objectives and source of direction for orderly growth in the State Government Center.



LAND USE

The proposed organization of the State Government Center is expressed by the character of its land use. Land use will be consolidated into four zones, each having a distinct functional identity.

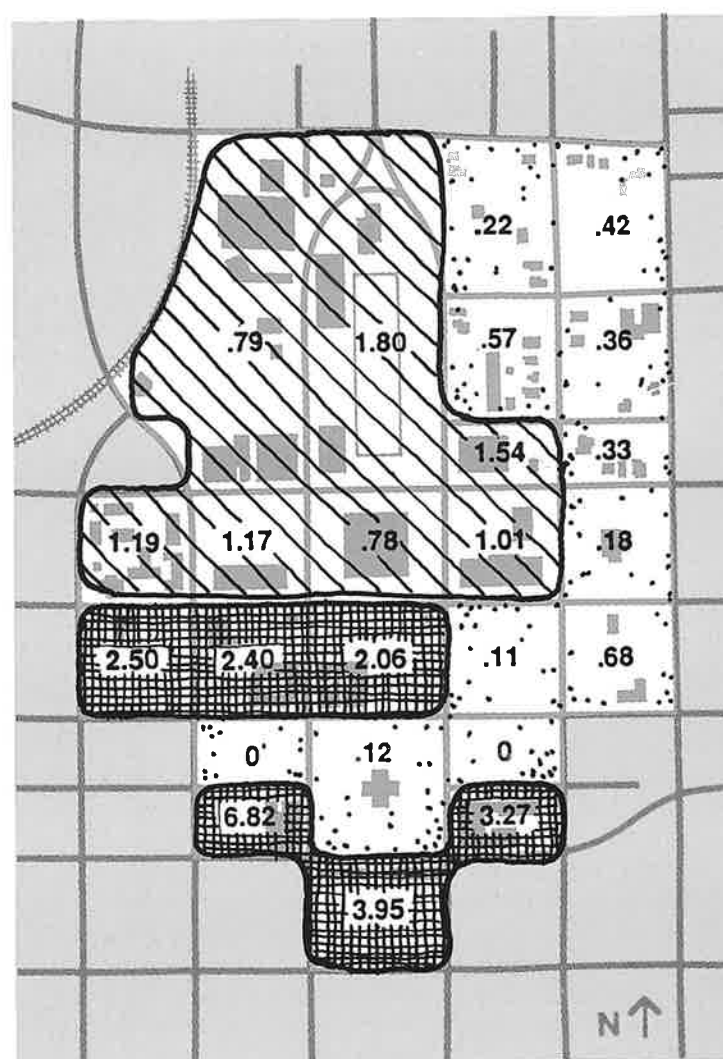
1. The Seaboard Area (District One) will be the service and maintenance district and also serve a main parking district.
2. The eastern sector (Districts Three and Six) will be a low density district accommodating the historic character of the Blount Street area. Small scale buildings will provide departmental office space and house offices of various boards and commissions.
3. The north central mall zone (District Two) will accommodate general office buildings complementary to existing mall structures.
4. The western sector (District Four) will continue to accommodate a higher density of general office space and parking.
5. Capitol Square, Legislative Square, and Jones Street (District Five) will become the ceremonial area. Buildings along Jones Street will reflect a high public image and include the museums and major departmental offices.

FACILITY PLANNING

Anticipated growth of state government programs and consequent building space needs, expanded cultural facilities and an integrated system of public plazas and open space will bring the Center to full utilization of its development sites. It is expected that the Center will reach its build-out capacity of 4,823,801 square feet of building space within fifteen to twenty-five years. The Center will accommodate:

1. Continued use of 2,246,889 square feet of existing building space.
2. Acquisition and use of 134,563 square feet of building space.
3. New construction totaling 1,664,280 square feet to be developed in fifteen office buildings and complexes and four cultural and visitor-oriented facilities.

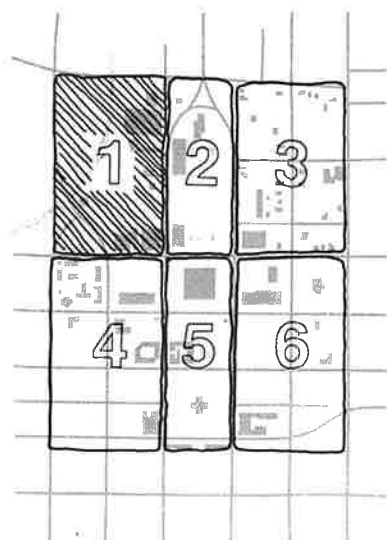
The proposed development intensity diagrammed in terms of floor area ratio illustrates the general direction of growth planned for the State Government Center. About 40 percent of proposed new construction is allocated to sites in the western portion of the Center. This is in accordance with the City of Raleigh's goal to provide a catalyst for rehabilitation efforts in that area of downtown and to protect the residential and historic character of the Center's eastern and northern boundary.



5 THE PLAN

- MASTER PLAN
- DISTRICT PROPOSALS
- 5 YEAR PLAN
- SUMMARY

DISTRICT 1 THE SEABOARD AREA



TOTAL LAND AREA	19.78 ac
Rights-of-way	1.78 ac
Existing state owned land area	17.50 ac
Acquisitions	.50 ac
Proposed state owned land area	18.00 ac

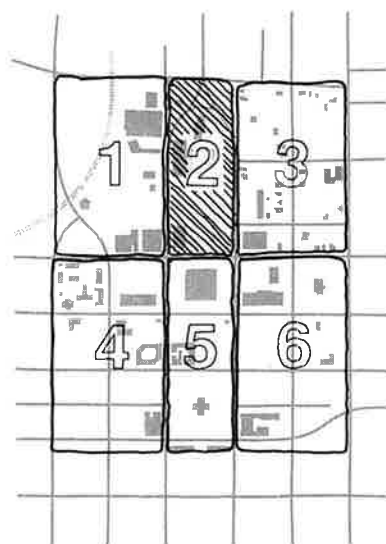
GROSS BUILDING AREA	
Existing state building area	330,344 sf
Demolitions	120,248 sf
Acquisitions	0 sf
New construction	410,500 sf
Proposed state building area	620,596 sf

NUMBER OF STATE OWNED BUILDINGS	
Existing total	9 buildings
Proposed total	7 buildings

FLOOR AREA RATIO	
Existing	.43 FAR
Proposed	.79 FAR

PARKING	
Existing right of way	26 spaces
Existing surface	277 spaces
Existing deck	952 spaces
Total existing spaces	1255 spaces
Proposed right of way	26 spaces
Proposed surface	50 spaces
Proposed deck	2852 spaces
Total proposed spaces	2928 spaces

DISTRICT 2 THE MALL



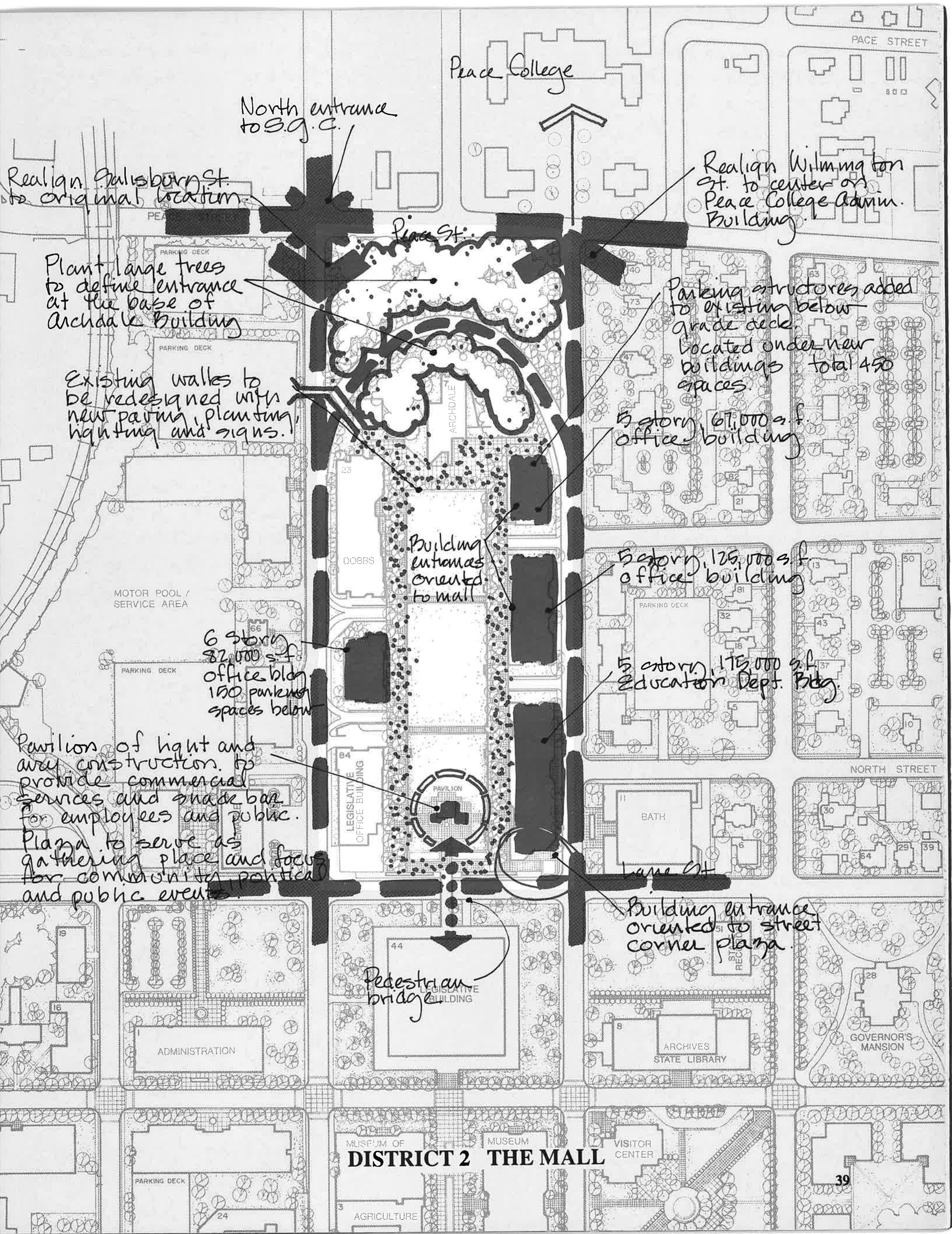
TOTAL LAND AREA	14.61 ac
Rights-of-way	.93 ac
Existing state owned land area	13.68 ac
Acquisitions	0 ac
Proposed state owned land area	13.68 ac

GROSS BUILDING AREA	
Existing state building area	617,338 sf
Demolitions	0 sf
Acquisitions	0 sf
New construction	455,000 sf
Proposed state building area	1,072,338 sf

NUMBER OF STATE OWNED BUILDINGS	
Existing total	3 buildings
Proposed total	8 buildings

FLOOR AREA RATIO	
Existing	1.04 FAR
Proposed	1.80 FAR

PARKING	
Existing right-of-way	22 spaces
Existing surface	0 spaces
Existing deck	1047 spaces
Total existing spaces	1069 spaces
Proposed rights-of-way	22 spaces
Proposed surface	0 spaces
Proposed deck	1647 spaces
Total proposed spaces	1669 spaces



Peace College

North entrance to S.G.C.

Realign Salisbury St. to original location

Realign Wilmington St. to center on Peace College Admin. Building

Plant large trees to define entrance at the base of Archdale Building

Existing walks to be redesigned with new paving, planting, lighting and signs.

Parking structures added to existing below grade deck located under new buildings total 450 spaces

5 story, 67,000 s.f. office building

Building entrances oriented to mall

5 story, 125,000 s.f. office building

6 story 82,000 s.f. office bldg 150 parking spaces below

5 story, 175,000 s.f. Education Dept. Bldg.

Pavilion of light and airy construction to provide commercial services and shade bar for employees and public.

Plans to serve as gathering place and focus for community, political and public events.

Building entrance oriented to street corner plaza

Pedestrian bridge

DISTRICT 2 THE MALL

PACE STREET

Peace St.

ARCHDALE

DOBBS

MOTOR POOL / SERVICE AREA

LEGISLATIVE OFFICE BUILDING

PAVILION

BATH

Lane St

NORTH STREET

ADMINISTRATION

44

LEGISLATIVE BUILDING

ARCHIVES STATE LIBRARY

GOVERNOR'S MANSION

MUSEUM OF AGRICULTURE MUSEUM

VISITOR CENTER

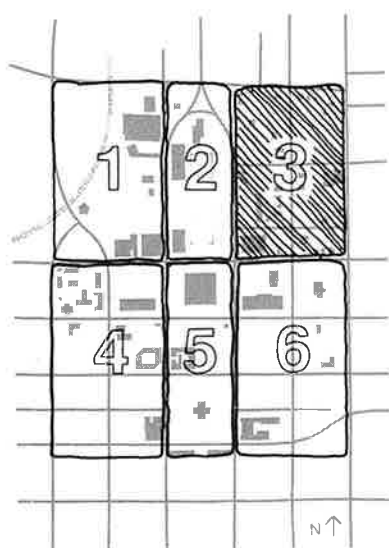
39

PARKING DECK

24

AGRICULTURE

DISTRICT 3 BLOUNT STREET HISTORIC AREA



TOTAL LAND AREA	28.71 ac
Rights-of-way	2.75 ac
Existing state owned land area	23.30 ac
Acquisitions	2.66 ac
Proposed state owned land area	25.96 ac

GROSS BUILDING AREA	
Existing state building area	306,528 sf
Demolitions	20,507 sf
Acquisitions	39,419 sf
New construction	191,400 sf
Proposed state building area	519,890 sf

NUMBER OF STATE OWNED BUILDINGS	
Existing total	35 buildings
Proposed total	55 buildings

FLOOR AREA RATIO	
Existing	.30 FAR
Proposed	.46 FAR

PARKING	
Existing rights-of-way	292 spaces
Existing surface	1,063 spaces
Existing deck	0 spaces
Total existing spaces	1,355 spaces

Proposed rights-of -way	292 spaces
Proposed surface	581 spaces
Proposed deck	500 spaces
Total proposed spaces	1,373 spaces

Blount Street requires special streetscape improvements. Coordinate with City for extended improvements to Mordecai & Moore square.

Motor pool to be relocated to Seaboard area and replaced with 7,000 s.f. office complex. Architecture to be consistent with Oakwood Historic District.

Redesign open space at intersection

North entry to Center

Peace St

BOUNDARY STREET

Wilmington realignment to improve traffic & vista to Peace College.

Oakwood Historic District

18,400 s.f. complex of historic office buildings to be compatible with in scale and character with district. Parking to be in block interior.

Mid Block Parking

Morphey School Bldg. to be renovated as an employee service center.

500 sq ft level parking deck to be sited for minimal visual intrusion.

Mid block parking consolidated and screened from street

Henry Clay Oak

Special site requires house with distinctive character

81,000 s.f. complex of historic office buildings to provide transition in scale from Mall buildings.

Relocate appropriate historic structures to vacant lots along Blount Street.

Person Street requires joint state and city project to improve streetscape

LEGISLATIVE BUILDING

BATH

ARCHIVES STATE LIBRARY

GOVERNOR'S MANSION

LANE STREET

JONES STREET

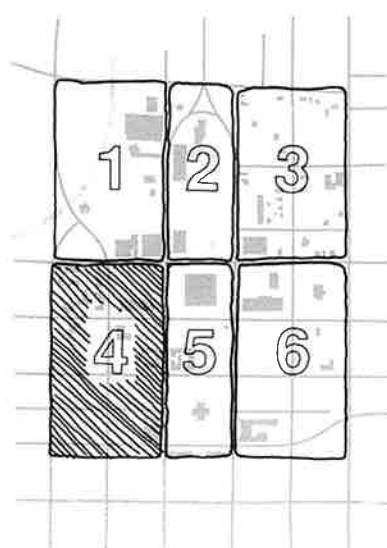
DISTRICT 3 BLOUNT STREET HISTORIC AREA

MUSEUM OF NATURAL HISTORY

MUSEUM OF HISTORY

VISITOR CENTER

DISTRICT 4 THE ADMINISTRATIVE CENTER



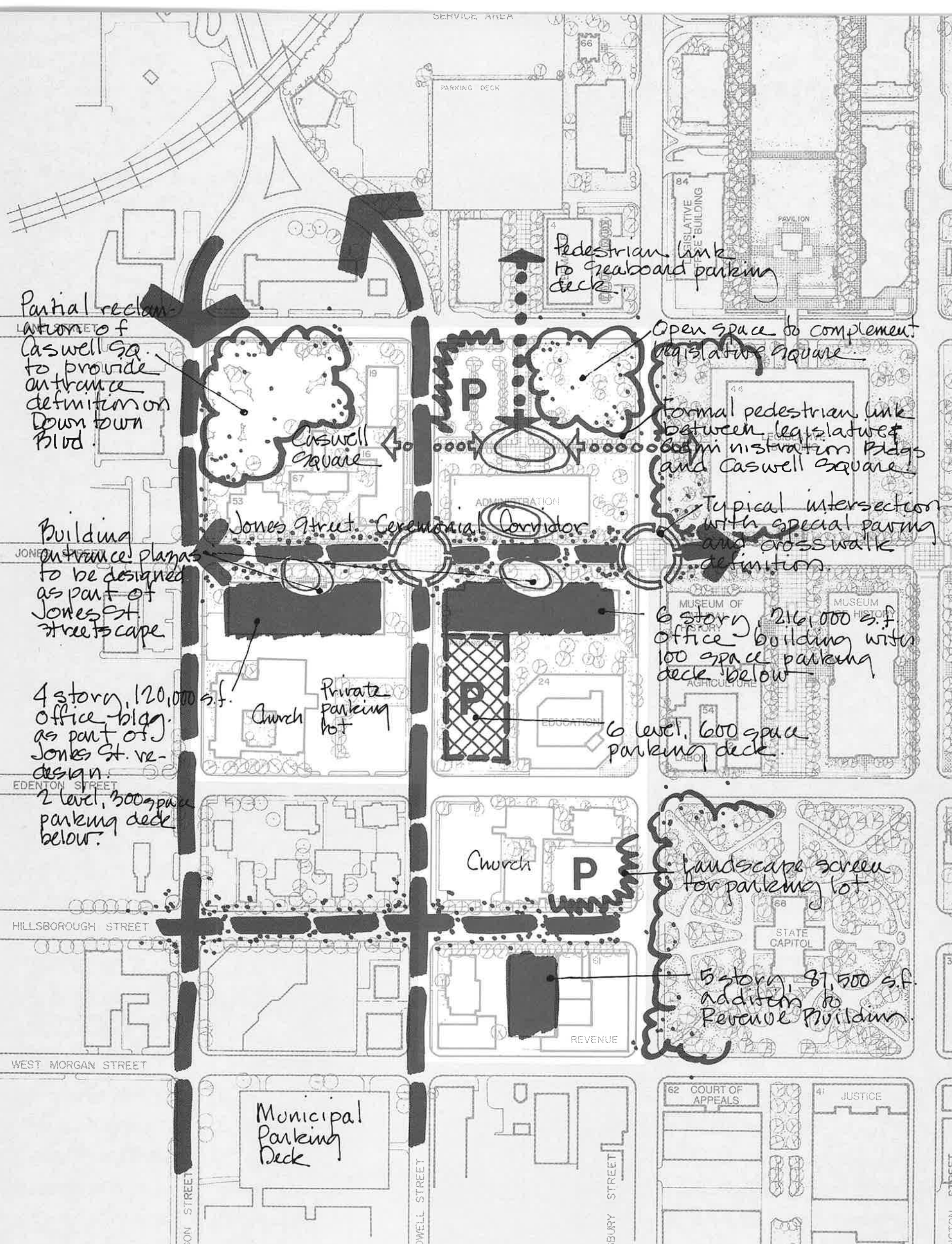
TOTAL LAND AREA	22.80 ac
Rights-of-way	2.78 ac
Land to remain private	5.57 ac
Existing state owned land area	13.26 ac
Acquisitions	1.19 ac
Proposed state owned land area	14.45 ac

GROSS BUILDING AREA	
Existing state building area	866,132 sf
Demolitions	109,464 sf
Acquisitions	3,050 sf
New construction	452,000 sf
Proposed state building area	1,208,668 sf

NUMBER OF STATE OWNED BUILDING	
Existing total	16 buildings
Proposed total	9 buildings

FLOOR AREA RATIO	
Existing	1.50 FAR
Proposed	1.92 FAR

PARKING	
Existing rights- of-way	100 spaces
Existing surface	1,156 spaces
Existing deck	0 spaces
Total existing spaces	1,256 spaces
Proposed rights- of- way	74 spaces
Proposed surface	529 spaces
Proposed deck	1,000 spaces
Total proposed spaces	1,603 spaces



Partial reclamation of Caswell Sq. to provide an entrance definition on Down town Blvd.

Building entrance plazas to be designed as part of Jones St. streetscape

4 story, 120,000 s.f. office bldg. as part of Jones St. re-design.
2 level, 300 space parking deck below.

Caswell Square

Jones Street Ceremonial Corridor

Church

Private parking lot

Church

landscape screen for parking lot.

5 story, 87,500 s.f. addition to Revenue Building.

Municipal Parking Deck

Pedestrian link to Seaboard parking deck.

Open space to complement legislative square.

Formal pedestrian link between legislative & Administration Bldgs and Caswell Square.

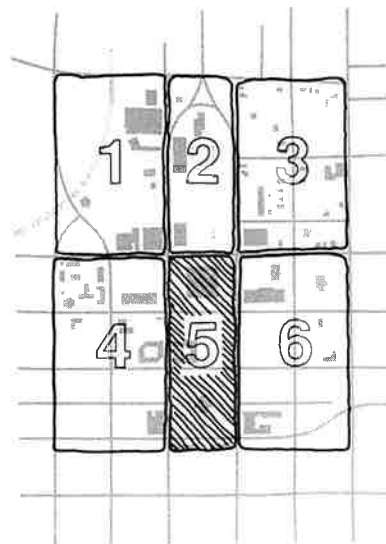
Typical intersection with special paving and crosswalk definition.

6 story, 216,000 s.f. office building with 100 space parking deck below.

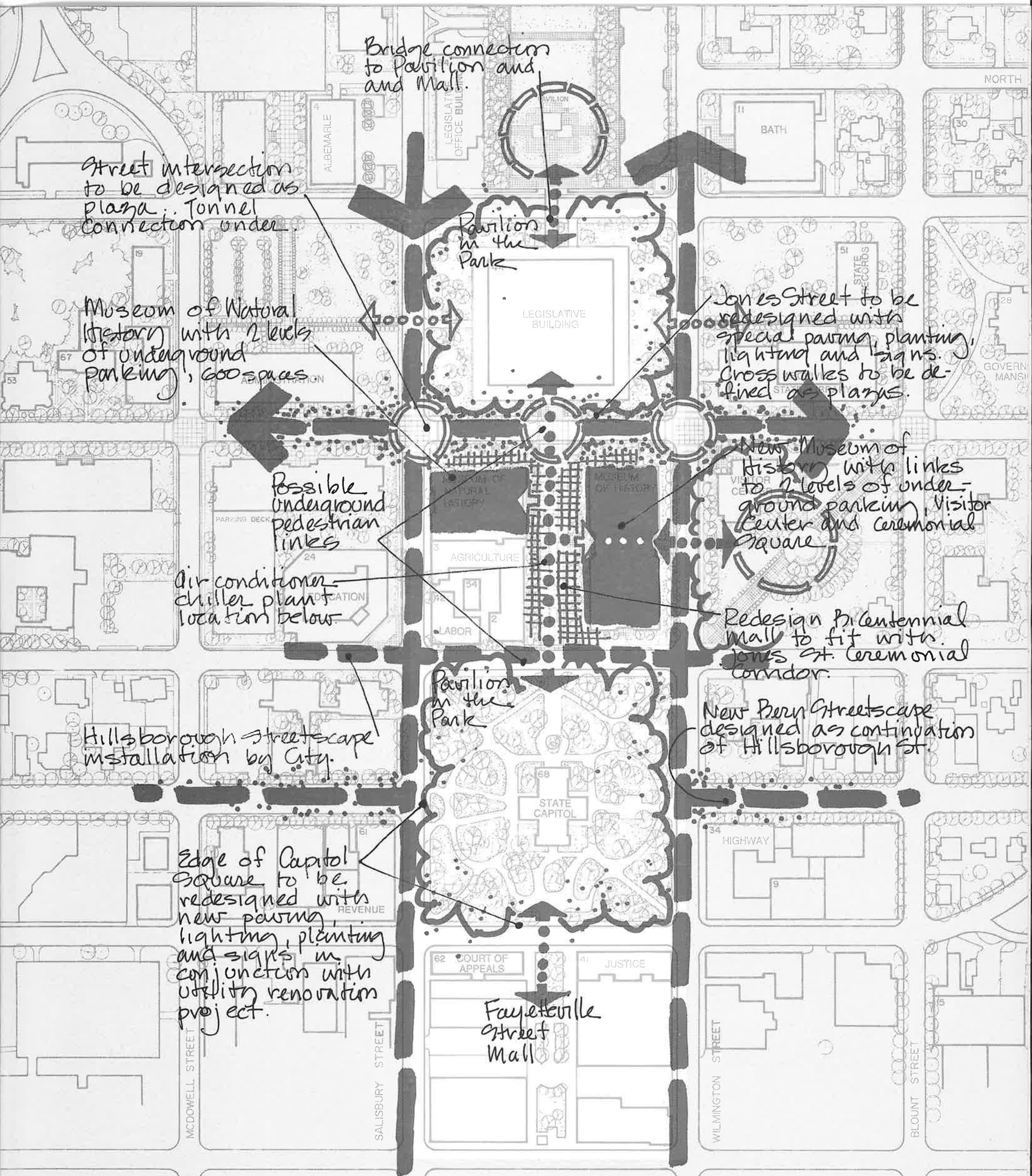
6 level, 600 space parking deck.

DISTRICT 4 THE ADMINISTRATIVE CENTER

DISTRICT 5 THE LEGISLATIVE/CAPITOL CORE

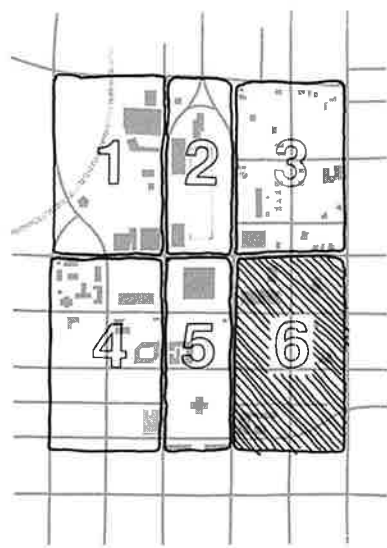


TOTAL LAND AREA	23.25 ac
Rights-of-way	2.20 ac
Land to remain private	4.10 ac
Existing state owned land area	16.75 ac
Acquisitions	.2 ac
Proposed state owned land area	16.95 ac
 GROSS BUILDING AREA	
Existing state building area	519,664 sf
Demolitions	2,000 sf
Acquisitions	42,475 sf
New construction	253,500 sf
Proposed state building area	813,639 sf
 NUMBER OF STATE OWNED BUILDINGS	
Existing total	9 buildings
Proposed total	11 buildings
 FLOOR AREA RATIO	
Existing	.71 FAR
Proposed	1.09 FAR
 PARKING	
Existing rights-of-way	142 spaces
Existing surface	441 spaces
Existing deck	0 spaces
Total existing spaces	583 spaces
 Proposed rights-of-way	106 spaces
Proposed surface	207 spaces
Proposed deck	600 spaces
Total proposed spaces	913 spaces



DISTRICT 5 THE LEGISLATIVE/CAPITOL CORE

DISTRICT 6 THE CEREMONIAL CENTER



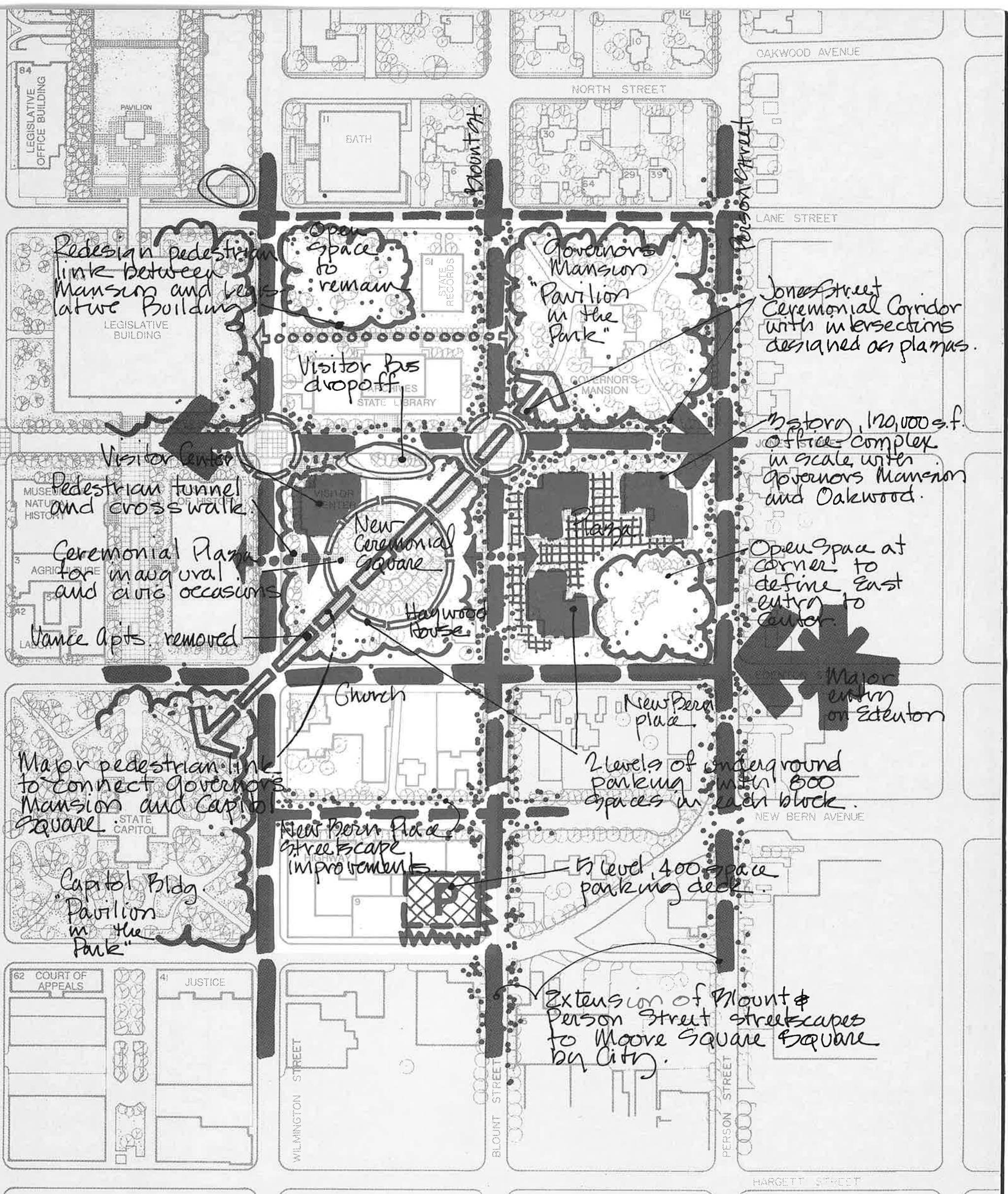
TOTAL LAND AREA	23.88 ac
Rights-of-way	2.70 ac
Land to remain private	2.02 ac
Existing state owned land area	18.61 ac
Acquisitions	.55 ac
Proposed state owned land area	19.16 ac

GROSS BUILDING AREA	
Existing state building area	519,515 sf
Demolitions	43,071 sf
Acquisitions	49,619 sf
New construction	0 sf
Proposed state building area	134,375 sf

NUMBER OF STATE OWNED BUILDINGS	
Existing total	7 buildings
Proposed total	10 buildings

FLOOR AREA RATIO	
Existing	.64 FAR
Proposed	.79 FAR

PARKING	
Existing rights-of-way	207 spaces
Existing surface	914 spaces
Existing deck	39 spaces
Total existing spaces	1,160 spaces
Proposed rights-of-way	189 spaces
Proposed surface	16 spaces
Proposed deck	2,039 spaces
Total proposed spaces	2,244 spaces



Redesign pedestrian link between Mansion and Legislative Building

Open space to remain

Governors Mansion "Pavilion in the Park"

Jones Street Ceremonial Corridor with intersections designed as plazas.

Visitor Bus dropoff

Historic 120,000 s.f. office complex in scale with Governors Mansion and Oakwood.

Visitor Center Pedestrian tunnel and crosswalk

Ceremonial Plaza for inaugural and civic occasions

New Ceremonial Square

Open space at corner to define East entry to Center.

Vance Apts removed

Haywood House

Major entry on Edenton

Church

New Bern place

Major pedestrian link to connect Governors Mansion and Capitol Square

2 levels of underground parking with 800 spaces in each block.

Capitol Bldg. "Pavilion in the Park"

New Bern place streetscape improvements

5 level, 400 space parking deck

Extension of Blount & Person Street streetscapes to Moore Square Square by City.

DISTRICT 6 THE CEREMONIAL CENTER

5 - YEAR PLAN

NEW BUILDINGS

Jones Street office building	216,000 s.f.
Mall office building	175,000 s.f.
Physical Plant building	27,500 s.f.
Visitor Center	14,375 s.f.
Museum of History	157,500 s.f.
Museum of Natural History addition	96,000 s.f.
Mall Pavilion	5,000 s.f.

RENOVATION

Revenue Building, Education, Labor, Caswell Building, Old Museum of Art, Seaboard Building, Murphey School, Olivia Rainey Library, Plaza Apartments (short-term use)	646,660 total s.f.
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NEW PARKING FACILITIES

2 Employee decks	1800 spaces
1 Employee lot	150 spaces
2 Visitor/employee decks	1400 spaces
1 Visitor bus lot	50 spaces
Motor Pool relocation to Seaboard Area	2 acres

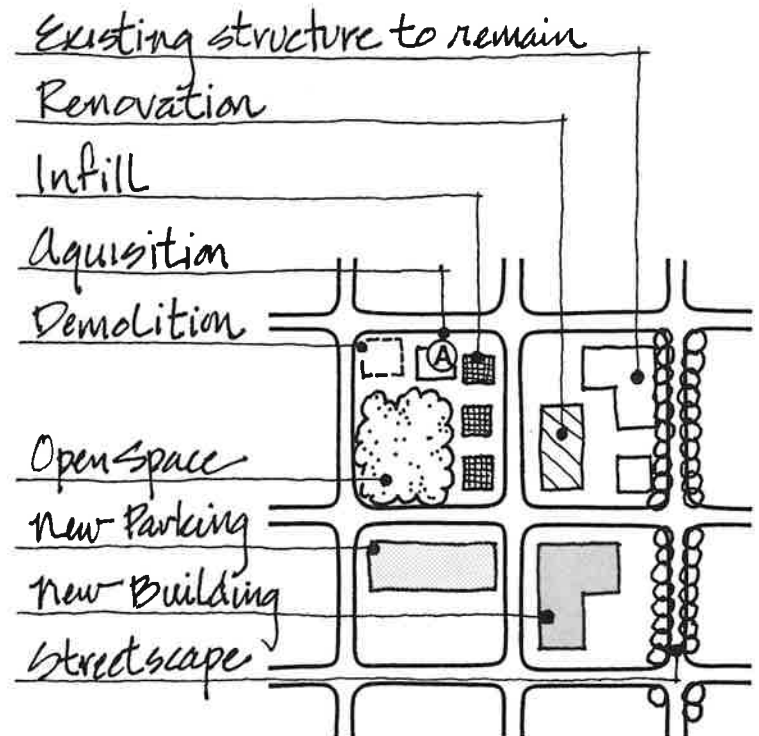
TRAFFIC IMPROVEMENTS

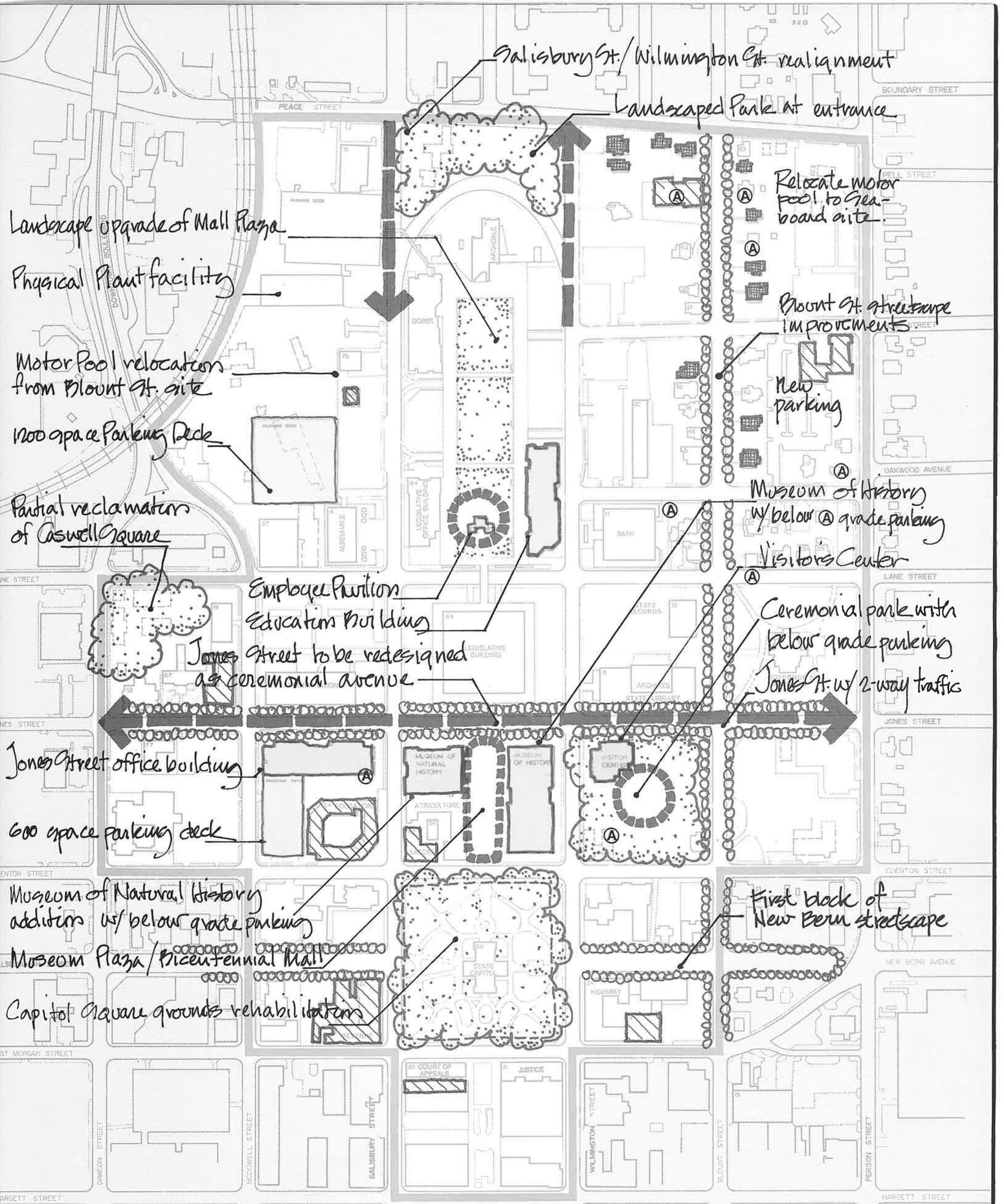
- * Jones Street conversion to two-way avenue
- * Salisbury and Wilmington Streets realignment

URBAN DESIGN PROJECTS

- * Landscaped park at Peace Street entrance
- * Ceremonial park and plaza linking Governor's Mansion and State Capitol
- * Bicentennial Mall/museum plaza
- * Capitol Square sidewalk and landscape refurbishment
- * Partial reclamation of Caswell Square to open space
- * Jones Street streetscape improvements as ceremonial avenue
- * Blount Street streetscape improvements and historic district infill program
- * First block of New Bern Avenue streetscape improvements
- * Upgrade of office mall landscaping

LEGEND





Salisbury St./Wilmington St. realignment

Landscaped Park at entrance

Landscape upgrade of Mall Plaza

Physical Plant facility

Motor Pool relocation from Blount St. site

1200 space Parking Deck

Partial reclamation of Caswell Square

Employee Pavilion
Education Building

Jones Street to be redesigned as ceremonial avenue

Jones Street office building

600 space parking deck

Museum of Natural History addition w/ below grade parking

Museum Plaza/Bicentennial Mall

Capitol Square grounds rehabilitation

Relocate motor pool to Greenboard site

Blount St. streetscape improvements

New parking

Museum of History w/ below grade parking

Visitors Center

Ceremonial park with below grade parking

Jones St. w/ 2-way traffic

First block of New Bern streetscape

5-YEAR PLAN

SUMMARY

The Master Plan presented in this report is a continuation of the efforts begun in 1792 with the William Christmas plan for Raleigh and the North Carolina State Capital. Each change and addition to the State Government Center has been predicated on the street and land layout begun at that time. Recent concerns with urban quality and people-oriented facilities are accounted for in this plan in equal measure with the practical and functional necessity to accommodate growth and change in the Center.

Projected increases in employee population have been converted to building space needs and parking requirements in accordance with the traditional style and historic character of downtown Raleigh. The plan delineates the Center's "build-out" capacity of full utilization of its land base and building resource. There is no precise time limit for implementation. Estimates from the operating departments indicate this will take place in fifteen to twenty-five years. Projects are defined in a way that can relate specific building, parking and urban design needs to specific sites. The plan recommends building volumes, parking area sizes, and street and pedestrian area improvements.

Continuing studies of the satellite campuses and more detailed analysis and recommendations for the urban design elements of the Center are necessary in the near future so that any momentum gained from this planning effort is maintained.

In its broadest sense, the master plan continues a tradition that will maintain the State Government Center as a fitting symbol of government by and for the citizens of North Carolina.

CREDITS

The following firms and individuals contributed to the master plan:

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Analysis

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J. Myrick Howard - Historic Preservation
Analysis