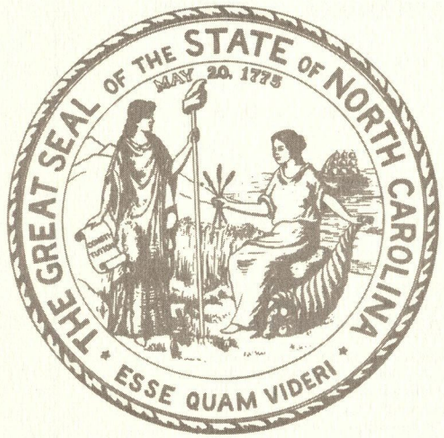
NORTH CAROLINA STATE CAPITAL PLAN

ADOPTED BY THE STATE CAPITAL PLANNING COMMISSION

1965

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1965

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STATE CAPITAL PLANNING COMMISSION
HERITAGE SQUARE COMMISSION

POST OFFICE BOX 1239 RALEIGH, N. C. 27601

April 15, 1965

The Honorable Dan K. Moore
Governor of North Carolina
Raleigh, North Carolina

Dear Governor Moore:

Pursuant to the provisions of Chapter 129, Article 5, of the General Statutes of North Carolina, I herewith submit to you, and through you to the General Assembly of North Carolina, the report of the State Capital Planning Commission.

The history of this commission spans several administrations. Long before the establishment in 1958 of the Commission on Reorganization of the State Government, the need was recognized to develop sound long-range plans for facilities to house our State government. However, growing out of the Commission on Reorganization's work was a recommendation that a State Capital Planning Commission be established by the General Assembly to formulate and recommend to the Governor and the General Assembly a long-range capital improvement policy and program for State administrative needs in Raleigh. That Commission also recommended that a Heritage Square Commission be established to plan and develop Heritage Square, a museum and library center in the Capital City.

As a result of these recommendations, the General Assembly authorized the appointment of two commissions to accomplish these ends. Governor Terry Sanford appointed members to these commissions in 1962 and, recognizing the inseparable nature of their activities, appointed identical membership to each commission in order to make possible the coordination that would be essential. The Heritage Square Commission has planned and is developing Heritage Square. This is the report of the State Capital Planning Commission, which is advisory only.

The Commission realized that it would take time to resolve all of the problems that faced it and the State. As a first step it set out to develop a long-range plan and program for the development of the State Capital.

This report is the result of two years' work by the Commission and its consultants. We are confident that it provides the State with an unparalleled opportunity to develop a magnificent State Capital in keeping with our heritage. We hope that you and the citizens of the State will give the recommendations which follow your deepest consideration and support.

The Commission would like to express its appreciation to the City of Raleigh, the many city and State officials, and many other private individuals who have given their cooperation and assistance in the development and preparation of this plan.

Respectfully submitted,

STATE CAPITAL PLANNING COMMISSION

O. Arthur Kirkman

O. Arthur Kirkman, Chairman

OAK:ahl

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SUMMARY

DIGNITY AND PRESTIGE

BEAUTY OF APPEARANCE

EFFICIENCY OF OPERATION

VITALITY FOR THE PRESENT

FLEXIBILITY FOR THE FUTURE

..... GOALS FOR THE STATE'S CAPITAL

IN RECOGNITION OF THE FACT THAT THE STATE GOVERNMENT WILL CONTINUE TO GROW, THIS REPORT PROVIDES GUIDELINES FOR ORDERLY GROWTH AND DEVELOPMENT OF THE FACILITIES THAT WILL BE NECESSARY TO HOUSE STATE GOVERNMENT IN THE FUTURE.

As North Carolina grows in population and complexity, the machinery of State government must necessarily grow with it. Estimates by State agency heads and analyses of past trends point to a continuation of the growth patterns which have been evolving over the past 35 years. In 1963 there were 5,600 State government employees in Raleigh, exclusive of institutions and local field offices; by 1980 this figure will be approximately 10,700, and almost 16,000 by the year 2000. In terms of floor space there are now approximately 1,500,000 square feet devoted to State agencies in Raleigh. By 1980 approximately 3,200,000 square feet will be required to house these agencies adequately and 4,500,000 square feet will be necessary by the year 2000.

THE CENTER OF STATE GOVERNMENT ACTIVITY WILL REMAIN IN DOWNTOWN RALEIGH.

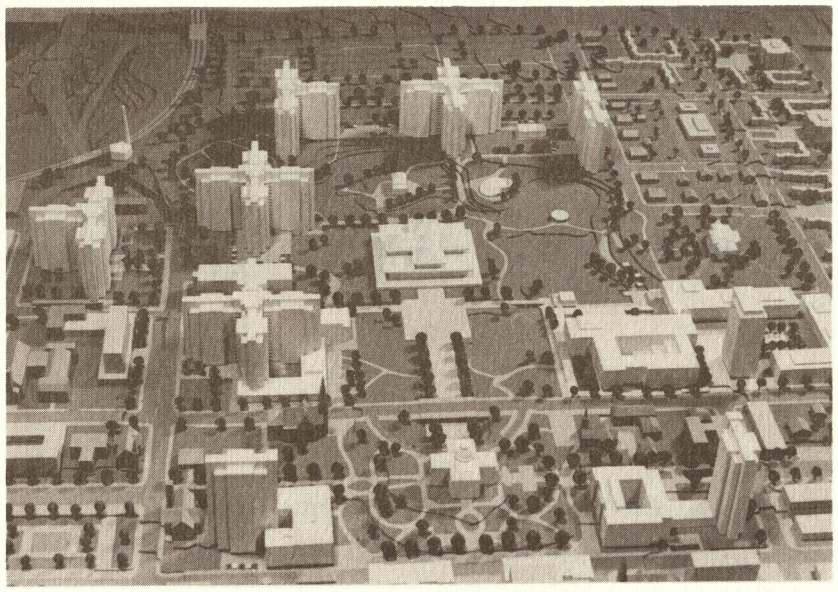
Nearly two centuries of North Carolina history and tradition are rooted in the downtown area, and by remaining in this location the State can draw from its rich heritage as well as utilize fully its sizable investment in buildings around Capitol Square. State government can function most effectively in a compactly organized complex of buildings which facilitates communication between agencies and is convenient to the public. The relationship to downtown facilities offers advantages not found in other parts of the city.

A STATE CAPITAL CENTER SHOULD BE ESTABLISHED TO CONTAIN PRESENT AND FUTURE STATE BUILDINGS.

The construction of the State Legislative Building in 1962 has created an opportunity for a completely new concept of the capital of the State of North Carolina. Located north of Capitol Square, it has opened for development as part of the State Capital complex a large area which would extend from Morgan Street to Peace Street, from McDowell Street to Blount Street, and include the Mansion Park block and Burke and Caswell squares. It is proposed that except for certain buildings which are designated to be retained for State use or remain in private ownership, the site would be cleared and landscaped. This area, which contains 157.7 acres, and is large enough to accommodate long-range needs, will provide an adequate and suitable setting for present and future State government buildings.

LAND PROPOSED FOR THE STATE CAPITAL CENTER, EXCEPT FOR LAND NOT DESIGNATED FOR STATE USE, SHOULD BE ACQUIRED AS RAPIDLY AS POSSIBLE.

Unless checked, commercial development will undoubtedly take place very rapidly in the blocks around the State Legislative Building. Timely action now in land acquisition can result in considerable savings to the State. Acquisition of the entire site should begin immediately, and be completed within the next six years.

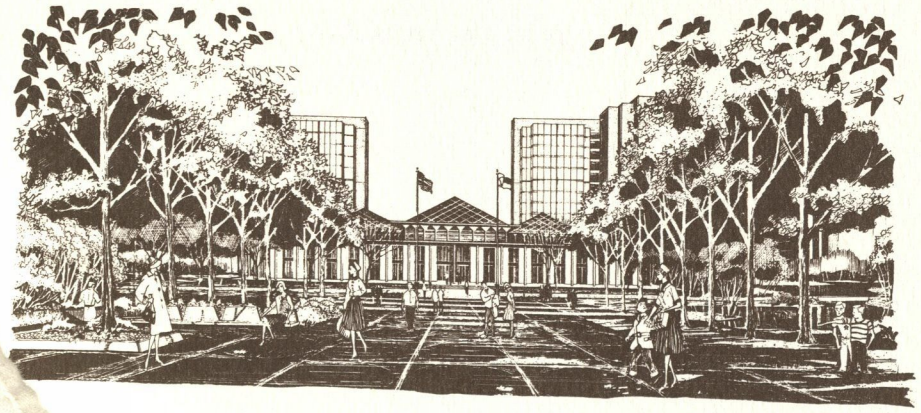


PLAN MAP ON PAGE 40

LAND FORMING THE STATE CAPITAL CENTER GROUNDS, AS IT IS ACQUIRED, SHOULD BE ATTRACTIVELY LANDSCAPED TO FORM A SETTING WORTHY OF THE CAPITAL OF NORTH CAROLINA.

Within a few years an environment can be established at this location within which the facilities of the State government can expand for decades to come. The plan for the State Capital shows, with the exception of Edenton Street, the site closed to through vehicular traffic. As it is developed, vehicular access can be provided to the site by a system of tunnels leading to underground parking structures beneath State buildings. State offices would be contained in compactly organized building clusters, which would permit both a parklike environment and easy pedestrian communication. The space between the buildings would be attractively landscaped. Walkways would





thread through the area, connecting its various elements. The Capitol, the State Legislative Building, and the Governor's Mansion would remain as focal points in spacious settings. The Capitol grounds would remain virtually unchanged. In the area around Capitol Square, the Library, the Justice, Revenue, and Highway Buildings, and the churches would be retained. A broad esplanade would lead northward from the Capitol, terminating at a large ceremonial plaza in front of the State Legislative Building. The surrounding landscape would be enriched with flowering plants and trees, fountains, statuary, and other objects of beauty. Lakes would provide broad vistas across the Capital Center and guard against future encroachment on open space. Buildings of historical interest within the area would be preserved and some converted to new uses.

THE PLAN FOR THE STATE CAPITAL CENTER CALLS FOR EFFICIENCY OF OPERATION AS WELL AS BEAUTY AND DIGNITY.

As the technology of our society advances the machinery of State government will depend on more efficient organization and improved communications. This, of course, must be recognized in any design for State government facilities. In the plan State agencies will be grouped according to the pattern of functional relationships which exists among them. Their locations are determined according to their operational communication with other agencies, convenience to the public, need for flexibility and future expansion, and requirements for outside services.

The plan shows State offices in clusters of vertical structures which form a crescent to the north and west of the State Legislative Building. These structures are connected with underground communication systems and arranged so that they may be expanded from one to four units, allowing agencies to grow in their permanent locations as new space is needed. Other clusters may also be added and connected to existing clusters. Buildings indicated on the plan reflect projected space requirements through the year 2000.

Service tunnels connecting State buildings would contain conveyances for mail, supplies, and passengers. The tunnels would form a ring connecting various elements of the center and the central business district, with spurs to building groups not located directly on the ring. A miniature vehicular transit system, such as those currently used in some downtown areas, or a system of moving belts could facilitate travel within the capital complex and to the central business district.

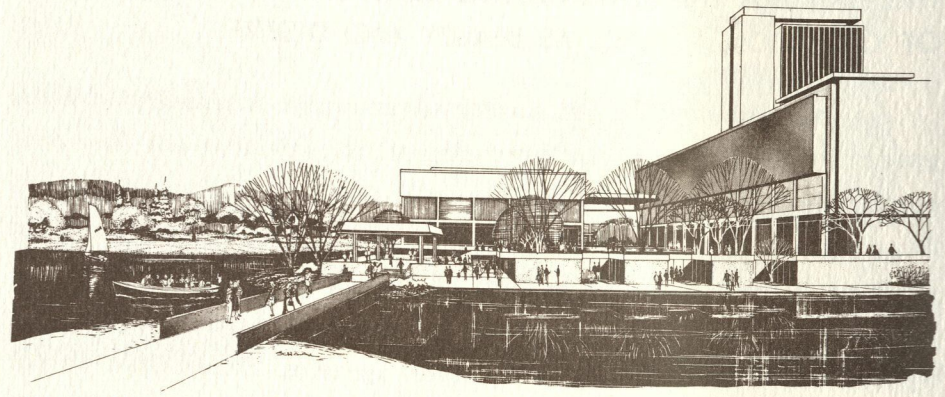


Four major automobile parking facilities and two smaller ones are indicated on the plan. These are at locations near the destinations of vehicle drivers and passengers. Three of the major parking facilities are underground garages. Access is provided by existing thoroughfares and by a proposed north-south freeway to the immediate east of the State Capital Center and the central business district, which would be connected to the parking facilities and underground circulation system.

AN IMPORTANT PART OF THE STATE CAPITAL CENTER IS HERITAGE SQUARE. ITS PURPOSE IS "THE PRESERVATION, INTERPRETATION, TRANSMISSION, AND DIFFUSION OF OUR CULTURAL INHERITANCE—HISTORICAL, LITERARY, ARTISTIC, AND SCIENTIFIC."

Located within the triangle formed by the Capitol, the State Legislative Building, and the Governor's Mansion, Heritage Square occupies a prominent position within the complex and enriches the entire State Capital Center. It will consist of the Department of Archives and History, the State Library, the State Art Museum, and the State Museum of Natural History. In the Square's completed form, an assemblage of fine buildings will enclose a central plaza. The Art Museum, largest of the four buildings, will face a broad terrace flanking the State Legislative Building. The State Library, occupying a pivotal position on the Square, will be a tower, while the Archives and History building and the Museum of Natural History will be lower buildings surrounding the plaza. Each building is planned both for initial development and future growth.

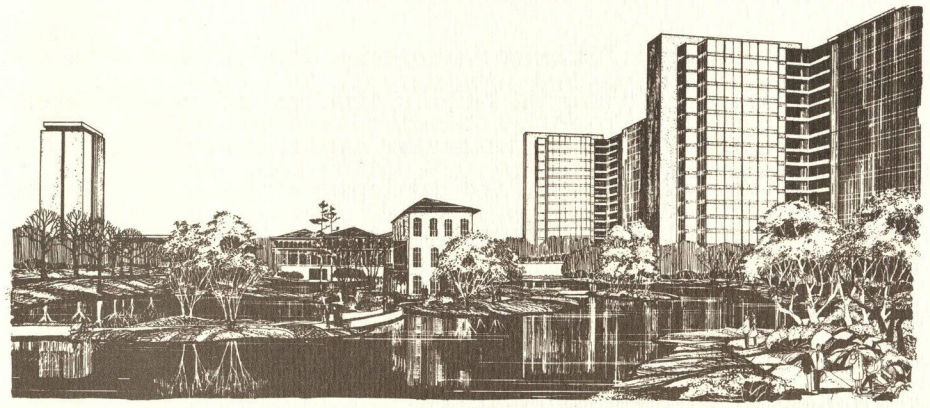
Most visitors to Heritage Square will come by bus or automobile. Beneath the Square will be a two-level parking garage with entrances from New Bern Avenue and Person Street. The upper level of the garage will contain bus loading facilities for visitors coming in groups. A visitors' reception center containing information and orientation facilities, food service, and restrooms, would be provided as a major entrance to Heritage Square.



THE PLAN FOR THE CAPITAL CENTER IS ENVISIONED AS A CONTINUING PROCESS OF DEVELOPMENT COMMENCING IMMEDIATELY, AND EXTENDING TO AND BEYOND THE YEAR 2000.

Obviously the State Capital Center cannot assume a final form at once. It will go through a continuous process of development and change both during and after the planning period. New buildings will be added, and old ones torn down and replaced as they become obsolete. The grounds would be the unifying element in which the State Capital Center would appear complete at each stage of its development. New buildings may be added as they are needed without disrupting the basic appearance.

The basic form of the State Capital Center can be completed by the early 1970's. By 1980 more buildings may have been added, but



the character of the area would remain unchanged. By 2000, the crescent of buildings may be completed, it which time the center would come into full bloom. Beyond the year 2000, new buildings may be added within the grounds, or the grounds expanded outward.

The effectiveness of the State Capital Center as a symbol of the State will be considerably reduced if its environment is unworthy. The surrounding city must also be beautiful and efficient. The surrounding area as shown in the plan contains broad tree-lined avenues and handsome buildings. Cooperative effort between the State and city will be required in establishing policies and controls to produce suitable surroundings.

If State government grows as projected, the estimated cost of developing the State Capital Center over the next thirty-five years will be approximately $145,000,000 in 1965 dollars. Most of this would be spent on buildings and parking structures, which would be authorized as needed by the various agencies. Because of the desirability of securing land during the early stages, an estimated expenditure of $17,000,000 would be required for site acquisition and development during the period from 1965 to 1971. This figure would represent an average annual expenditure of $3,420,000.

PERMANENT MACHINERY SHOULD BE ESTABLISHED TO GUIDE THE DEVELOPMENT OF THE STATE CAPITAL CENTER.

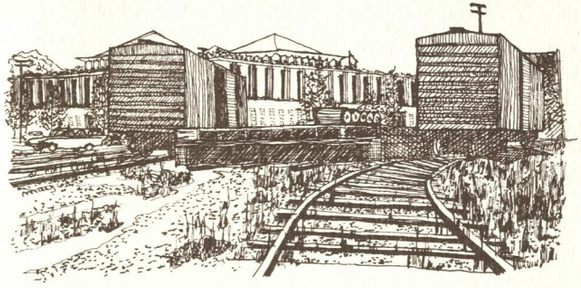
A new Commission for State Capital Planning should be established with the responsibility and authority for positive control over the development of the State Capital Center, including control over location and design of buildings and landscaping. It is recommended that this agency also be charged with the responsibility during each biennium of developing a current six-year capital-improvements program for the development of the State Capital Center in accordance with the plan. An additional duty should be to review and revise the plan not less frequently than every ten years.

An Office of State Capital Planning, staffed with a director and a small technical staff and augmented with consultant assistance, should be created within the Department of Administration to serve the new commission.

INTRODUCTION

Since 1792 Raleigh has been the capital of North Carolina. It was originally planned as the seat of the State's government, and during most of its first century it existed primarily in this capacity. Since the latter part of the nineteenth century, however, the city has grown in importance as a center of commerce and education. Today, it is a major regional trade center serving the eastern half of the State.

As it developed, Raleigh outgrew the area covered by its original plan, but new guidelines for its future as the State's capital city were not charted, and in the absence of a plan, it developed very casually into a typical automobile-oriented American city. Similarly, the State has in recent years built its buildings with attention to little else than providing space for the ever growing needs of government administration. The Capital, which once proudly dominated the city, is now but an island in a disorganized pattern of buildings and parking lots. The new State Legislative Building gleams majestically, but its environment is the railroad yard.



STATE LEGISLATIVE BUILDING FROM THE NORTHWEST

Realizing the inadequacies of the past, the General Assembly in 1961 authorized the establishment of the State Capital Planning Commission and Heritage Square Commission. These two commissions were given the task of preparing plans and programs for the development of physical facilities of State government in Raleigh.

The State Capital Planning Commission was charged with the responsibilities of analyzing the building requirements of State agencies in Raleigh, formulating a long-range capital improvement policy in meeting these requirements, and developing a master plan for the future development of the physical plant of State government. The Heritage Square Commission was charged not only with selecting a site for Heritage Square, a State museum and library center, but also with preparing a general plan for the development of Heritage Square and approving plans for buildings to be erected on the Square.

These commissions were appointed with identical memberships and have the same chairman. In the performance of their task they have functioned as a single body, thus bringing the planning process for Heritage Square into the much larger framework of the master plan for a State governmental center.

THE APPROACH TO PLANNING

In pursuing their assigned duties, the commissioners retained City Planning and Architectural Associates of Chapel Hill, North Carolina, a private planning firm, to provide technical assistance and to develop studies leading to the formulation of the long-range plan and capital-improvements program.

The commissioners' aim was to outline a plan which would achieve for the Capital City the nobility of character which its founding fathers envisioned. Such a plan would have to be bold and far reaching, but cognizant of the practical considerations which existed.

From the beginning, the commissioners realized their tremendous responsibility in arriving at a plan for the future of the State Capital, for such a plan would need not only to provide for the expanded

requirements of government but also to leave an appropriate heritage for generations to come. In approaching this task, the commissioners explored a broad range of alternatives. Among them were these:

— Continued concentration of State facilities around Capitol Square.

— Concentration of administrative and cultural facilities around Capitol Square and decentralization of nonadministrative facilities.

— Decentralization of the State government into satellite centers in the Raleigh area, with Capitol Square containing only the highest echelon of government facilities.

— Complete dispersal of State offices throughout the Raleigh area, making maximum use of leased space.

— The creation of a new governmental center in a new location.

— Decentralization of facilities outside the Raleigh area.

To determine which of the alternatives should be selected, the State Capital Planning Commission and its consultants launched a series of studies. Department heads were interviewed, employee habits and attitudes were examined, the economy of Raleigh analyzed, and data on the natural and man-made features of the entire metropolitan area of Raleigh gathered. After a series of reports from the consultants and meetings to discuss the findings of the extensive research program, the Commission concluded that most State government functions must necessarily be located in a relatively compact State governmental center within downtown Raleigh to achieve both the efficient operation of State government and convenience to the public. Additional advantages were the economies brought by the continued use of existing State buildings, preservation of the historical significance of the area as the seat of State government, and the convenience of the location to services and facilities in the central business district.

GOALS AND OBJECTIVES

In order to operate effectively, State government must have an efficiently organized physical plant which is adaptable to the changes that are inevitably required by the passing of time. Too often buildings have been planned without regard to the functional requirements of the agencies to be housed, their future growth needs, their relation to transportation and communication patterns, or their visual environment. The objectives of the State Capital Plan are to provide a mechanism through which these deficiencies can be corrected and through which the following goals may be achieved:

DIGNITY AND PRESTIGE
BEAUTY OF APPEARANCE
EFFICIENCY OF OPERATION
VITALITY FOR THE PRESENT
FLEXIBILITY FOR THE FUTURE

The plan represents a conceptual approach to the future development of a State Capital Center. It is, however, more than an illustration of how the area might advantageously be developed. It is a specific plan for action. Although it allows a great degree of flexibility for meeting unforeseen needs, the principles embodied in this plan should be closely followed if an orderly, meaningful, and visually exciting environment is to be created. Decisions concerning the location and design of buildings and other facilities will be more sound if made within the established framework of the long-range formulation of goals. In this way orderly growth will be assured, waste of private and public funds reduced or eliminated, and the State Capital of North Carolina enriched.

Another purpose of the plan is to provide guidelines for the establishment of a center which will be the expression of democracy at work. Here the processes of government, vitally important to all citizens, will be carried out. The right of the individual citizen to participate in the affairs of the State should be clearly expressed through the magnetic attraction of a center which invites the citizen to enter, observe, and participate. This focus of government should be the living symbol of a free and articulate society which is organized as a State for the mutual enlightenment and advancement of all.

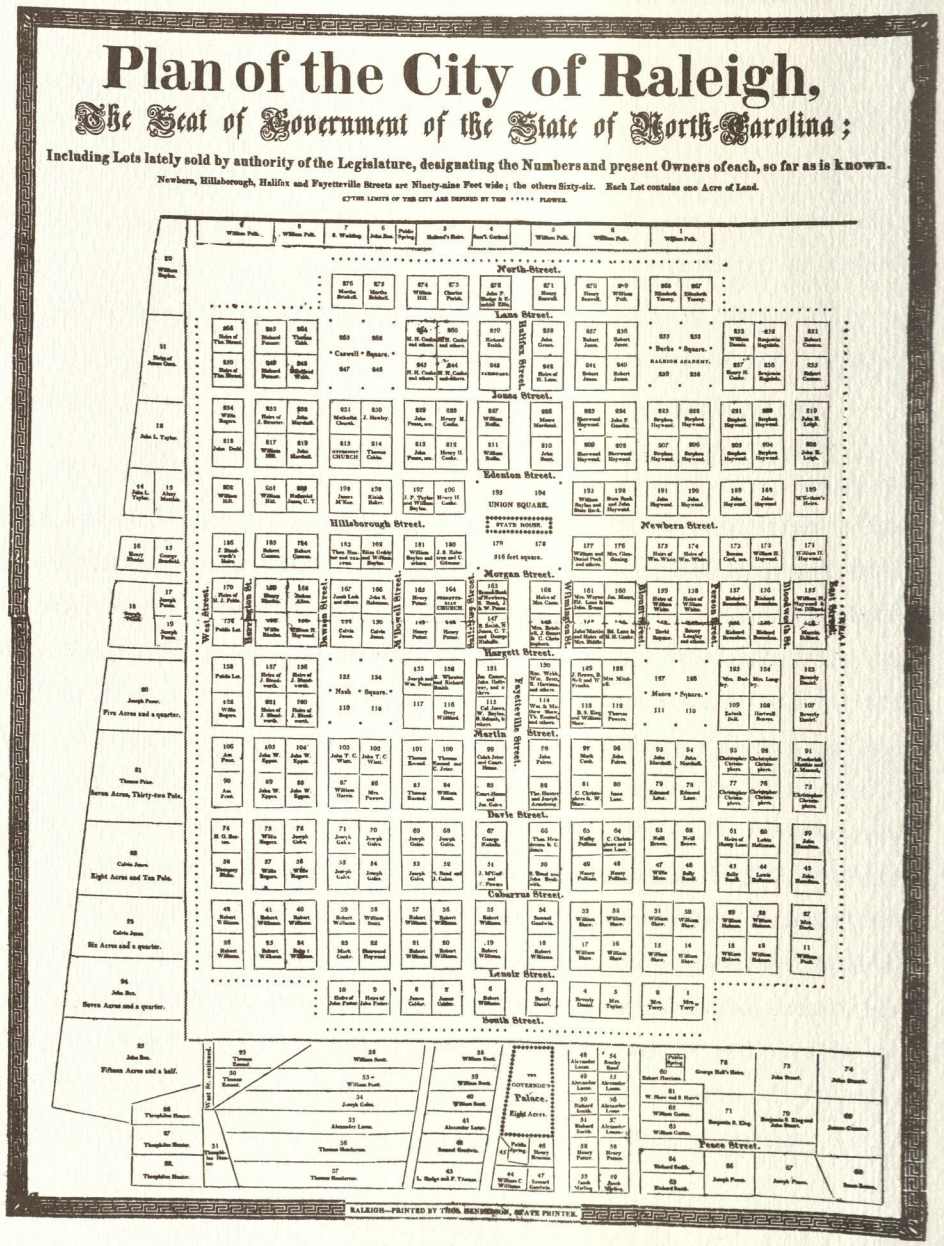
HISTORICAL BACKGROUND

"ITINERANT PUBLICK ASSEMBLIES"

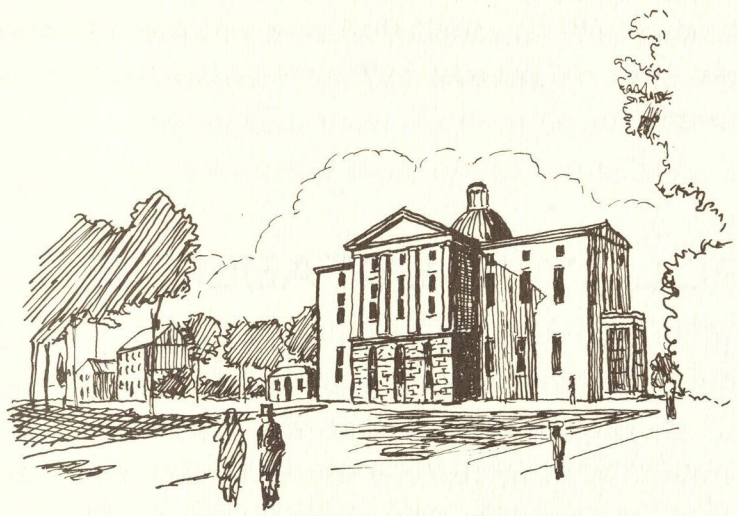
North Carolina's first law making body met in 1665, more than a century before the General Assembly of the State convened in the permanent capital at Raleigh.[1] Known as the Grand Assembly of the Albemarle, it held its sessions in the homes of the more substantial planters in the northeastern section of the State. From 1710 to 1743 the Assembly usually met at Edenton, which was the residence of the Governor. In 1746 a rump session of the assembly met at Wilmington and without a quorum passed an act establishing New Bern as the fixed seat of government. The act was subsequently repealed, but New Bern served as the principal meeting place until the Revolution, with occasional sessions at Edenton, Bath, and, more frequently, Wilmington. In 1767 Tryon Palace was built as the seat of colonial government. It contained an assembly hall, council chamber, public offices, and the Governor's residence. During and after the Revolution the Assembly met variously at Hillsborough, Halifax, Smithfield, Salem, Wake Courthouse, New Bern, Fayetteville, and Tarboro.

RALEIGH BECOMES THE PERMANENT STATE CAPITAL

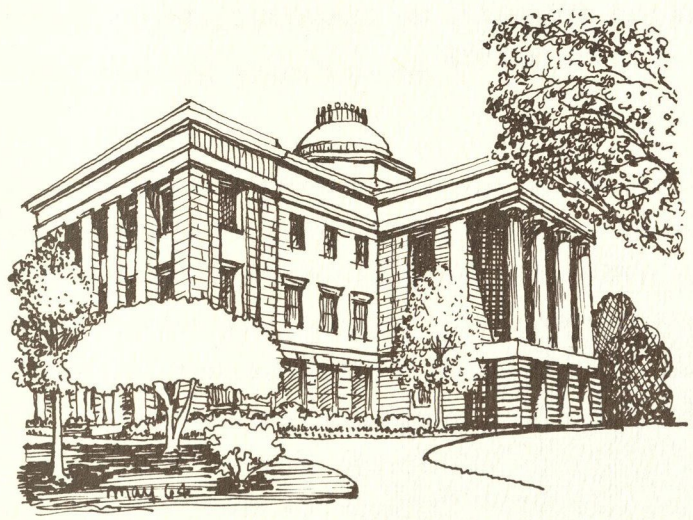
After several unsuccessful attempts to establish a permanent seat of government, the Assembly in 1791 appointed a nine-member commission to select a site for the State Capital. This commission subsequently purchased a 1,000-acre tract in Wake County from Joel Lane for a price of $2,756. In laying out the city on 400 of the 1,000 acres purchased, the commissioners carried out the mandate of the Assembly as to the size of lots, width of streets, and reservation of certain areas as squares for public purposes. William Christmas,


Plan of the City of Raleigh,
The Seat of Government of the State of North-Carolina;
Including Lots lately sold by authority of the Legislature, designating the Numbers and present Owners of each, so far as is known.
Newbern, Hillsborough, Halifax and Fayetteville Streets are Ninety-nine Feet wide; the others Sixty-six. Each Lot contains one Acre of Land.
☞THE LIMITS OF THE CITY ARE DEFINED BY THE ***** FLOWER.
North Street.
Lane Street.
Halifax Street.
Jones Street.
Edenton Street.
Hillsborough Street.
Newbern Street.
Morgan Street.
Hargett Street.
Martin Street.
Fayetteville Street.
Davie Street.
Cabarrus Street.
Lenoir Street.
South Street.
West Street.
Salisbury Street.
Wilmington Street.
Person Street.
Blount Street.
UNION SQUARE.
STATE HOUSE.
516 feet square.
Burke * Square.
Nash * Square.
Moore * Square.
Caswell * Square.
GOVERNOR'S Palace. Eight Acres.
RALEIGH—PRINTED BY TIOS. HENDERSON, STATE PRINTER.

PLAN OF THE CITY OF RALEIGH—1792



THE OLD STATE HOUSE



THE CAPITOL

senator from Franklin County, was employed as surveyor. He prepared a plan which included a central square of six and one-quarter acres, reserved for the State House, and four smaller squares of four acres, one to each quadrant of the city. Streets were laid out on a gridiron pattern with blocks containing from two to four acres. Four principal streets 99 feet wide were extended along the axes from the central square. All other streets were 66 feet wide. Within the city were 276 one-acre lots which were sold to raise funds for the State House.

The General Assembly of 1791 also appointed a five-member commission to supervise the erection of the State House. This structure was to cost no more than 10,000 pounds and was to provide sufficient space for both houses of the Assembly. In 1792 the cornerstone was laid in Union Square for an unpretentious brick structure. The General Assembly soon recognized the inadequacy of the State House as a visual symbol of the State and in 1819 undertook to make extensive improvements. The renovation, completed in 1822 under the direction of Captain William Nichols, State architect, consisted of adding porticos, raising the elevation, and coating the exterior with a sheath of stucco. Within the rotunda was placed a tunic-clad statue of George Washington, by the Italian sculptor Antonio Canova. The State House served many purposes. In addition to its governmental function it was town hall, theatre, lecture room, meeting house, and ballroom. By 1810 the legislators had become so exasperated with theatrical trappings in the assembly halls that they ordered them removed. Other buildings on the central square were an arsenal, public toilets, and a woodshed.

THE BUILDING OF THE CAPITOL

In 1831 the State House was consumed by a fire which also destroyed the Canova Statue and many valuable records. The following year the General Assembly appropriated $50,000 for a new Capitol. Ithiel Town and Alexander Jackson Davis of New York were engaged as architects. Although some legislators were in favor of replacing

the building as cheaply as possible, the commissioners appointed to supervise the construction of the new building viewed their task with a much broader perspective. They realized that the new Capitol would stand as a symbol of the State and were determined that it would "remain for centuries; an object of just and becoming pride, as a noble monument to the taste and liberality of the present generation."

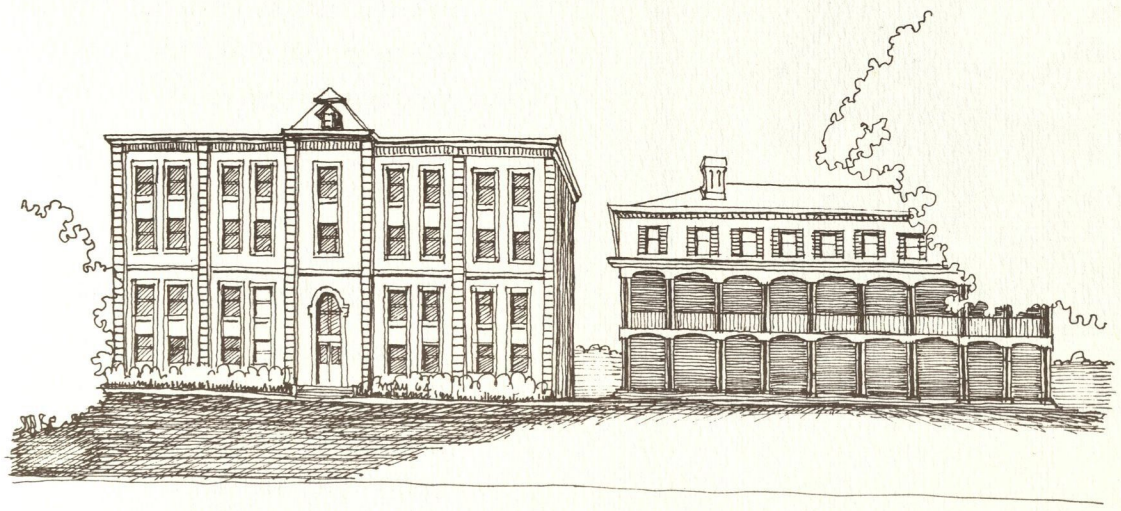
The appropriated funds were exhausted with the completion of the foundation, so broadly had the commissioners planned. With funds low and charges of extravagance being hurled at the commissioners, the contractors withdrew. A young Scottish architect named David Paton was employed to supervise completion of the building. The Capitol was completed in 1840 at a cost of $530,000, more than ten times the original appropriation. Yet by the time it was dedicated most of the grumbling about extravagance had ceased and the building became regarded as the finest state capitol of the times. At his inaugural address in 1841, Governor John Motley Morehead proclaimed to the General Assembly:

"You are the first legislative body that ever had the honor to assemble in its splendid halls. I am the first executive who ever had the honor to be installed within its durable walls. It will endure as a monument for ages to come of the munificence, the liberality, and the taste of the age in which we live . . . . . May it endure for ages to come—may it endure until time itself shall grow old; may a thousand years find these halls still occupied by free men legislating for a free and happy people."[2]

A POLICY IS ESTABLISHED

Until 1881 the Capitol housed the General Assembly, the Governor, and all State offices.[3] As years passed and the State grew in population, the necessity for more space for State government activities became evident. In filling this ever increasing need, three alternatives lay open to the State. The first was to abandon the Capitol building for larger quarters, as had been done in New York, Connecticut, and Illinois. This was unsatisfactory, for the Capitol had been built at great expense and was still regarded with great pride. The second alternative was to follow the examples of Florida, Alabama, and Massachusetts, and build additions to the existing Capitol. This course was also rejected. Instead the State chose a third alternative, that of building separate buildings to house various State functions. This policy has been followed to the present day, and the Capitol remains virtually as it was in 1840.



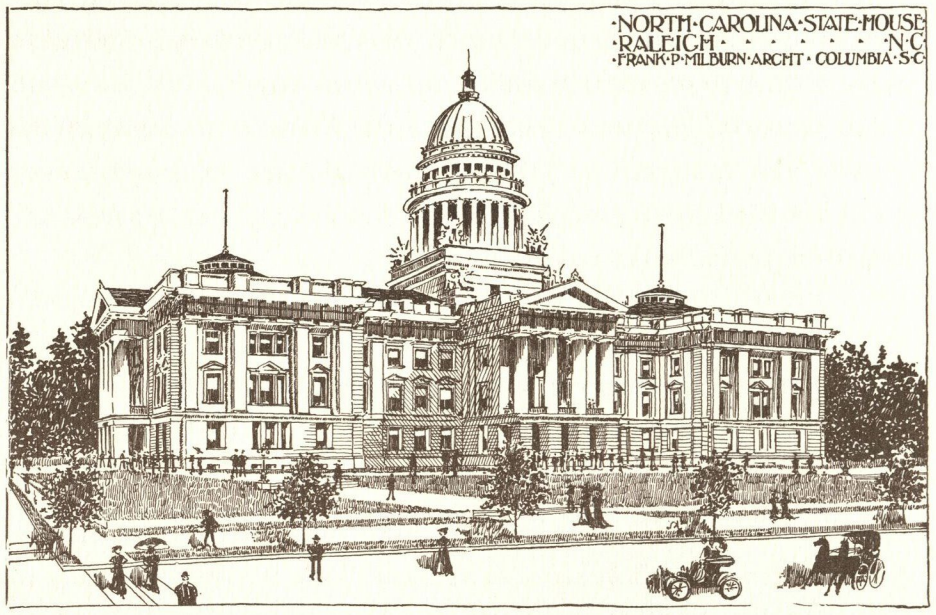


THE LABOR AND INSURANCE BUILDING AND OLD NATIONAL HOTEL

In 1881, as the need for additional office space became urgent, Governor Jarvis recommended to the Legislature the construction of two buildings: one to house the Commissioner of Agriculture and the other to house the Supreme Court and State Library. The General Assembly that year appropriated funds for the first building, but not for the second.

Before construction could begin on the proposed "Agricultural Building," the old National Hotel at the northwest corner of Edenton and Halifax Streets became available and was purchased by the State for $13,000. Four years later an appropriation of $10,000 was made for the construction of the Supreme Court and Library Building, immediately to the west of the old hotel. This building was designed by Captain W. J. Hicks, Superintendent of the State Penitentiary, and was built with prison labor. Completed in 1888, it now stands as the Labor and Insurance Building. Governor Jarvis also urged that the General Assembly acquire a lot at the rear of the hotel building for $7,500. He assured the General Assembly that "with this lot belonging to the State, there will always be ample room for all the public buildings that will ever be needed, and the State can never be forced to pay exorbitant prices for land."[4]

The present Governor's Mansion on Burke Square was also built in the 1880's. Prior to the Civil War the Governor's Palace was at the foot of Fayetteville Street on the present site of Memorial Auditorium. It was abandoned by Governor Vance in 1865, and eventually fell into ruin. Governors subsequently lived in various houses and hotels in the city. Perhaps inevitably, the construction of the mansion on Burke Square was the work of a governor's lady—Mrs. Jarvis, who wished to live on North Blount Street near her friends. In 1883 the General Assembly appropriated funds for the mansion, a red brick and sandstone building designed in the Queen Anne style by Gustavus Adolphus Bauer.



PROPOSED ENLARGEMENT OF THE CAPITOL

PLANS TO ENLARGE THE CAPITOL

By 1903 the problem of adequate space for governmental purposes was again urgent. In dealing with this matter the General Assembly reversed a policy initiated some twenty years earlier and determined that henceforth all State governmental activities should be housed in a single building, the Capitol. Enlarging the building would be essential. Accordingly, a committee of five members was created and directed to have plans and cost estimates for its enlargement prepared. The resolution creating the committee went into considerable detail in prescribing the nature of the additions to be made. Wings containing new legislative chambers and offices were to be added to the north and south. The dome was to be raised in accordance with the greater mass of the enlarged building, and the old Senate and House chambers were to be cut up into committee rooms and offices.

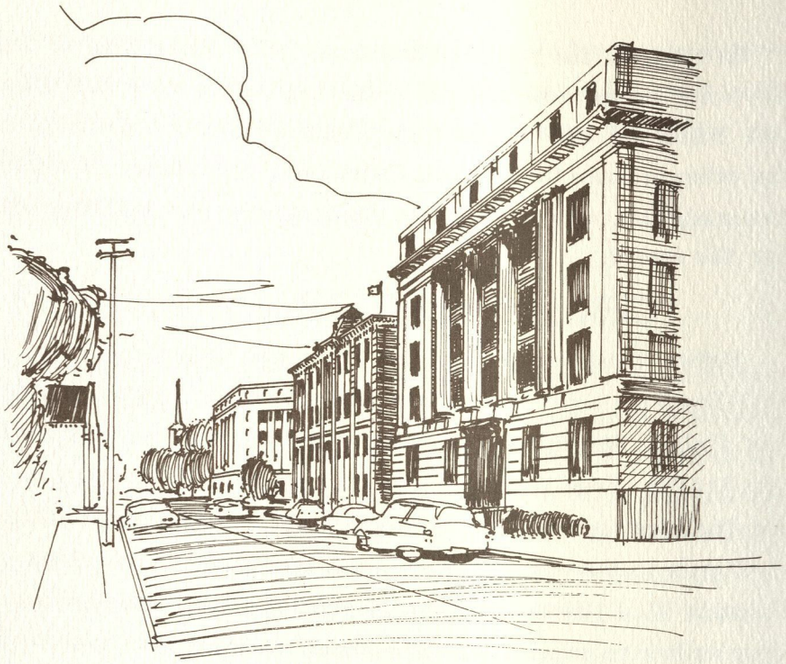
The committee reported to the General Assembly of 1905, submitting a plan prepared by Frank P. Milburn, architect.[5] This plan also added a third wing, extending from the eastern portico, which would house the Supreme Court and State Library. The cost of the addition was estimated at $300,000, to be provided by a bond issue. A bill was introduced providing for the addition but was reported unfavorably, presumably because of the cost.

STATE OFFICE BUILDINGS - 1911 TO 1956

In 1905 a proposal to erect a new State office building on the site of the present State Library was defeated. The General Assembly of 1911, however, established a State Building Commission and authorized it to acquire "a suitable site or sites for an administration building or buildings fronting on Capitol Square" and to erect thereon or on land already owned by the State a fireproof building of such design or finish as in their judgment "will best subserve the interests of the State."[6] The State Treasurer was authorized to issue $250,000 in State bonds to finance the building, and in 1913 another $75,000 was appropriated to finish, decorate, and equip it. Initially, the building housed the Supreme Court, the Attorney General, the State Library, and the Historical Commission.

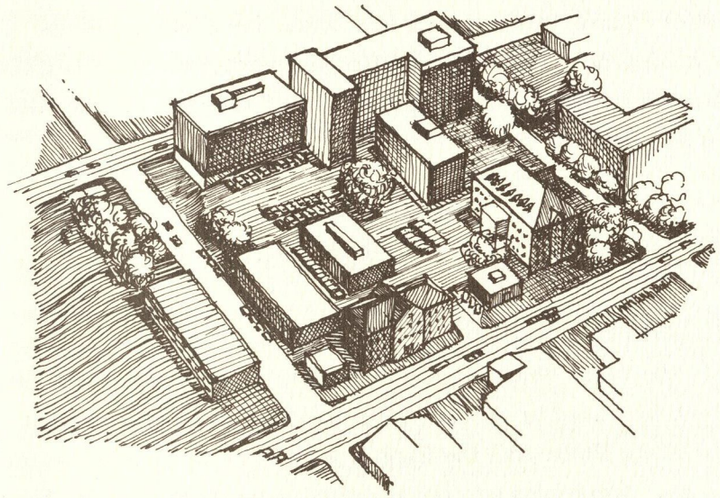


THE STATE LIBRARY



EDENTON STREET LOOKING WEST. AGRICULTURE, LABOR AND INSURANCE, AND EDUCATION BUILDINGS.

Between 1919 and 1924 several State buildings were added on and around Capitol Square. The present State Art Museum was built in 1919 as a State storage warehouse, land-grant office, and motor vehicles registration office, and in 1921 two floors were added to house the State Highway and Public Works Commission. In 1919 an appropriation of $250,000 was made to construct a new Agriculture Building, replacing the old hotel building. This building was enlarged in 1923.



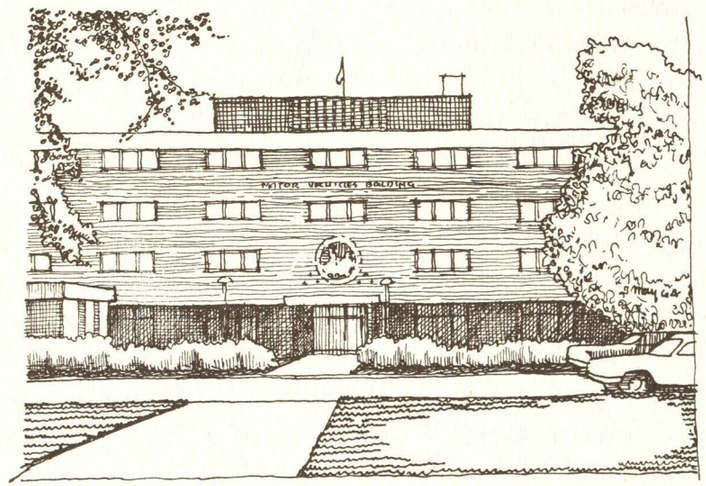
CASWELL SQUARE — AN OPPORTUNITY LOST

The Revenue Building was constructed on the west side of Capitol Square in 1924.

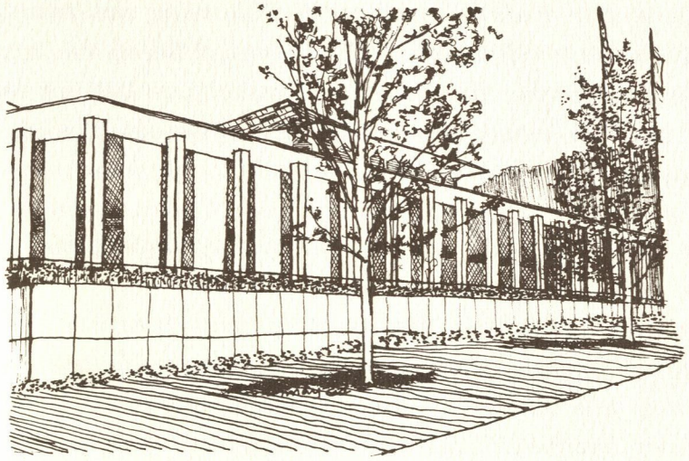
The removal of the State School for the Blind and Deaf from Caswell Square in 1923 made its old buildings available for other uses. The main building was occupied by the State Board of Health in 1928. Since that time various buildings housing other state agencies have been constructed on Caswell Square.

In the later 1930's several buildings were added around Capitol Square and on Caswell Square, some of which were constructed with federal assistance funds. These include the Education Building, the Justice Building, Caswell Building, and the State Board of Health Laboratory building. Resumption of building activity and rapid staff increases after World War II produced an accelerated building program for State agencies. In the late 1940's and early 1950's major additions were made to the Revenue, Education, and Agricultural buildings, and the Highway and State Board of Health buildings were constructed. During this period the Mansion Park Building, built at the turn of the century and used first as a college and later as a hotel, was acquired for State offices.

In 1956 a new policy was instituted, and for the first time a major State office facility was built away from downtown Raleigh. The State Prison Administration Building was constructed on West Morgan Street approximately one mile from Capitol Square. The following year the Motor Vehicles Building, housing the Department of Motor Vehicles, Wildlife Resources Commission, and the State Department of Banking, was constructed on a five-acre site on New Bern Avenue, one mile east of the Capitol. Much of the rented office space which has recently been used to relieve the growing demands for space is located away from downtown Raleigh.



THE MOTOR VEHICLES BUILDING



THE STATE LEGISLATIVE BUILDING FROM THE SOUTHWEST

THE STATE LEGISLATIVE BUILDING

In the mid 1950's the inadequacy of the facilities of the General Assembly became intolerable. A legislative study commission quickly reached two major conclusions. The first was that the Capitol Building was an excellent specimen of architecture and an important historical symbol for the State, and therefore should be left unaltered. The second was that all the activities of the General Assembly should be housed in a single building designed specifically for that purpose. Recalling the spirit with which the Capitol had been built, the commission recommended that a $7,000,000 appropriation be made for a new State Legislative Building, and that a special commission be appointed to oversee its construction.[7] The 1959 session of the General Assembly approved the building and established the Legislative Building Commission. This commission immediately commenced its work, acquired a five-acre site astride Halifax Street one block north of the Capitol, and employed the firms of Edward Durell Stone of New York and Holloway-Reeves of Raleigh as architects. The building, a striking departure from the Greek revival and neoclassical architectural styles of Capitol Square, established a new idiom for State buildings. Completed in 1962 at a cost of more than $4,500,000, the State Legislative Building was first occupied by the 1963 session of the General Assembly.

POLICIES OF THE PAST

BUILDING CONSTRUCTION

Over the years, the most significant buildings in the State Capital have been produced by specially appointed building commissions. The original State House and the Capitol were both constructed under the control and supervision of special commissions appointed for the purpose by the General Assembly. However, when the Labor Building was erected in 1887-88, its construction was supervised by the Governor and Council of State, who were also given the responsibility for overseeing the modernization of other State buildings.[8]

The State Library building was constructed under the direction of a State Building Commission, which consisted of seven "practical businessmen" appointed by the Governor. A new central heating plant, erected in 1913, and renovations to the Labor Building were made the responsibility of the Board of Public Buildings and Grounds, an *ex officio* group consisting of the Governor, the Secretary of State, the State Treasurer, and the Attorney General.

The General Assembly of 1917 created a five-member State Building Commission to distribute the proceeds of a $3,000,000 State bond issue and supervise the construction of buildings erected with the proceeds at various State institutions. But responsibility for the construction of the State Warehouse (now the Museum of Art) was left to the Board of Public Buildings and Grounds.

The 1919 session of the General Assembly broadened the powers of the State Building Commission, giving it "entire supervision, direction, and control" of the construction and renovation of all State

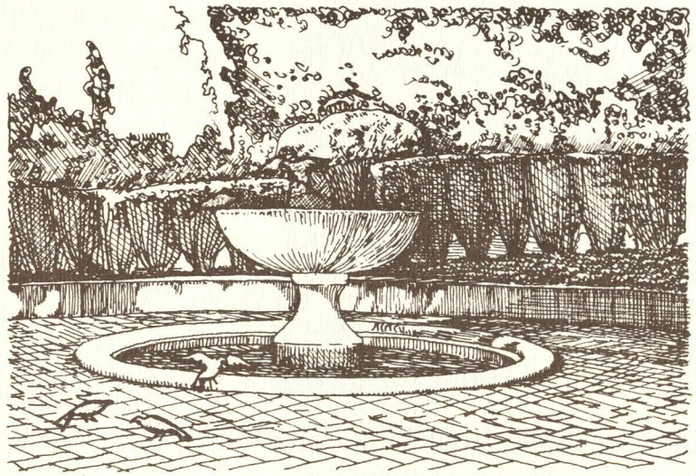
buildings. The Commission was directed to employ a State architect and building inspectors. This effort to centralize control of all State building activities apparently proved unworkable, for in 1921 Governor Cameron Morrison urged legislators to abolish the State Building Commission and the office of State architect and return the control of building activities to the trustees of the various State institutions. The General Assembly concurred and acted accordingly.

Between 1921 and 1957, the construction of State office buildings was generally made the responsibility of the Board of Public Buildings and Grounds, and usually each building was constructed under a legislative act providing funds for that specific purpose. The 1941 General Assembly specifically authorized the use of the Contingency and Emergency Fund for the construction, renovation, or repair of buildings to house State agencies. In 1951 the Board was directed to formulate a long-range building policy and program for State construction in Raleigh.

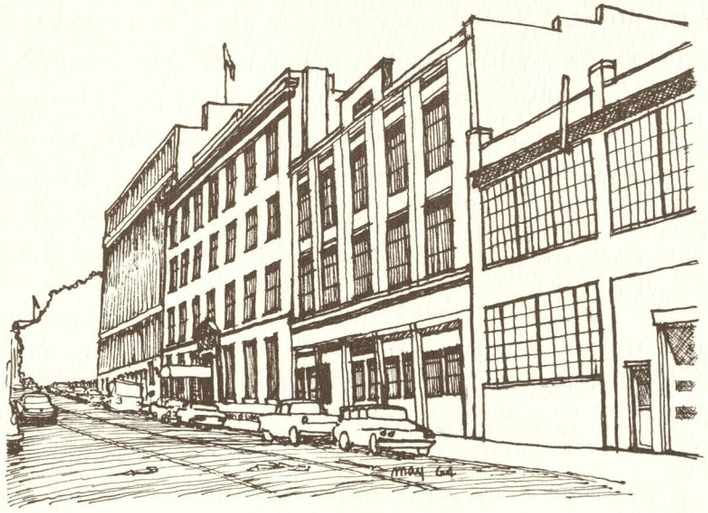
Throughout its existence the Board was responsible for keeping the State buildings in Raleigh in good repair. It also had almost complete authority over the assignment and reassignment of space among the State agencies in the Capital City.

The General Assembly of 1957 abolished the Board of Public Buildings and Grounds and created in its place the General Services Division of the Department of Administration. This division was made responsible for the maintenance of all State buildings in Raleigh which no other agency was required by law to maintain and for the initiation of requests for new building construction.

The Executive Budget Act of 1925 assigned to the Governor and the Director of the Budget the duty to require that all appropriations for permanent improvements be expended in strict accordance with the appropriations made to finance such undertakings. Under the authority of this act, there developed in the Budget Bureau an Engineering Division charged with reviewing plans and specifications for all building construction and renovation work for State agencies and institutions, supervising the letting of contracts for such work,



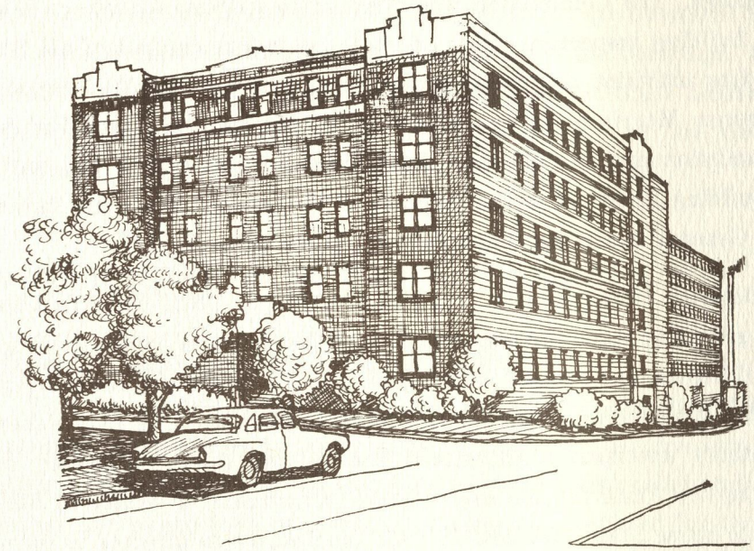
FOUNTAIN ON CAPITOL SQUARE



MORGAN STREET LOOKING WEST. MOTOR POOL, ART MUSEUM, AND HIGHWAY BUILDINGS



THE GOVERNOR'S MANSION



CASWELL BUILDING

and seeing that such work was performed in accordance with the plans and specifications. In the reorganization acts of 1957 these responsibilities were transferred to the Property Control and Construction Division of the Department of Administration. In addition, this agency was made responsible for site selection and acquisition, preparation of preliminary studies and cost estimates of proposed construction and renovation projects, and allocation of space within buildings after completion.

Exceptions to this policy have been the State Legislative Building and Heritage Square, where special commissions were appointed to oversee the construction or approve the design of the respective buildings.

LAND ACQUISITION

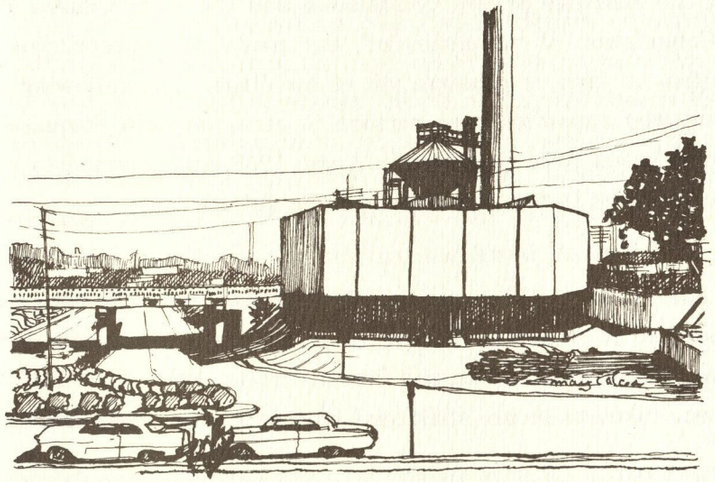
From the original 1000-acre tract purchased for State use in 1792, a number of lots were subsequently sold to finance the construction of the State House. However, five blocks were set aside for public purposes and named Union, Caswell, Burke, Moore, and Nash squares. The State House was built on Union Square. About 1848 the State School for the Blind and Deaf was established on Caswell Square; in 1925 these buildings were turned over to the Board of Public Buildings and Grounds for State offices. Burke Square, which was originally the site of the Raleigh Academy, has been occupied by the Governor's Mansion since the 1880's. The State has permitted the City of Raleigh to use Nash and Moore squares as public parks for many years, but retains title to them and can reclaim them for State use by action of the Governor and the Council of State.

Prior to 1950 the policy of the State was generally to buy land in the vicinity of the Capitol only as needed for specific construction projects. In 1951 the General Assembly authorized the Governor and

the Council of State to draw on the Contingency and Emergency Fund for the purchase of land in the immediate vicinity of Capitol Square for use as future State building sites. The Mansion Park property was acquired under this authority in 1951.

The Superintendent of Public Buildings and Grounds in 1952 proposed to the Advisory Budget Commission the appropriation of $1,000,000 for the acquisition of land near Capitol Square. The next General Assembly appropriated $340,000 for this purpose. In 1957, the General Assembly appropriated an additional $905,000 for the purchase of land in the downtown Raleigh area.

Since its establishment in 1957, the Division of Property Control and Construction has actively acquired land (as it has become available), principally to the north of Capitol Square, in advance of actual plans for construction. Purchases have been made both from appropriations and from the Governor's Contingency and Emergency Fund. This land has been acquired on the assumption that it would be needed for State buildings, but without the benefit of a long-range plan for its use.



THE CENTRAL HEATING PLANT

HERITAGE SQUARE AND THE STATE CAPITAL PLANNING COMMISSION

In 1950 plans were prepared for a single building to house the Department of Archives and History, the Museum of Art, and the Museum of Natural History. A request was submitted for an appropriation for construction funds to the 1951 General Assembly. The appropriation was refused, however, and the joint effort subsequently abandoned. Several years later separate requests were submitted for a new Library and a new Archives and History building. The 1961 General Assembly approved issuance of $2,560,000 in State bonds for a building housing both agencies and $2,800,000 in bonds for a State office building. Both bond issues were defeated in a statewide referendum. But in 1963 the General Assembly appropriated these amounts for both the Archives-Library building and the State office building. Meanwhile, the 1959 Legislature had appropriated $624,000 for the construction of an addition to the Art Museum at its present location. This appropriation, however, has never been used.

In November, 1960, a legislative commission on the reorganization of State government sent to the Governor reports on its findings and recommendations regarding both future building policies for State administrative agencies and a proposed museum-library center. In its fifth report it recommended that a center called Heritage Square be established which would consist of the State Library, the Department of Archives and History, the Museum of Art, and the Museum of

Natural History.[9] The report pointed out that these agencies share a common function: "the preservation, interpretation, transmission, and diffusion of our cultural inheritance—historical, literary, artistic, and scientific." It further pointed out that the museums annually attract up to 200,000 visitors and the number is increasing. These agencies could, by location in a common center, also share such facilities as auditoriums, lecture halls, and workshops (which would avoid expensive duplication of such facilities) and be particularly convenient for persons using both the State Library and State Archives. Heritage Square as a planned complex would offer many advantages not possible if the agencies were located separately. The commission stated its belief that bringing together such a center could stimulate the interest and pride of the people of North Carolina in their cultural heritage and its development, and could facilitate and encourage fuller cooperation among those agencies in their common educational mission.

The commission recommended that a nine-member Heritage Square Commission be appointed which would be given the following duties:

(a) To select and acquire in the name of the State suitable land in the City of Raleigh as the site for Heritage Square, giving due consideration to probable future expansion of the buildings to be erected thereon.

(b) To prepare a general plan for the development of Heritage Square, including the location of buildings, such plans to contemplate appropriate structures for the use of the State Library, Department of Archives and History, Museum of Art, and Museum of Natural History.

(c) To approve plans for such buildings as the General Assembly may appropriate funds to erect, and advise on the letting of contracts for their construction.

(d) To receive and spend funds provided from sources other than the State.

The commission further recommended that the $624,000 appropriation made in 1959 to construct an addition to the Art Museum be reappropriated with such additional funds as might be necessary to acquire land for Heritage Square and to plan and construct the buildings thereon.

In its sixth report the legislative commission recommended the appointment of a nine-member State Capital Planning Commission, which would be given the duty of formulating and recommending to the Governor and the General Assembly a long-range capital-improvement policy and program for State administrative agencies in Raleigh.[10] This commission would work closely and concurrently with the Heritage Square Commission and planning officials of the City of Raleigh.

The 1961 session of the General Assembly enacted legislation establishing the Heritage Square Commission and the State Capital Planning Commission as recommended, but made no appropriation for acquisition of land or construction of buildings. The following year the Governor appointed nine persons to serve on both commissions. The consultants were employed in April, 1963, and directed to assist the commissions in the execution of their duties.

In July, 1964, the Heritage Square Commission legally determined the location of Heritage Square as a two-block area bounded by Edenton, Wilmington, Jones, and Person streets. Since that time steps have been taken to secure additional land within this designated area.



THE PRESENT

Before selecting the site of and preparing a plan for future facilities for State government agencies and Heritage Square, the two Commissions made detailed studies of present environmental conditions and patterns of activity. The study area selected consists of the central part of Raleigh and includes almost all of the original city laid out in 1792. Herein lie the central business district and all the State governmental facilities which have not been dispersed. The area is bounded generally on the north by Peace Street, on the east by East Street, on the south by Memorial Auditorium and Shaw University, and on the west by the Southern and Norfolk-Southern railways. There are approximately 738 acres contained within these confines.

TOPOGRAPHY

The City of Raleigh lies slightly to the west of the fall line dividing the Coastal Plain and the Piedmont Plateau. The topography of the study area is gently rolling with Capitol Square situated at the point of highest elevation at the junction of three ridges which extend to the west, south, and northeast. North of Capitol Square the land drains essentially northward to Crabtree Creek, and south of Capitol Square it drains southward to Walnut Creek. Natural grades generally range from 0 to 10 per cent and only in a few places exceed 15 per cent. Except for the extreme northwest corner, none of the study area is subject to flooding.

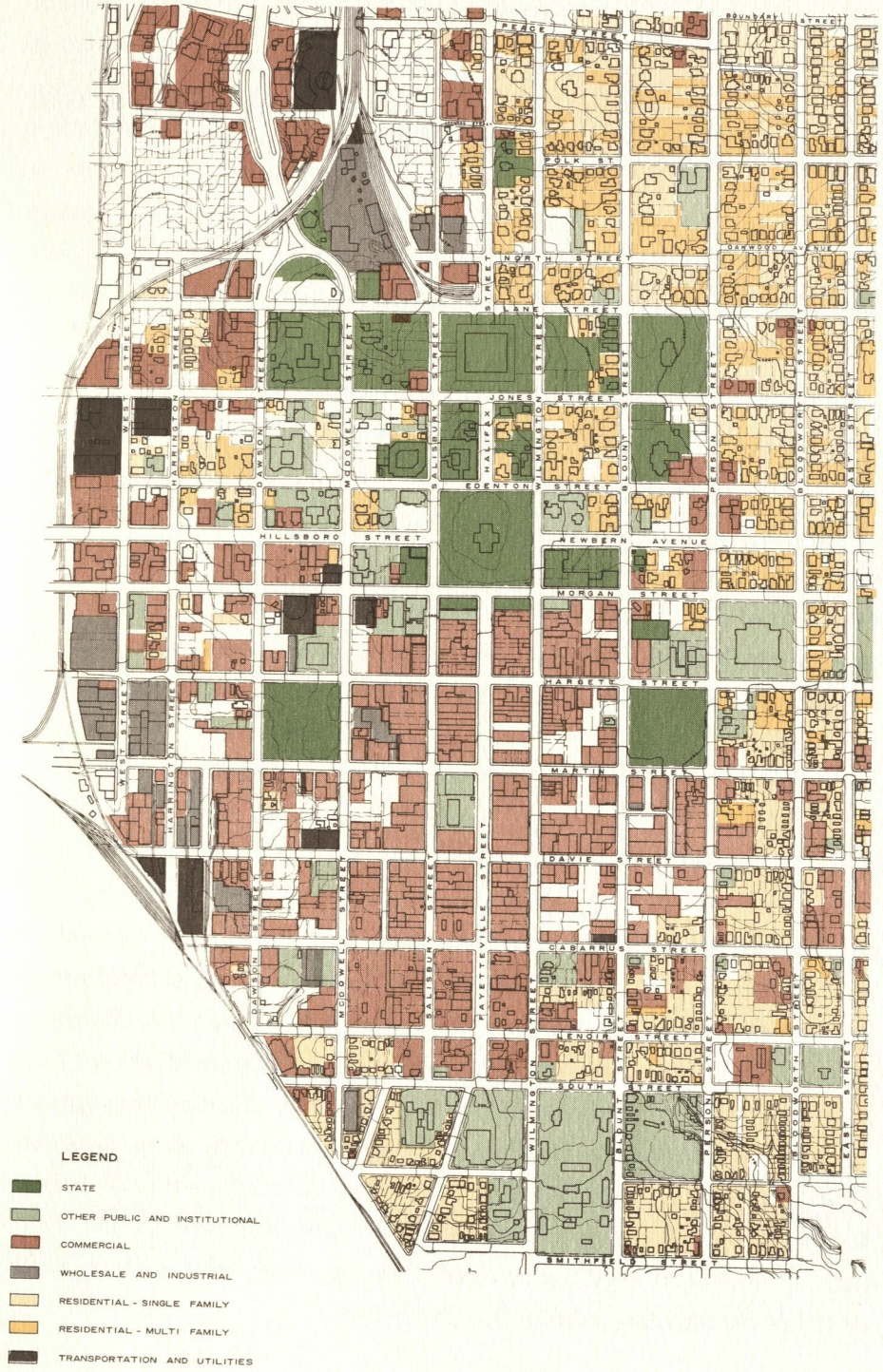
CLIMATE

Raleigh enjoys a relatively mild climate in which outdoor activities are possible throughout most of the year. The average January temperature is 41.6 degrees F. and the average July temperature 77.9 degrees F. There is an average of 223 sunny days each year, 26 cloudy days, and 116 rainy days. Average annual rainfall is 43.58 inches, and average annual snowfall is 6.8 inches.

EXISTING LAND USE

Located within the study area are the State government facilities clustered about Capitol and Caswell squares, the central business district core to the south of Capitol Square, and the commercial fringe which surrounds the central business core and extends to the west along Hillsboro Street. The west side of the study area is primarily industrial in character, containing warehousing and manufacturing operations. To the northeast of Capitol Square is an aging residential section which contains houses dating from the mid and late nineteenth century. To the southeast lies a lower-quality residential area which contains some mixture of commercial and industrial uses. Federal and local government facilities are also located within the study area. A new building to house the central Post Office and most federal agencies is currently planned for a site on New Bern Avenue three blocks east of the Capitol. City offices are located in the recently constructed Municipal Building on Nash Square. Most county offices are located in the Wake County Courthouse and in a building on West Davie Street. The county has planned to expand its offices into the old Post Office Building on Fayetteville Street after the new Federal Building is completed, but is considering alternative proposals as well. Memorial Auditorium, recently renovated as a multiple-purpose building, is located at the southern end of Fayetteville Street, six blocks south of Capitol Square. Shaw University lies immediately east of Memorial Auditorium and Peace College immediately north of Peace Street, just outside the study area.

Of the 738 acres within the study area, land is currently used as shown in the table on the following page.



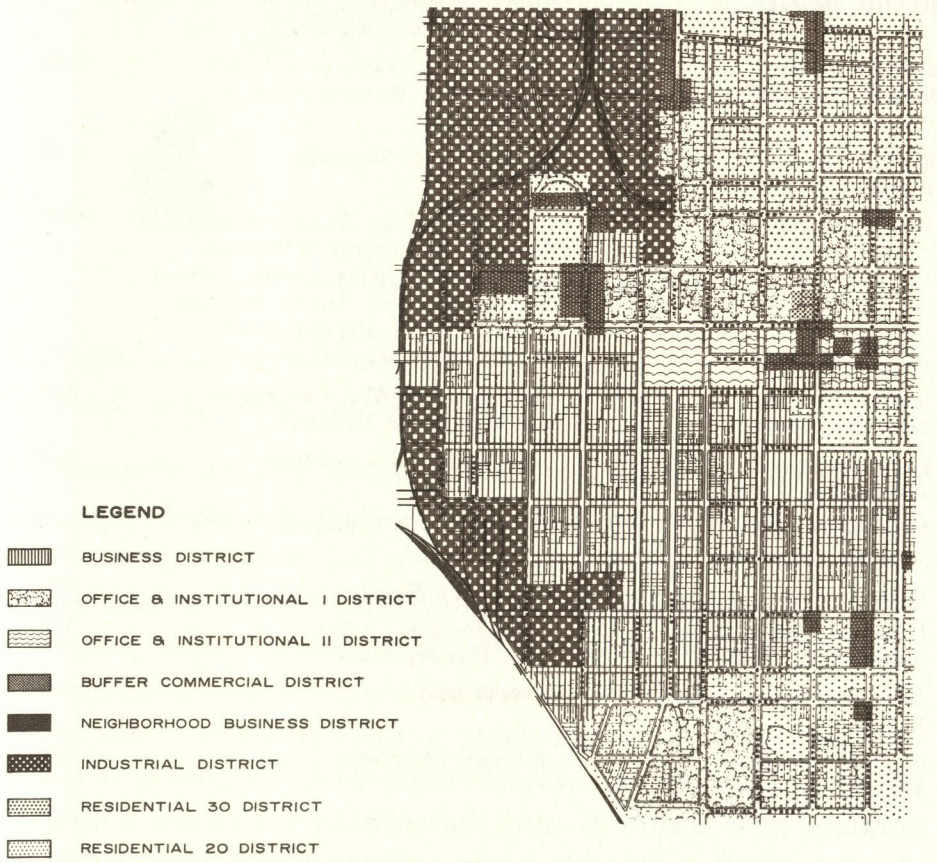
EXISTING LAND USE — CENTRAL RALEIGH

Governmental	57 Acres
State	40 Acres
Federal	7 Acres
Local	10 Acres
Commercial	127 Acres
Central Business District Core	40 Acres
Central Business District Fringe	87 Acres
Public and Institutional	86 Acres
Public Assembly	5 Acres
Schools	8 Acres
Colleges	13 Acres
Churches	11 Acres
Parks and Playgrounds	14 Acres
Other	35 Acres
Industrial	56 Acres
Wholesaling	28 Acres
Manufacturing	18 Acres
Other	10 Acres
Residential	201 Acres
Single Family	114 Acres
Two-Family	52 Acres
Multi-Family	35 Acres
Transportation	211 Acres
Streets	191 Acres
Other	20 Acres
TOTAL	738 Acres

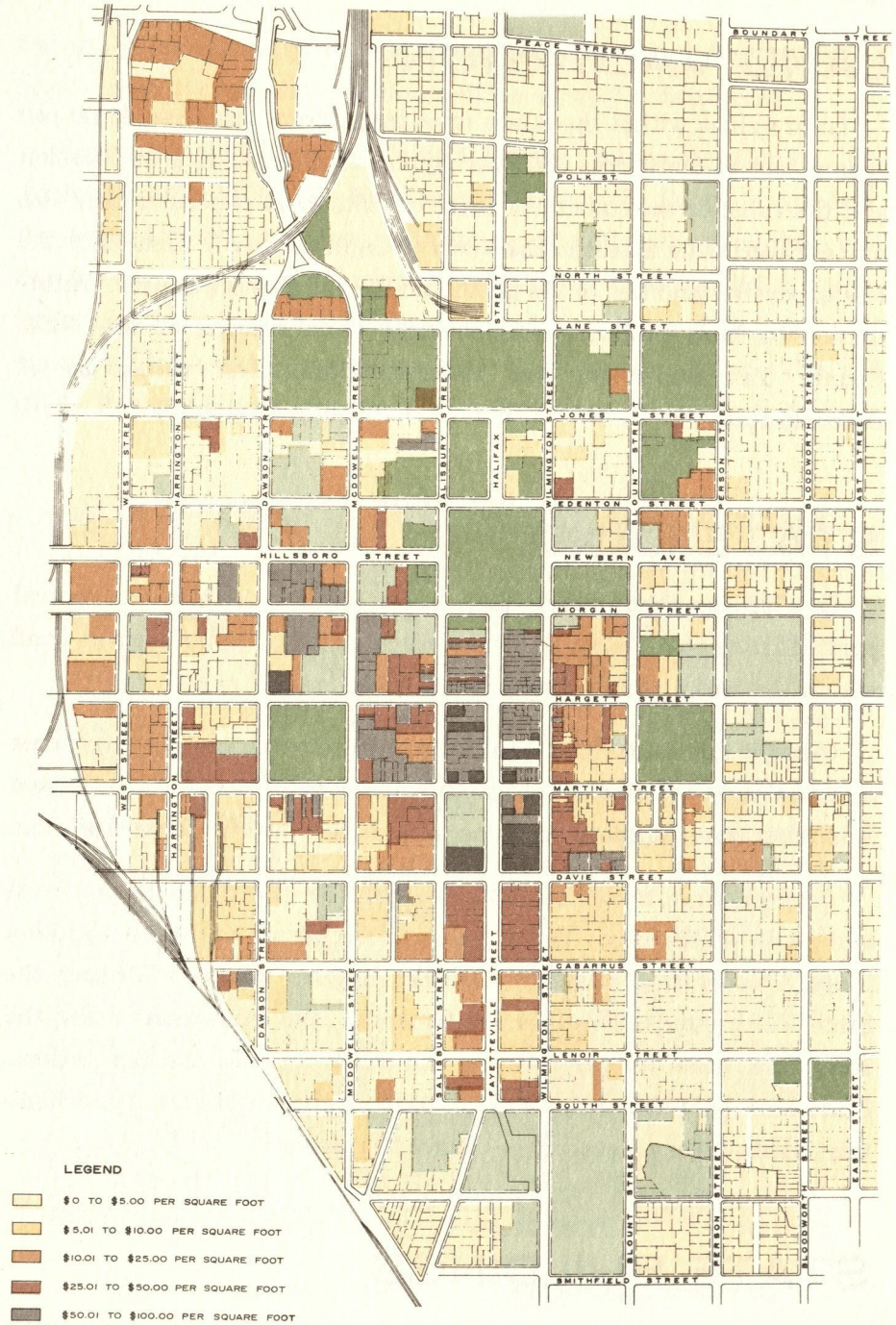
CURRENT LAND-USE CONTROLS

The City of Raleigh Zoning ordinance establishes controls on land with regard to permitted land use; building height, yard, and set-back requirements; and off-street parking standards. In addition, maximum dwelling unit densities are prescribed for residential districts. Thirteen classifications of zoning districts include residential, office and institutional, commercial, and industrial. Generally residential zones are the most restrictive and industrial zones the least restrictive. The central business district is zoned for business and most commercial uses are permitted. Certain industrial and storage uses, however, are prohibited. The area to the south and

east of the State Legislative Building is zoned "Office and Institutional II," which permits offices, eleemosynary institutions, motels, restaurants, and service activities when operated in conjunction with a permitted use. To the northwest and west of the State Legislative Building, most land is zoned for industrial use except for small areas around Caswell Square which are zoned for neighborhood business and residential uses. North Halifax Street is zoned mostly for office and institutional uses, and Blount and Person streets north of the Governor's Mansion are zoned for residential use only.



EXISTING ZONING—CENTRAL RALEIGH



LAND VALUATION—CENTRAL RALEIGH

LAND VALUATION

Land values within the study area range from less than $1.00 per square foot to more than $250 per square foot, depending on location and the value of the structures thereon. The most expensive land lies along Fayetteville Street to the south of Capitol Square. Generally the less expensive land lies to the north and east of Capitol Square. Information on land valuation was obtained from records of the Wake County Tax Supervisor and reflects approximate values as of October, 1963.

STATE LAND

In 1792 the State owned 1,000 acres in what is now the central part of Raleigh. Today it owns less than fifty. State-owned land within the study area is listed in the table on this page.

Outside the study area the State owns approximately five acres at the Motor Vehicles Building, two and a half acres at the Prison Administration Building, and one acre at the Civil Defense Building.

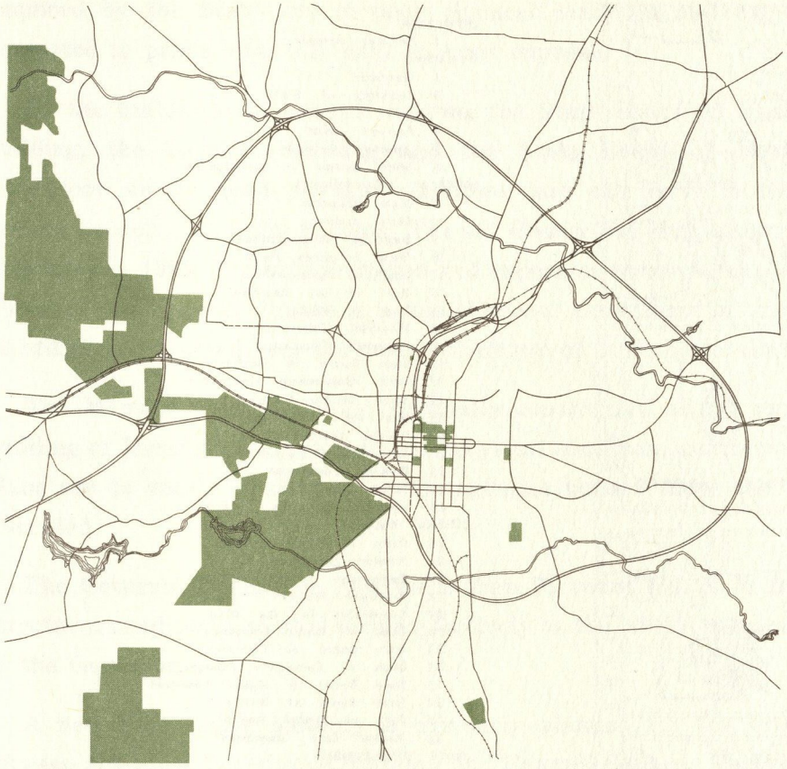
Several large tracts of land are held by the State to the west and south of the city. These include the campus of North Carolina State University at Raleigh, Central Prison, Women's Prison, the State Fairgrounds, Dorothea Dix Hospital, the State School for the Blind, the State Military Center, and other agencies and institutions. State land holdings in the Raleigh area, exclusive of street and highway rights-of-way, total more than 6,000 acres.

STATE BUILDINGS

State administrative agencies and related activities currently occupy approximately 1,620,000 square feet of building floor space in Raleigh. Agencies are housed in 41 separate State-owned buildings and approximately 55,000 square feet of rented space located throughout Raleigh. Permanent State buildings in downtown Raleigh contain

Block	Buildings	Net Acres
Capitol Square	Capitol	6.14
Blount, Hargett, Person, Morgan	Old Highway Testing Lab	0.46
Fayetteville, Hargett, Wilmington, Morgan	Justice Building	0.32
Salisbury, Hargett, Fayetteville, Morgan	State Library Building	0.28
Wilmington, New Bern, Blount, Morgan	Highway Building, State Art Museum, Department Community Colleges Library Center, Motor Pool, Parking Lot	2.00
McDowell, Hillsboro, Salisbury, Morgan	Revenue Building Old Olivia Rainey Library	0.76
McDowell, Edenton, Salisbury, Hillsboro	Parking Lot	0.51
McDowell, Jones,	Education Building	1.36
Salisbury, Edenton Salisbury, Jones Halifax, Edenton	1 Frame Structure, 1 Storage Building Agriculture Building, Labor and Insurance Building, Old Heating Plant, 2 Frame Structures, Parking Lots	2.00
Halifax, Jones, Wilmington, Edenton	Old Y.M.C.A. Building, 2 Frame Structures, 1 Masonry Structure, Parking Lots	1.15
Blount, Jones, Person, Edenton	Mansion Park Building	2.34
Caswell Square	Caswell Building, Cooper Health Building, Laboratory of Hygiene, Old Health Building, Cotton Classing Warehouse, Oral Health Building, Caswell Square Heating Plant, Old Textbook Warehouse	4.00
McDowell, Lane, Salisbury, Jones,	Parking Lots, Misc. Commercial and Residential Buildings	3.56
Salisbury, Lane, Wilmington, Jones	State Legislative Building	5.02
Wilmington, Lane, Blount, Jones	Vacant land, 4 Frame Structures	3.13
Burke Square	Governor's Mansion	4.00
Downtown Blvd., Lane, Seaboard Railroad	State Records Center New Heating Plant	1.39
Downtown Boulevard, Lane	Vacant land	0.85
Halifax, Johnson, Wilmington, North	2 Frame Structures	0.91
TOTAL		40.18

STATE OWNED LAND IN CENTRAL RALEIGH

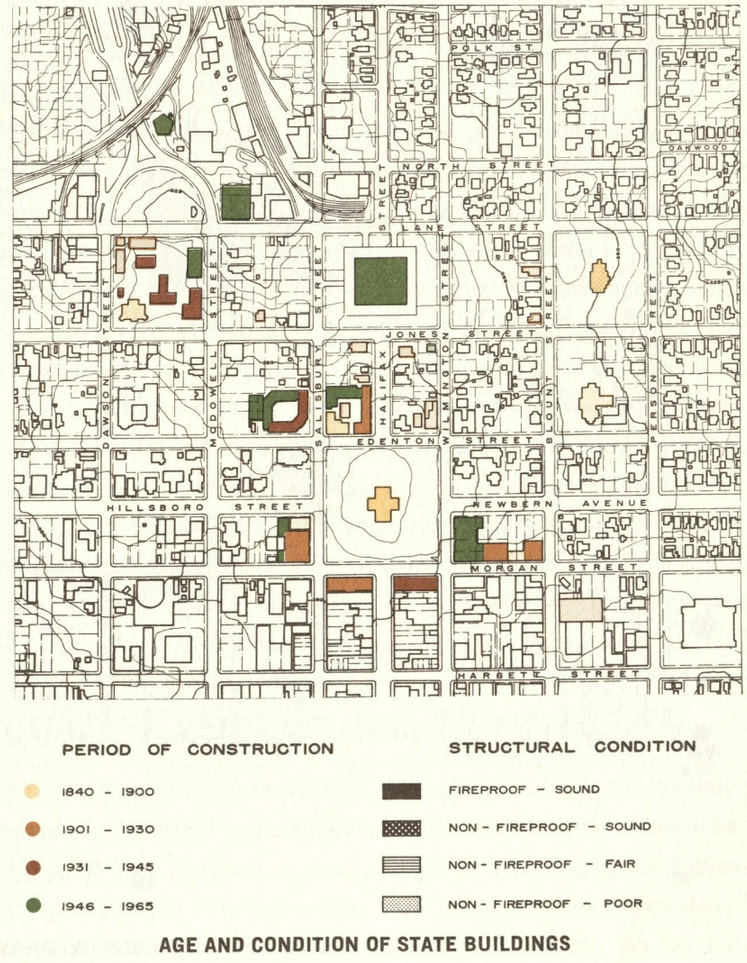


STATE LAND—RALEIGH METROPOLITAN AREA

1,153,295 square feet of floor space, and the Motor Vehicles Building contains an additional 117,061 square feet.

Generally speaking, the permanent State buildings around Capitol Square are in good physical condition. Built mostly of steel, concrete, and masonry, they can, with proper maintenance, endure for centuries. Unfortunately many of these buildings, particularly the older ones, face obsolescence because they lack the flexibility to adjust to the ever changing needs of State government. Partitions are fixed, and offices can be rearranged only at great expense. Mechanical systems perform poorly and inefficiently because the buildings were not originally designed to accommodate them. A notable exception is the State Board of Health building, where the offices are divided with movable wall systems. Buildings generally have not been planned for expansion. Usually when additions have been made the result has been a poorly organized building with a clumsy appearance.

Permanent buildings on Capitol Square include the Capitol, the Agriculture Building, the Education Building, the Revenue Building, the State Library, the Justice Building, the Highway Building, and the Art Museum. The structural condition of these facilities ranges from excellent to fair. The Labor and Insurance Building is of masonry and wood construction and is in fair condition. The old Olivia Raney Library and the YMCA Buildings, which were recently



AGE AND CONDITION OF STATE BUILDINGS



LEGISLATIVE
- 1 General Assembly

EXECUTIVE
- 2 Governor
- 3 Secretary of State

JUDICIAL
- 4 Supreme Court
- 5 Attorney General
- 6 State Bureau of Investigation

GENERAL GOVERNMENT
- 7 State Treasurer
- 8 State Auditor
- 9 Dept. of Administration
- 10 State Personnel Dept.
- 11 Dept. of Revenue
- 12 Dept. of Tax Research
- 13 Dept. of Labor
- 14 Industrial Commission
- 15 Insurance Commission
- 16 State Board of Elections
- 17 Local Government Commission
- 18 Merit System Council
- 19 Dept. of Motor Vehicles
- 20 Utilities Commission
- 21 Civil Defense Agency
- 22 Banking Commission
- 23 Burial Commission
- 24 Alcoholic Beverage Control

CITIZEN WELFARE
- 25 Dept. of Public Welfare
- 26 Veterans Commission
- 27 Employment Security Commission
- 28 Retirement System
- 29 Commission for the Blind
- 30 Dept. of Public Instruction
- 31 State Board of Education
- 32 Dept. of Community Colleges
- 33 State Board of Higher Education
- 34 State Board of Health
- 35 Dept. of Mental Health
- 36 Medical Care Commission

STATE DEVELOPMENT
- 37 Highway Commission
- 38 Dept. of Agriculture
- 39 Milk Commission
- 40 Rural Electrification Authority
- 41 State Ports Authority
- 42 Recreation Commission
- 43 Dept. of Water Resources
- 44 Wildlife Resources Commission
- 45 Seashore Commission
- 46 Dept. of Conservation & Development

HERITAGE SQUARE
- 47 Dept. of Archives & History
- 48 State Library
- 49 Museum of Art
- 50 Museum of Natural History

CORRECTION
- 51 Prison Dept.
- 52 Probation Commission
- 53 State Board of Paroles
- 54 Board of Juvenile Correction

SERVICES
- 55 Heating Plant
- 56 Maintainence & Services
- 57 Central Motor Pool
- 58 Storage Building

NUMBER OF EMPLOYEES IN AGENCY

0 TO 25 · 26 TO 50 · 51 TO 100 · 101 TO 250 · 251 TO 500 · OVER 500

LOCATION OF STATE AGENCIES IN CENTRAL RALEIGH, 1963

acquired by the State, are in poor physical condition and can be converted to prime office use only at great expense.

Of the buildings on Caswell Square, the State Board of Health building, the Caswell building, and the State Board of Health laboratory are in good physical condition, and can serve in their present capacity for years to come. The old Health Building, although renovated in 1928, is poorly arranged and expensive to maintain. The remainder of Caswell Square is a miscellaneous assortment of small buildings, constructed over the years, which are of limited usefulness.

The Mansion Park Building, originally constructed as the main building of Meredith College, is in poor physical condition, and current plans are to vacate it as soon as the agencies housed there can be relocated.

The Governor's Mansion, now more than 75 years old, is in fair structural condition and still serves effectively as the official residence of the Governor.

A new State office building is currently planned for the block between the State Legislative Building and Caswell Square. This six-story building, containing approximately 161,000 square feet of floor space, will house several State agencies and a civil defense operations center.

Another building to accommodate the State Library and Department of Archives and History is also being planned. This will be the first unit of Heritage Square and will be located on the same block as the Mansion Park Building. With approximately 140,000 square feet on four floors, it will provide for the activities of both these agencies, for a 250-seat auditorium, and for 52,000 square feet of stack space.

STATE EMPLOYMENT

A survey conducted in the summer of 1963 revealed that approximately 5,600 State employees work in 52 State agencies in Raleigh.[1] Of these, 63 per cent are female and 37 per cent are male. The average age is 34.6 years, the average family income $7,300, and the average time in State employ five years. Sixty-three per cent live in the City of Raleigh, 93 per cent inside Wake County, and 7 per cent outside Wake County. Because of vacations, sick leave, and out-of-town assignments, an estimated 85 per cent of the employees are at work in Raleigh on a typical day. Of the total, approximately 4,420 now work in downtown Raleigh, 800 in the Motor Vehicles Building, and 380 in scattered locations throughout the city.

WORK TRIP PATTERNS

The 1963 survey indicated that 92 per cent of the State employees come to work by automobile, 5 per cent walk, and 3 per cent use public transportation. Approximately 62 per cent of those who come to work by cars drive their own automobile (or a State-owned vehicle). The average number of persons per car is 1.6. The estimate derived from these figures is that approximately 2,940 State employees drive their automobiles to work and park them in the study area each day. The survey also indicated that many of the State employees ride to work as passengers in cars driven by others. Not all of these cars are driven by State employees, but some by persons who presumably work elsewhere in downtown Raleigh. Of those State employees who drive to work, 60 per cent now park within one block of their offices and 95 per cent park within four blocks. Forty-six per cent park in State-owned lots, 25 per cent park in commercial lots, and 24 per cent park on the streets. Those who park in privately operated lots pay an average rental of $1.75 per week.

LUNCH HOUR PATTERNS

Of the employees interviewed, 62 per cent buy their lunches and the remainder either bring lunches or eat at home. Of those who buy lunches, 26 per cent eat in snack bars in State office buildings, 56 per cent eat in the downtown area, and 18 per cent eat elsewhere. The average expenditure for lunch is 85 cents. Of those who eat outside

their buildings, 50 per cent eat more than five blocks away from their offices, which indicates a deficiency of suitable restaurants in the immediate area of State buildings. Fifty-seven per cent walk to lunch, 33 per cent travel by auto, and 10 per cent travel by bus.*

State employees indicated that they make frequent trips into the central business district for purposes other than eating lunch. Sixty-one per cent reported that they had been in the central business district within the past three days, and 80 per cent said that they had been there within the past week. 56 per cent had been there to shop, 28 per cent to go to the bank, 12 per cent to the barber or beauty shop, 9 per cent on State business, and 29 per cent for other purposes. On the average, State employees stayed in the central business district for 45 minutes and spent $3.94 while there. Calculating on the basis of these figures, as much as $2,206,400 per year is spent in the central business district by State employees during time off from their jobs.

DEPARTMENTAL INTERACTION

The three major branches of State government in North Carolina are the legislative, the judicial, and the executive. The legislative branch consists of the General Assembly and various legislative study groups. The judicial branch consists of the State Supreme Court and the superior courts, and eventually will include the system of lower courts. The executive branch consists of the Governor's Office and administrative agencies of State government. There are approximately 58 of these agencies in Raleigh with full-time staffs, exclusive of State occupational licensing boards.

State administrative agencies can be divided into four major functional groups—general government administration, citizen welfare, State development, and cultural and historical. The general government administration group includes those agencies dealing with administration, finance, and enforcement of the State's laws regulating businesses and individuals. The citizen welfare group consists of agencies whose primary concerns are education, health, or welfare, while the State development group is comprised of the agencies involved with the physical and economic development of the State. The cultural and historical group includes those agencies already mentioned which are designated to be located in Heritage Square.

Investigations have indicated extensive interagency activity. Of 3,523 State employees interviewed, 881 made 2,540 trips to agencies other than their own during one week in August, 1963. Interviews with department heads have established that daily face-to-face contacts with people in other agencies is both necessary and desirable and most agencies very much prefer to be close to the General Assembly and the Governor's Office.

Of the 58 State agencies studied, location within a central governmental complex was essential to 32 and highly desirable to 21. Five agencies can function more effectively outside the governmental center. Agencies which should be placed in a central location generally require close communication with other agencies and the public. In general, agencies within a particular group have closer contacts with other agencies in that group than with agencies in other groups.

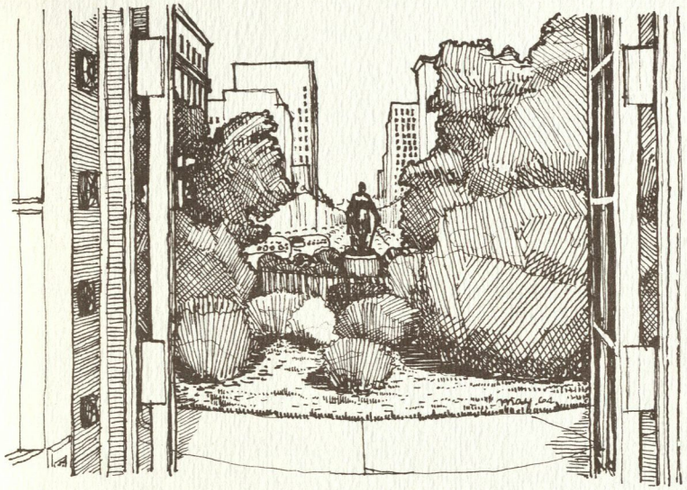
ENVIRONMENTAL QUALITY OF THE AREA

A number of buildings of historical and architectural significance have been built in the central area of Raleigh over the 173 years of its existence. Foremost among these is the Capitol. Other buildings whose quality symbolizes the era in which they were built merit preservation. These include the Governor's Mansion, Christ Church, Christ Church Rectory, the First Baptist Church, the First Presbyterian Church, the water tower, the John Haywood House, the Richard Haywood House, the Seaboard Office Building, and several nineteenth-century mansions along Hillsboro and Blount streets. The State Legislative Building, although new, because of its functional

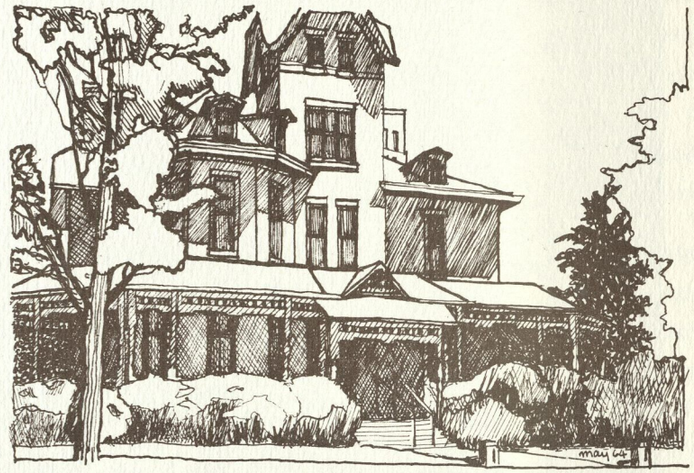
* It is assumed that most of those traveling by bus work in the Motor Vehicles Building and travel downtown for lunch. This transportation is currently being provided by the State.



STATE CAPITAL AREA FROM THE NORTHWEST, 1964



FAYETTEVILLE STREET FROM THE CAPITOL



HOUSE ON NORTH BLOUNT STREET

importance and powerful visual impact constitutes a major focal point in central Raleigh.

During the nineteenth-century the Capitol grounds were left almost unimproved. Today they are a very pleasantly developed landscape, nearly entirely covered with trees. Threaded with walkways, the grounds contain many monuments and fountains, much statuary, and other objects of interest. The grounds are attractive both to visitors to downtown Raleigh and State employees on their lunch hour. A row of benches along Morgan Street, facing Fayetteville Street, is perhaps the most popular lounging spot in the city.

The vista into Fayetteville Street from Capitol Square forms a dramatic gateway into the downtown area. In rich contrast to the serenity of Capitol Square, it leads to an area of heterogeneous excitement and vitality which suddenly unfolds at Morgan Street.

The best approaches to the Capitol are from the east and west along Hillsboro Street and New Bern Avenue. On these streets the Capitol is visible for about a mile, and gradually increases in dominance as one approaches it. The view from the west is partially blocked, however, by the Confederate monument.

The land to the northeast of Capitol Square is still largely residential in character and contains many fine old houses, particularly along North Blount Street. Once the handsomest residential area in the city, the section is now slowly deteriorating. The presence of the Governor's Mansion does, however, lend prestige and probably has served to retard the process of decay.

The district northwest of the Capitol is unattractive. It contains a miscellaneous assortment of State buildings, commercial establishments, residences, warehouses, parking lots, and industrial plants. The pattern of land use and building arrangement is completely dis-

organized, and the prosaic form of Caswell Square leaves much to be desired.

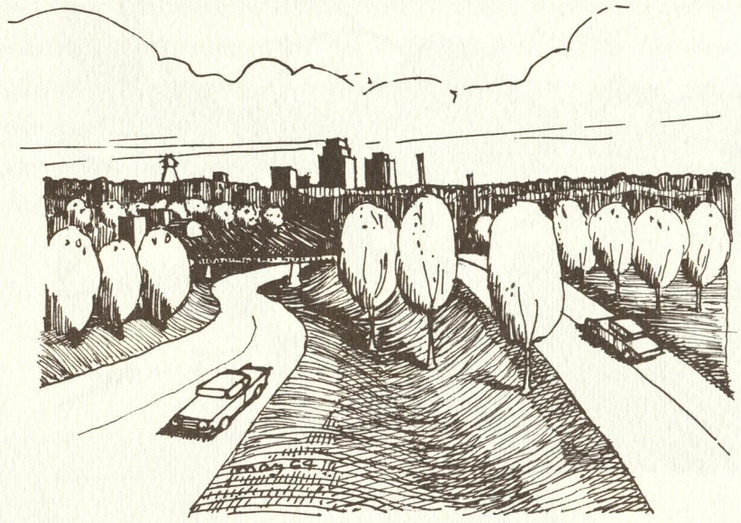
The area north of Caswell Square until recently contained "Smoky Hollow," the worst slum in the city. The construction of Downtown Boulevard in the early 1950's wiped out much of the blighted area, and the rest has been more recently removed by a redevelopment project. A commercial strip has grown up along Downtown Boulevard, however, which is hardly more pleasing than its predecessor. This is unfortunate, for Downtown Boulevard is a major entrance way to downtown Raleigh.

To the south of Hillsboro Street and New Bern Avenue the environmental character is primarily commercial. The central business core, consisting of approximately fifty-five acres, is densely built, with buildings rising up to fifteen stories. The commercial fringe consists mostly of one- and two-story buildings, and contains a good deal of open space which is used primarily for parking. This fringe, too, is a heterogeneous mixture, without visual organization. Nash and Moore squares, however, are pleasant city parks, and possess a great potential for future development.

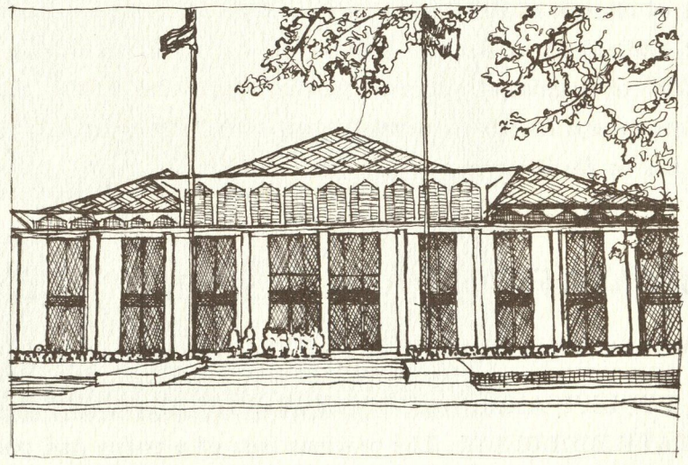
BUSINESS VISITORS AND TOURISTS

Data on visitors to State government agencies and downtown Raleigh is limited, but evidence suggests that the number of visitors is considerable, particularly during legislative sessions. Approximately 2,400 people visit State agencies on an average day, and this average increases while the General Assembly is in session. In addition, a great many tourists visit the Capitol area. The average daily number of visitors to various State facilities during the peak season is estimated as follows:

Capitol	850
State Legislative Building	2,100 (during sessions)
State Library	40
Hall of History	1,000
Art Museum	360
Museum of Natural History	1,200



RALEIGH SKYLINE FROM THE WEST



ENTRANCE TO THE STATE LEGISLATIVE BUILDING



BENCHES ALONG CAPITOL SQUARE

Probably many tourists and visitors visit several museums and points of interest while in downtown Raleigh. Although reliable data is not available, a reasonable estimate of daily visitors during April and May of legislative years is between 2,000 and 3,000. Many of these are groups (notably school children) coming in by bus. At present there are no facilities in the area to accommodate them.

SUMMARY OF CURRENT NEEDS

The major needs current to the Capitol Square area are as follows:

1. A POLICY AND PLAN FOR THE FUTURE DEVELOPMENT OF STATE BUILDINGS. The previous lack of a policy and plan has resulted in inefficiency of operation and visual disorder. A framework should be established in which State government can achieve orderly growth.

2. A SUITABLE STATE CAPITAL IMAGE. In the past the physical layout of the city and the dominance of the Capitol building conveyed the capital image fairly well. In recent years, however, the advent of tall buildings in the downtown area, the dispersion of State office buildings, and the rapid growth of the City of Raleigh, have diminished this image.

3. ADEQUATE TRANSPORTATION FACILITIES IN THE CENTRAL PART OF THE CITY. Thoroughfares in downtown Raleigh are operating at or near capacity during rush hours and can accommodate little future growth in either the central business district or the State government area. If either of these areas is to grow significantly, new transportation facilities must be provided.

4. ADEQUATE PARKING FACILITIES. The State Legislative Building was the first State government building in downtown Raleigh for which parking facilities were planned as an integral part of the building. The parking space which the State has been providing has served only half its employees and has been in temporary lots on which buildings will no doubt ultimately be erected. Parking facilities for State employees and visitors are grossly inadequate. Those that exist are so unsightly that they produce a blighting effect on the State government area.

5. ADEQUATE SPACE IN WHICH STATE GOVERNMENT CAN GROW. Growing government services in a growing State need room for expansion and will continue to do so. Obviously the future space needs for State agencies cannot be determined with complete accuracy, and safety factors should be incorporated into any development program which will allow for maximum flexibility. This flexibility does not now exist. Often agencies are forced to relocate or split up their operations simply because there is no room for expansion in their present location.

6. ADEQUATE FACILITIES FOR VISITORS. Raleigh has the potential to become a major tourist center. It has done little to encourage this possibility. If tourists and visitors are to be attracted to Heritage Square and other points of interest, sufficient parking

space, dining and lodging accommodations, rest areas, bus loading stations, and other facilities must be provided. At present not even an information center exists.

7. ADEQUATE COMMERCIAL FACILITIES FOR STATE EMPLOYEES. Sufficient restaurant facilities in the Capitol area do not exist. A major problem seems to be the lack of patronage on evenings and weekends. This can largely be solved by making the area more attractive to tourists and providing night-time and weekend activities. Development of the potential that exists for downtown apartments and town houses would also provide the continuing patronage which restaurants require to survive. Also needed are more convenience shops and services in areas of concentrated state employment—dry cleaners, barber and beauty shops, drug stores, etc.



THE STATE LEGISLATIVE BUILDING DEDICATION—NOVEMBER 20, 1964

FUTURE NEEDS

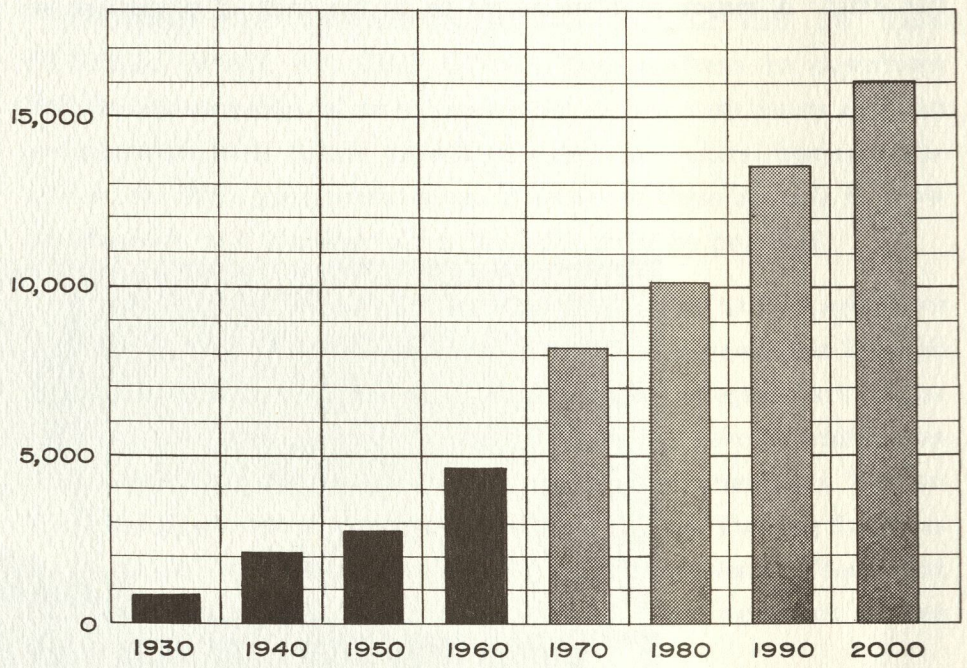
STATE EMPLOYMENT

The administrative agencies of State government have grown continually. In 1840 there were but fifteen State employees, exclusive of the General Assembly, all housed in the Capitol building. In 1926 there were approximately 700 persons in State administrative agencies in Raleigh. In 1963 there were more than 5,600, and there can be no doubt that as the population of North Carolina grows, the State will take on many new responsibilities. Studies of past trends and current organizational goals indicate that total State government employment in Raleigh, exclusive of State institutions and local field offices, will develop as follows:

1970	8,176
1980	11,096
1990	13,594
2000	16,093

Of these, the agencies which can be located in the central area of Raleigh will have approximately these employment figures:

1970	7,944
1980	10,691
1990	13,177
2000	15,663



PAST AND PROJECTED STATE GOVERNMENT EMPLOYMENT IN CENTRAL RALEIGH—1930 TO 2000

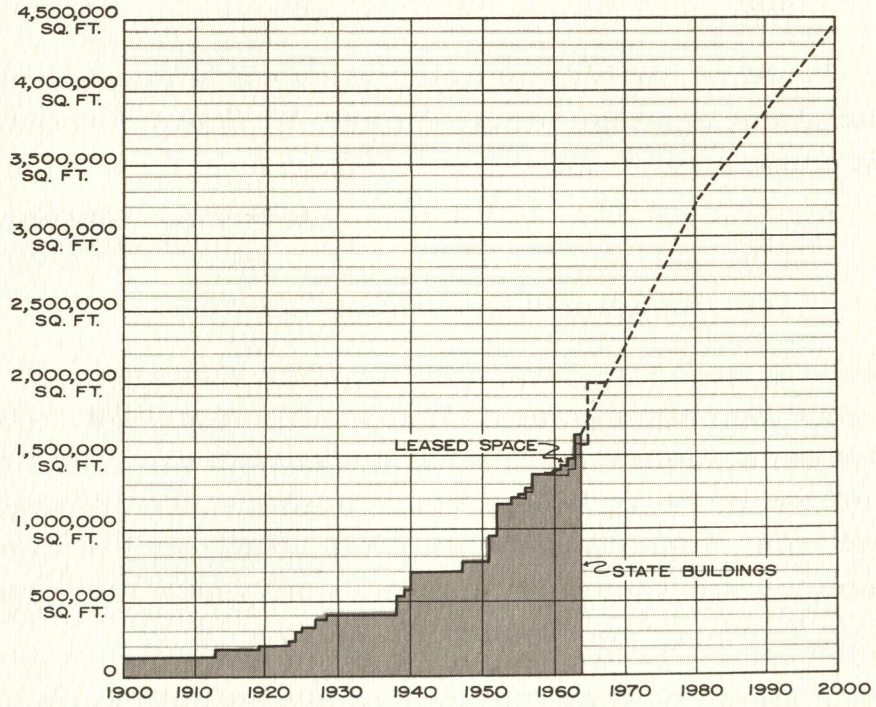
LEGISLATIVE		EXECUTIVE		JUDICIAL		GENERAL GOVERNMENT		CITIZEN WELFARE	
1970	143,500	1970	8,250	1970	81,500	1970	405,545	1970	575,950
1980	143,500	1980	10,560	1980	110,750	1980	538,960	1980	785,030
1990	143,500	1990	12,375	1990	138,125	1990	650,200	1990	974,515
2000	143,500	2000	14,190	2000	165,500	2000	761,445	2000	1,164,000
STATE DEVELOPMENT		**HERITAGE SQUARE**		**MOTOR VEHICLES**		**SERVICES**		**TOTAL**	
1970	564,075	1970	440,500	1970	181,500	1970	44,000	1970	2,444,820
1980	752,575	1980	583,500	1980	245,000	1980	68,000	1980	3,237,875
1990	927,735	1990	712 750	1990	270,000	1990	80,500	1990	3,909,700
2000	1,102,905	2000	842,000	2000	295,000	2000	93,000	2000	4,581,540

PROJECTED STATE GOVERNMENT FLOOR SPACE REQUIREMENTS IN CENTRAL RALEIGH BY AGENCY GROUP

BUILDING SPACE REQUIREMENTS

On the average, 250 square feet of building floor space are currently required for each State employee. However, floor space requirements vary considerably from department to department, depending on the size of the department and the nature of its operations. For example, the square footage of floor space per employee for the State Library, which houses documents and materials as well as offices, is much greater than it is for the Department of Revenue, which accommodates many clerical personnel.

Recognizing these differences, floor-space requirements were estimated for each department, based on the current adequacy of existing floor space and anticipated growth.



PAST AND PROJECTED STATE GOVERNMENT BUILDING SPACE REQUIREMENTS IN CENTRAL RALEIGH, 1930 TO 2000 (SUMMARY)

PARKING REQUIREMENTS

Without adequate vehicular access and parking space, a central governmental complex cannot function well. Estimates based on current ratios of automobiles to State employees, are that by the year 2000 an average of approximately 8,650 State employees will drive automobiles to work in downtown Raleigh each day. Automobiles carrying persons to the central business district and visitors to the State Capital Center will constitute another sizable bloc. By 1980 the central area of Raleigh must accommodate twice as many automobiles as it does now, and by the year 2000, assuming that automobiles are still a prime means of transportation, three times as many.

Parking space requirements for State employees are estimated as follows:

1970	4,360
1980	5,940
2000	8,700

In addition, the following parking spaces will be needed for visitors during an average business day while the General Assembly is in session:

	Automobiles	*Busses*
1970	489	45
1980	768	60
2000	987	90

The State may either accept the alternative of providing parking facilities or leave the responsibility to private enterprise. But whatever this decision, the facilities must be provided or State government will suffer. Morale among State employees, difficulty in attracting new personnel, and inconvenience to the public will become serious problems if parking requirements are not adequately met.

Under current zoning practices, each developer is required to provide adequate parking for his respective facility; the State should also provide for its parking needs. If the State accepts this responsibility, two advantages will accrue. The first is the assurance that the facilities will be provided where they are needed, when they are needed, and structured according to some rational system. The second advantage is that a more compatible visual environment can be provided for State government if parking facilities are under State control. If left to private enterprise, the land surrounding the government center will develop into a myriad assortment of small parking lots which are both unsightly and poorly related to traffic patterns. The provision of parking facilities is also likely to lag behind the demand.

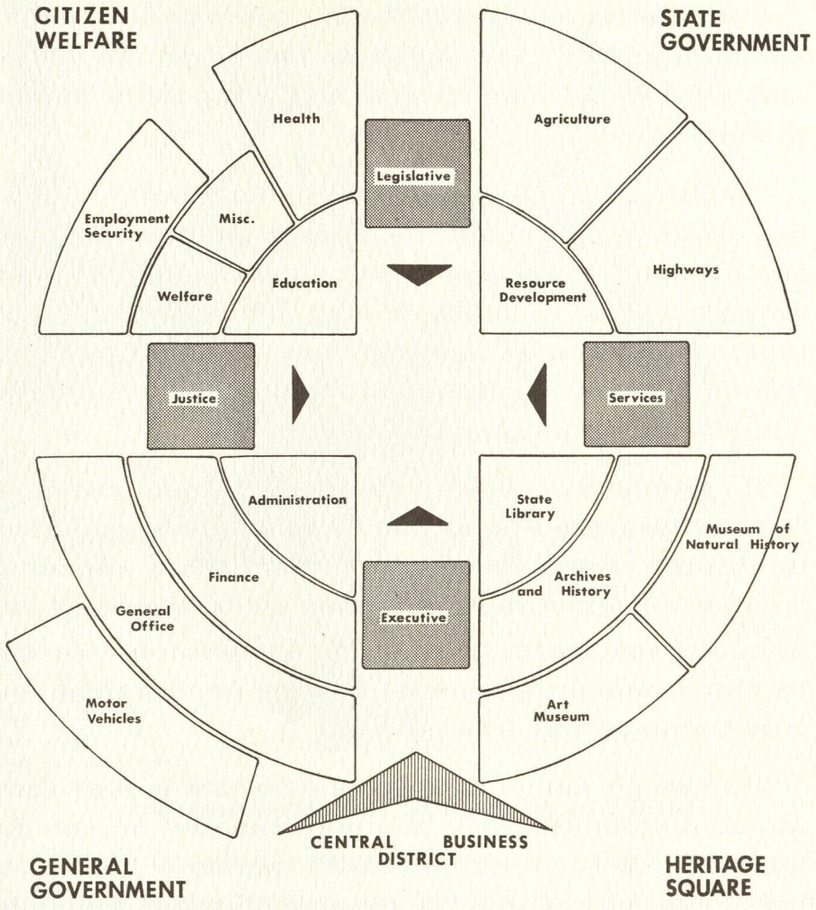
LOCATION REQUIREMENTS FOR STATE AGENCIES

A study of State agencies has indicated that most of the agencies can function more effectively in a central governmental center, provided that floor space and vehicular access requirements can be satisfactorily met. There are, however, several exceptions—notably the Prison Department, the Board of Paroles, and the Probation Commission, which because they have little contact with other State agencies and because they deal almost exclusively with corrections, can be located in a single group, away from the governmental center. The current proposal is that these be located at the Prison Administration Building on West Morgan Street. This site was chosen for greater efficiency in the Prison Department's administration of Central Prison and the prison system's operations and warehousing center, which are at that location. A central file system would serve all three agencies. Another exception is the Adjutant General's Department, which has been recently moved to the State Military Center west of Raleigh with other North Carolina National Guard activities. Warehousing operations generally should not be located in the governmental center. It would be desirable, however, for operations which support the governmental center and also the State textbook warehouse, which is visited by school officials from outside Raleigh, to be located nearby.

The most important buildings in the governmental center will be those occupied by the General Assembly, the Governor, and the Supreme Court. Because they house the top levels of State government, they should be given positions of prominence in the State governmental complex and symbolize the highest functions of government. A new building for the Supreme Court that will be more expressive of its position as the high tribunal of the State will be part of the long-range plan. No major expansion of legislative facilities seems necessary during the planning period of the center, and the plan contains no proposals to alter or expand the State Legislative Building. The Capitol is and will continue to be an important emblem of the State, and as such, it should have a vital function rather than serve only as a monument to the past. Its continued use as the center of the Governor's activities would be entirely appropriate.

We have seen that the administrative agencies are divided into four major groups, three of which—general government administration, citizen welfare, and State development—can in the future be effectively housed both in existing State buildings within a governmental center and in new office building complexes. Where possible agencies should be placed in locations which are most conducive to efficient operation and most convenient to the public, and agencies having common purposes which require frequent face-to-face contact of personnel ought to be grouped together.

General government includes those agencies which deal with the administration of government, finance, the regulation of business, and regulation of motor vehicles. The administrative and finance agencies deal with many aspects of government, and consequently should be located near the center of the governmental complex. The regulatory agencies deal more directly with the public, and location requirements are based more on public convenience. The Department of Motor Vehicles is very large, and has close ties with both the Highway Commission and the Department of Revenue. It has not only a large clerical staff, but also the most public visitors of any department. Because of its size and function, it could be located in a single self-contained complex.



FUNCTIONAL ORGANIZATION OF STATE AGENCIES

The citizen welfare group is concerned with the fields of education, health, and welfare. Most agencies in this group deal closely with each other, they have common goals which often overlap, and a common location would be helpful to their activities.

The three major concerns of the State development group are highways, agriculture, and development of economic resources. Because of their mutual interest in the growth and development of the State's economic and physical resources, agencies within this group tend to work closely with each other, and again a proximate location would be desirable.

A fourth group consists of the facilities which are designated to form Heritage Square. These include the State Library, the Department of Archives and History, the State Art Museum, and the Museum of Natural History.

The State Library serves as a repository for data and informational materials primarily for use by State government and also carries on administrative programs such as assistance for local public libraries and library services for the blind. It is not visited by large numbers of people outside State government. Because of its services to State government, it would be most advantageously located where it is convenient to most other State agencies.

The Department of Archives and History maintains custody of State archives and operates the State's historical museums, including the Hall of History in Raleigh. Other duties currently assigned to it include historical research, development and maintenance of historical sites, and education extension. This department also maintains the State Records Center, a central repository for maintaining noncurrent temporary State records.

The State Art Museum is the largest art museum in North Carolina and is rapidly growing. It maintains a permanent collection for exhibition to the public and also exhibits traveling collections. Its current plans are to develop into a museum of national importance.

The Museum of Natural History, now a division of the Department of Agriculture, also has permanent exhibits. Its primary function is as an educational facility for the public, particularly school children, and its role will probably greatly increase.

Heritage Square will consist of facilities which, except for the State Library, will be visited by a great many people. Its site has been chosen with much care to insure that it will have those requirements already discussed: (1) proximity to other public buildings which attract visitors, particularly the Capitol and State Legislative Building; (2) vehicular access by private automobiles and busses; (3) convenient supporting facilities, such as restaurants and motels. The Square has also been purposely located within walking distance of the central business district and in an area rich in historical association.

The Archives and History Records Center can be housed in a low-cost structure which would not necessarily be a part of Heritage Square. It should however, remain within the governmental center for the convenience of the agencies using it. Quite possibly it could be built as part of an underground parking structure.

Service facilities including a State motor pool, maintenance shops, storage buildings, utilities, etc., must of necessity be a part of the center, but because of their nature, should not be visually prominent. They should be located where they can perform most efficiently, but screened from public view. They might also be located underground, where they would have direct vehicular access.

DEVELOPMENT FORM

Among the many developmental alternatives that have been considered by the Commission was decentralization. The possibility of decentralizing State agencies has several obvious advantages: lower land cost, relief from traffic congestion and demand for parking facilities in the central city, and general freedom and flexibility in planning. Interviews with State department heads, however, have established that the majority believe that the necessity for daily interagency personal contacts makes decentralization undesirable. Another disadvantage of decentralization would be the danger of engendering extreme attitudes of independence among State agencies because of their isolation from each other. Such a situation could cause a severe reduction of operational efficiency. Also the lack of supporting facilities in outlying areas might reduce efficiency and cause low employee morale. In the study of State employees 54 per cent preferred to work in the downtown area. The next highest area of preference, Cameron Village, received only a 17 per cent vote. Still another and important reason for not dispersing governmental agencies is that decentralized facilities would be engulfed in the surrounding environment, and the opportunity to create a visible image of the State's capital city would be lost.

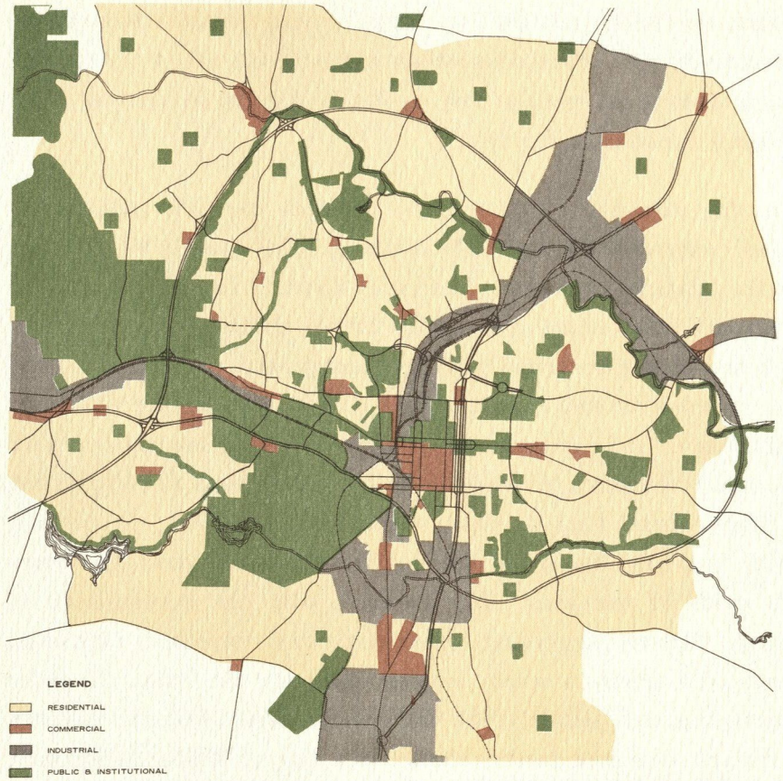
While plans for future government facilities must recognize both the advantages and disadvantages of locating agencies within a central governmental center, studies indicate the advisability of retaining State administrative agencies, with a few exceptions, in a central location, even some which have already moved out of downtown Raleigh. On this basis the State Capital Center plan was built.

THE STATE CAPITAL CENTER AND THE CITY

Like many American cities, Raleigh has become a vast complex of sprawling low-density suburbs. Its transportation network has become almost entirely automobile oriented. Outlying areas contain shopping and commercial districts, industrial parks, and offices, as well as residences. Focal points, away from downtown, such as the State University and Cameron Village areas, have developed. A belt-line highway around the city is now partially completed. This will probably have a considerable effect on the future pattern of land development.

Nevertheless, the central core of Raleigh has continued to grow commercially, partly because of the presence of State government. The prediction is that the core will continue growing throughout the planning period, and may double its floor space by 1980. Most of this growth will be in the form of intensification rather than spreading out of the existing core. Some expansion to the south, however, and to the east and west around Nash and Moore squares appears likely.

Much that now exists in the central area of Raleigh should remain unchanged. Nearly two centuries of history and tradition are rooted there. The Capitol, the Capitol grounds, the churches on Capitol Square, the Governor's Mansion, the historical houses all impart a flavor which is the symbolic heritage of the State's capital city. The gridiron street pattern, a strong feature of the original plan, remains an equally dominant feature today. In any plan proposed, a link of continuity must be provided between the past and the future.



LAND DEVELOPMENT PLAN—METROPOLITAN RALEIGH, 1980

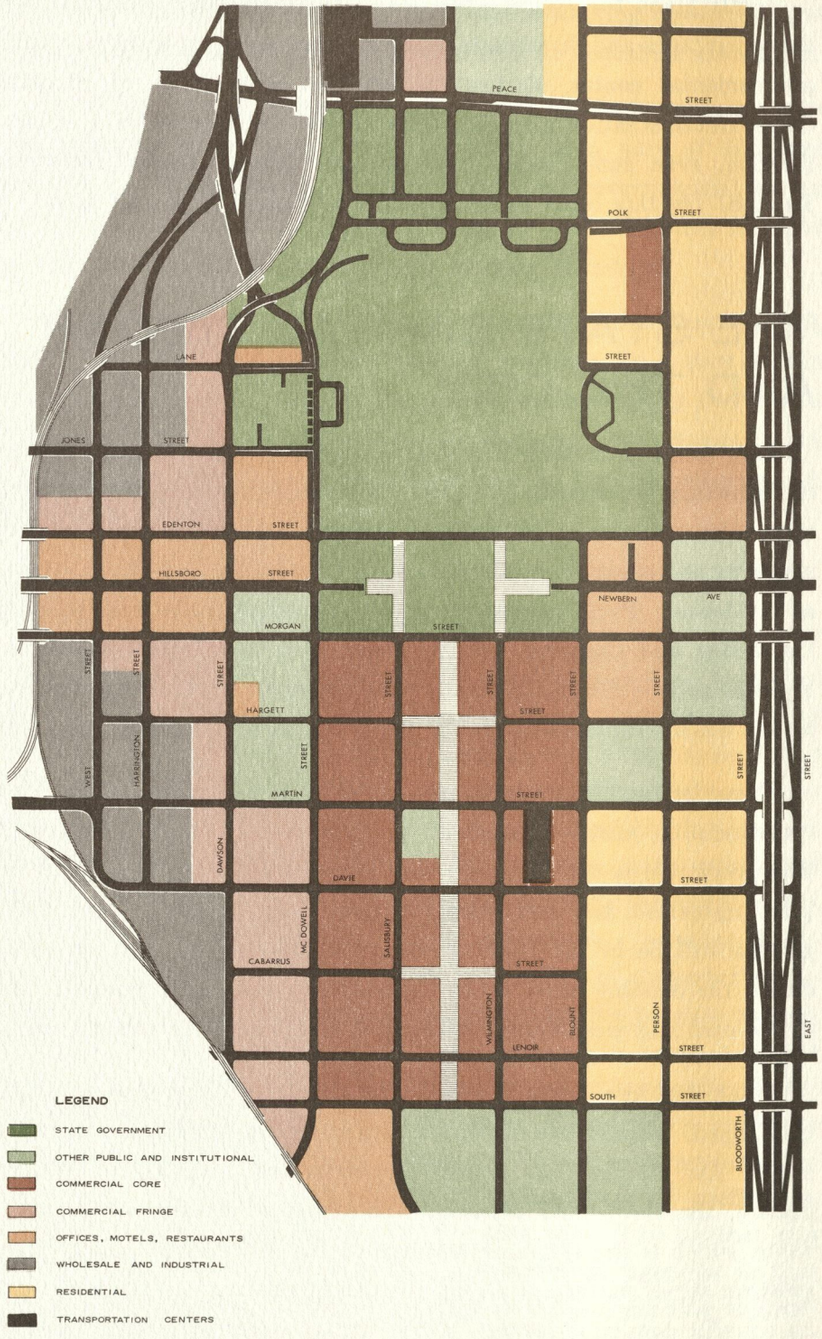
The relationship of Capitol Square and the central business district is in many ways a fortunate one. The fact that the business district does not surround Capitol Square and cut off the possibility of future growth is fortuitous. The rather strong division between commercial and State activities is a dramatic contrast, and makes possible the creation of a distinct image of a State government center, with all that this implies, and co-existent prosperous business district, both of which might be lost in a more diffused relationship.

A mutual advantage can be derived by planning the future development of the central business district and the State Capital Center so that maximum use of the central business district by state employees will be encouraged. To achieve this, close pedestrian contact with the business district must be maintained. These contact points should be

frequent, convenient, and inviting. Consideration should also be given to the introduction of activities which will intensify use of the central business district on evenings and weekends, thereby generating more and better facilities in the area.

On the outskirts of the central business core the automobile-oriented commercial fringe will continue. This fringe will expand with the growth of the central business district. In order to protect the State Capital image and assure future accessibility, growth of this fringe should be carefully planned and guided, particularly along the approaches to and the areas immediately surrounding the State Capital Center and commercial core. In these areas, commercial land uses should be limited to those which will do the most to complement the State Capital Center. These would include offices, restaurants, lodging facilities, and shops and services which will meet the immediate needs of the area. For instance, with the development of Heritage Square, increasing population, and improved highways, Raleigh will become a major tourist center for the State. In order to fulfill this role properly, the city must provide adequate facilities for visitors. One such facility should be a visitors' center at Heritage Square designed to serve as a gateway for visitors and offering an information service, a lounge area, restroom facilities, a bus loading area, eating facilities, and an orientation room and theatre. Lodging, of course, should be available nearby. Design controls for buildings within the area around the State Capital Center can establish desirable density, height, and construction standards and provide guidelines to achieve desirable visual relationships.

The area to the north and east of the State Capital Center is expected to remain as a residential neighborhood. Gradually the single-family residences could be converted to group housing. The demand for luxury apartments in Raleigh is growing, and some of these could be logically located in this area. The mansions along Blount Street which will remain would continue as private residences or be converted to private clubs or some other compatible use which would preserve their original character.



PROPOSED LAND USE—CENTRAL RALEIGH, 1980

ACCESS TO THE STATE CAPITAL CENTER

The present thoroughfare system is currently operating at or near capacity during rush hours. Obviously, this system as it now exists will be able to accommodate little future growth. Retention of a governmental center in downtown Raleigh or continued growth of the central business district will therefore depend on the construction of major new traffic-handling facilities to the central area. The State Highway Commission and the City of Raleigh are undertaking a major transportation study which will help determine the best way to deal with this problem. Although it is not the purpose of this study to duplicate the efforts of the thoroughfare study, certain assumptions about the probable development of the thoroughfare system and some suggestions about which courses of action would best meet the needs of the State Capital Center are in order.

In planning for the future the following requirements should be met:

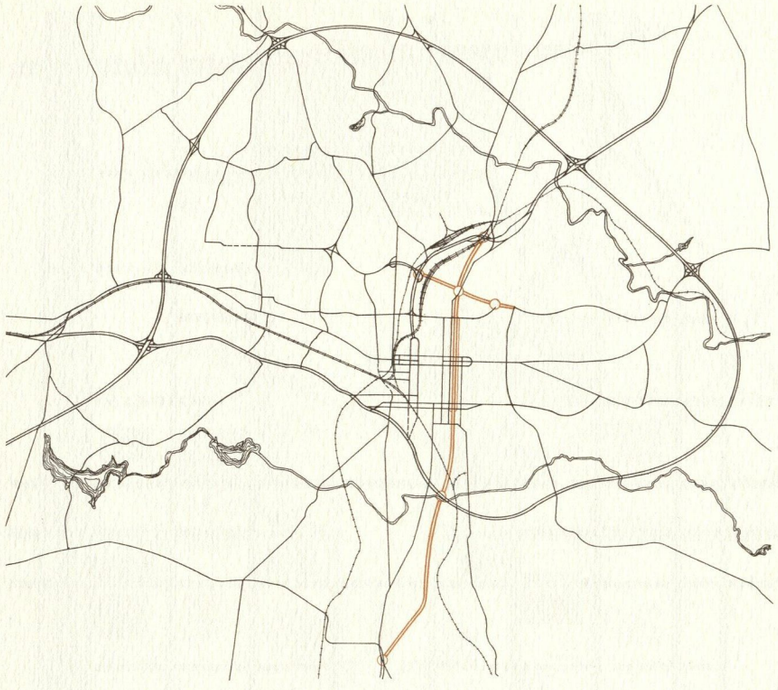
1. The State Capital Center should be conveniently accessible from all directions by automobile and by public transit.

2. Vehicular approaches should make a maximum contribution to the visual image of the State Capital Center and the central business district.

3. Streets within the central area should be of a sufficient capacity to carry anticipated vehicle loads. Street design should be based on peak capacity and planned and constructed so that capacities can be increased when needed.

4. Conflicts in traffic flow should be minimized. Conflicting intersections, turns, and pedestrian crossings should be avoided on major streets. Streets should be designed so that traffic signals will not interrupt the flow.

5. Conflicts between State government traffic, central business district traffic, and through traffic should be minimized.



ASSUMED THOROUGHFARE SYSTEM—METROPOLITAN RALEIGH, 1980

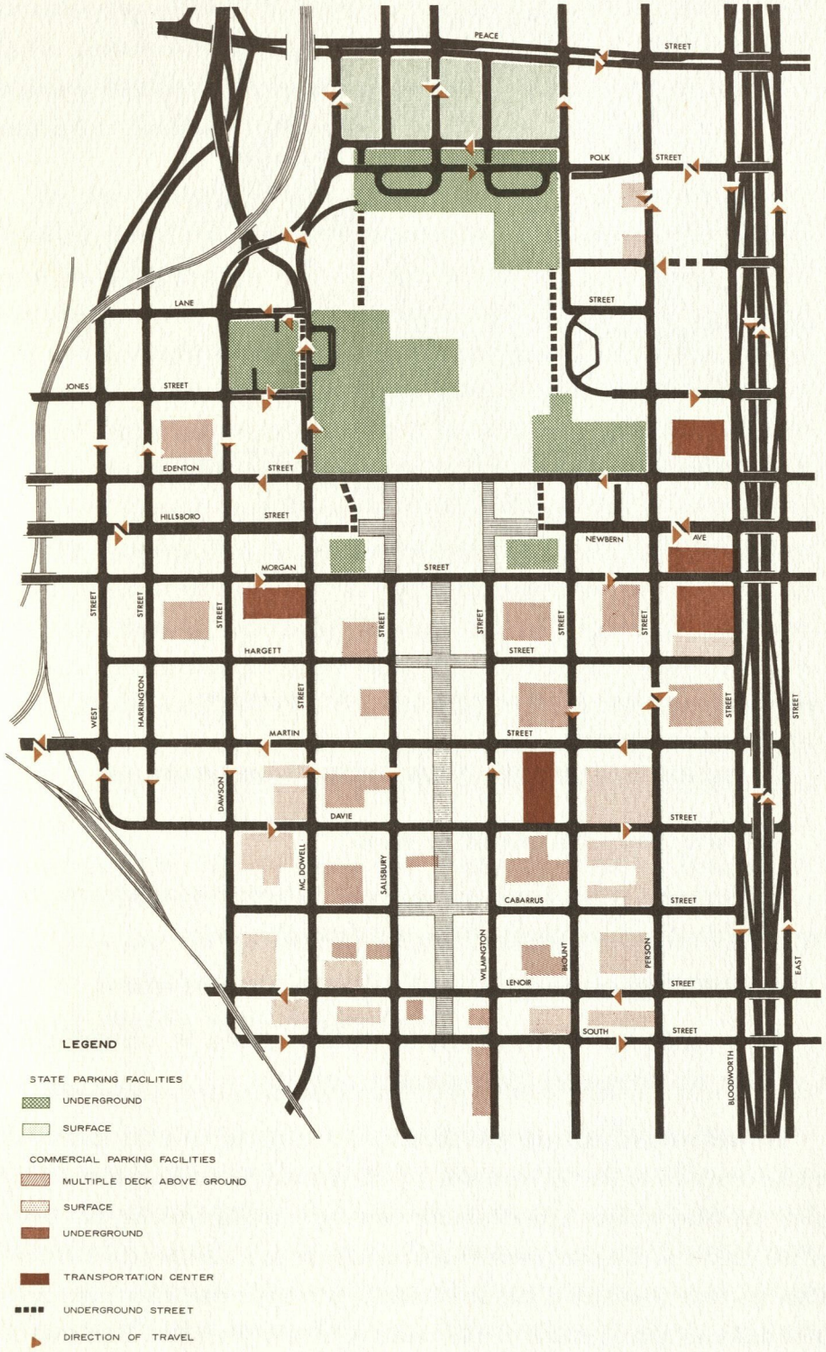
6. Traffic movement should be direct.

7. Internal streets should connect with external thoroughfares, so as to facilitate a smoother flow to and from the area.

8. Public transit should be used to its utmost effectiveness.

9. The plan for the State Capital Center should be adaptable to a number of alternative transportation systems.

An analysis of existing conditions points out the need for improved traffic circulation on the east side of the central area. To satisfy this need the plan shows a north-south freeway passing just to the east of the center of the city, located between East and Bloodworth streets. This freeway provides a major entrance into the central business district and can absorb much of the traffic load now placed on Downtown Boulevard. An east-west freeway extending from Wade Avenue to



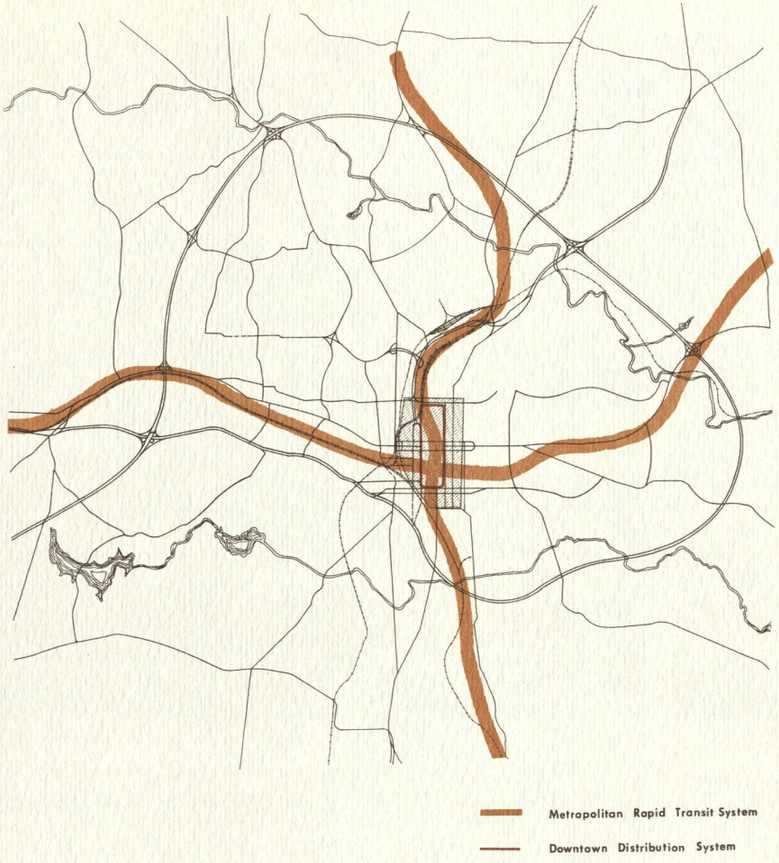
PROPOSED THOROUGHFARE SYSTEM—CENTRAL RALEIGH, 1980

Milburnie Road would interchange with the north-south freeway. The freeways would provide a better balance of the traffic load on downtown streets by providing entrance points from the east as well as the west. As the north-south freeway passes through the central city, four access points are available from each direction. Two serve primarily the State Capital Center, and two serve primarily the central business district. The freeway is depressed below grade at most points to diminish the detrimental effects of noise and glare on the adjacent land. Such a highway is a major gateway to the city and should be given exceptional design attention. Bridges and other structures should be graceful and the landscape attractive, providing shade, protection from glare, and a pleasant setting. Signs and lighting should be carefully and tastefully designed. Land use along the freeways also should be planned so as to enhance the image of the capital city.

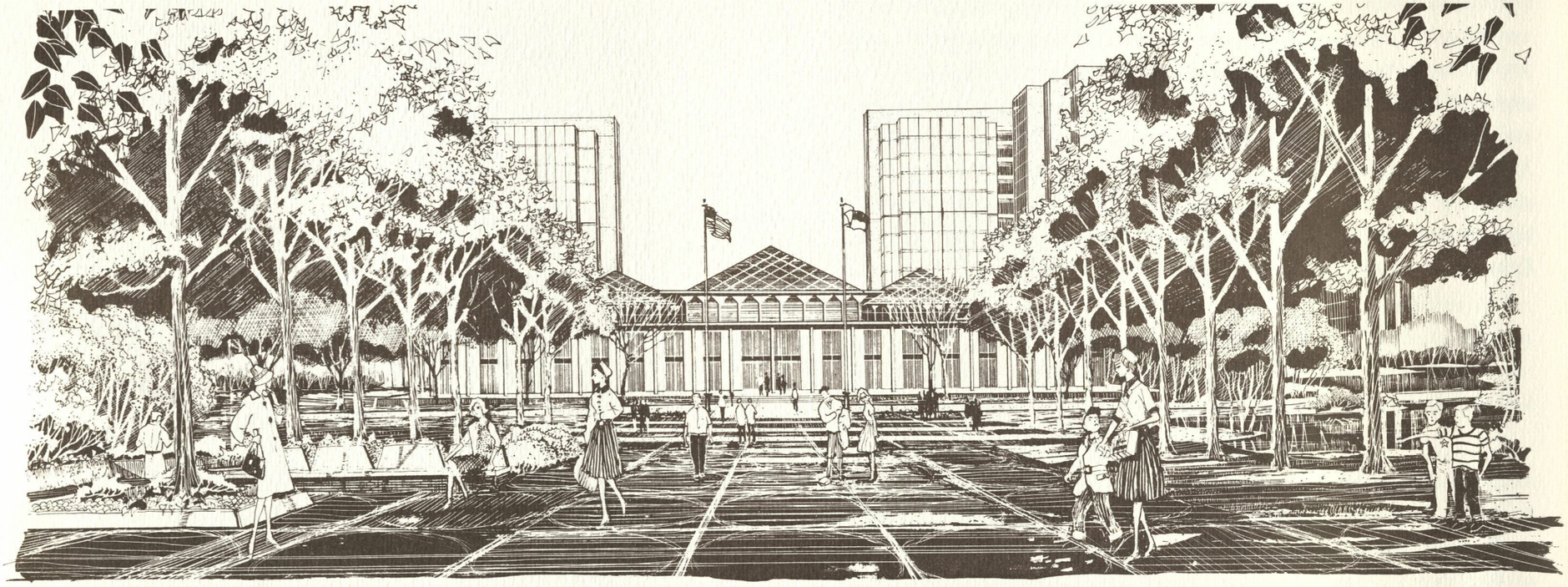
Access streets to the State Capital Center should be broad avenues with minimum interference from cross traffic. On the plan, they lead directly to underground parking facilities and unloading areas. Here again, the goals of the plan should be carried out through care in design of pavements, structures, "street furniture," and landscaping. Buildings along these access streets should also contribute to the Capital image. Downtown Boulevard will continue to serve as a major gateway, and as such its appearance should be improved. New Bern Avenue and Hillsboro Street, which now enjoy the best vistas of the Capitol, would become fine avenues, lined with trees and stately buildings. According to the plan, as they approach Capitol Square, the vehicular ways of these streets ramp down to underground parking facilities and the pedestrian way continue to the heart of the Capital Center. Edenton and Morgan streets are shown continuing through at ground level, affording a view of the Center from automobiles and providing a discharge points for passengers.

Although the automobile is now a prime means of transportation, this will not necessarily be true by the year 2000. Raleigh at present is heavily committed to the automobile and could not now exist without it. In the future, however, the prime means of access to the central city will probably be some combination of private vehicles

and mass transportation. Although the foreseeable population levels and densities probably will not justify a rapid transit system, this possibility should be kept in mind. Concentration of employment as proposed in the State Capital Center plan is favorable to mass transit, and similar concentrations along corridors of travel may some day justify a means of transportation other than the automobile. The study now under way may well set some guidelines for the future in this respect. Revisions in the plan for the City of Raleigh and the Research Triangle might build upon these guidelines.



POSSIBLE MASS TRANSIT SYSTEM—METROPOLITAN RALEIGH, YEAR 2000



ESPLANADE FROM CAPITOL LOOKING TOWARD STATE LEGISLATIVE BUILDING

PRINCIPAL CONCEPTS OF THE PLAN

The State Capital of North Carolina, from its inception and founding as the City of Raleigh in 1792, has been marked by the foresight and vision of distinguished leaders and citizens of the State. William Christmas' plan for the city as a setting for North Carolina's seat of State government was no casual circumstance, and neither was the dignity and distinction achieved in the State Capitol building, admired and recognized over the years for its outstanding architectural qualities.

Today our State Capital has a new opportunity to reassert and carry forward these bold traditions of the past. The often shortsighted steps taken to meet the problems of growth and changing conditions have done great damage to what has remained of the vision of the city's founders. Intelligent planning can, however, recover much that was lost and provide for orderly, meaningful growth in the future.

The State Capital Center plan has for its primary purpose and underlying concept the reassertion and confirmation of those qualities of foresight and leadership that have marked North Carolina's past, and seeks to give them expression in a State Capital worthy of its people and traditions. It attempts to bring into harmony with these precepts the many complexities and enormous responsibilities of government in our present age and to provide for the changes that we can expect over the next several generations.

THE SITE

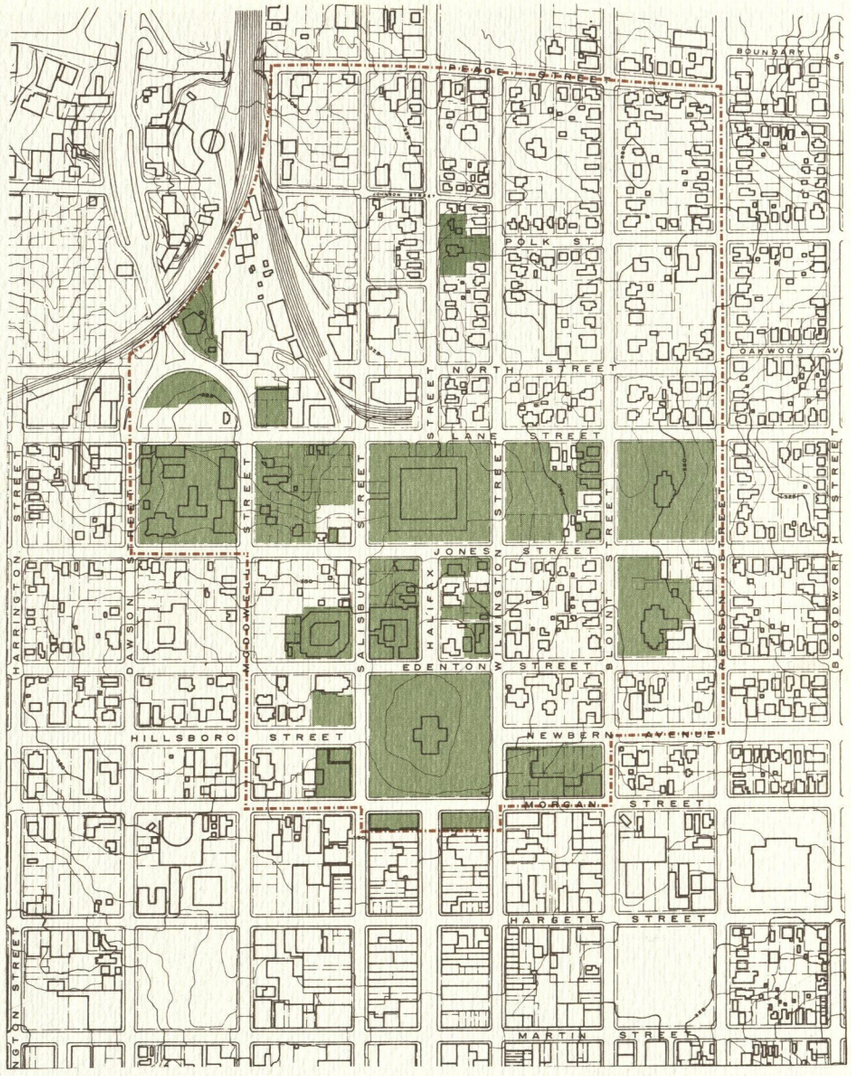
The area selected for the State Capital Center is bounded on the south by Morgan Street, on the east by Person Street, on the north by Peace Street, and on the west by the Seaboard Railroad, Caswell Square, and McDowell Street. The boundaries are not precise divisions between government and city, nor is land within the site given over exclusively to government. Within the site, churches, historic buildings, and selected commercial facilities will remain. Additional commercial facilities which will be needed for the convenience of State employees and the public are also included. Within the site are 157.7 acres, 39.7 of which are currently under State ownership and 18.6 designated to remain in private ownership. The balance would be acquired by the State. Once acquired, the land can be cleared and landscaped to become a magnificent garden which will form the setting for present and future State government buildings.

DEVELOPMENT OF THE SITE

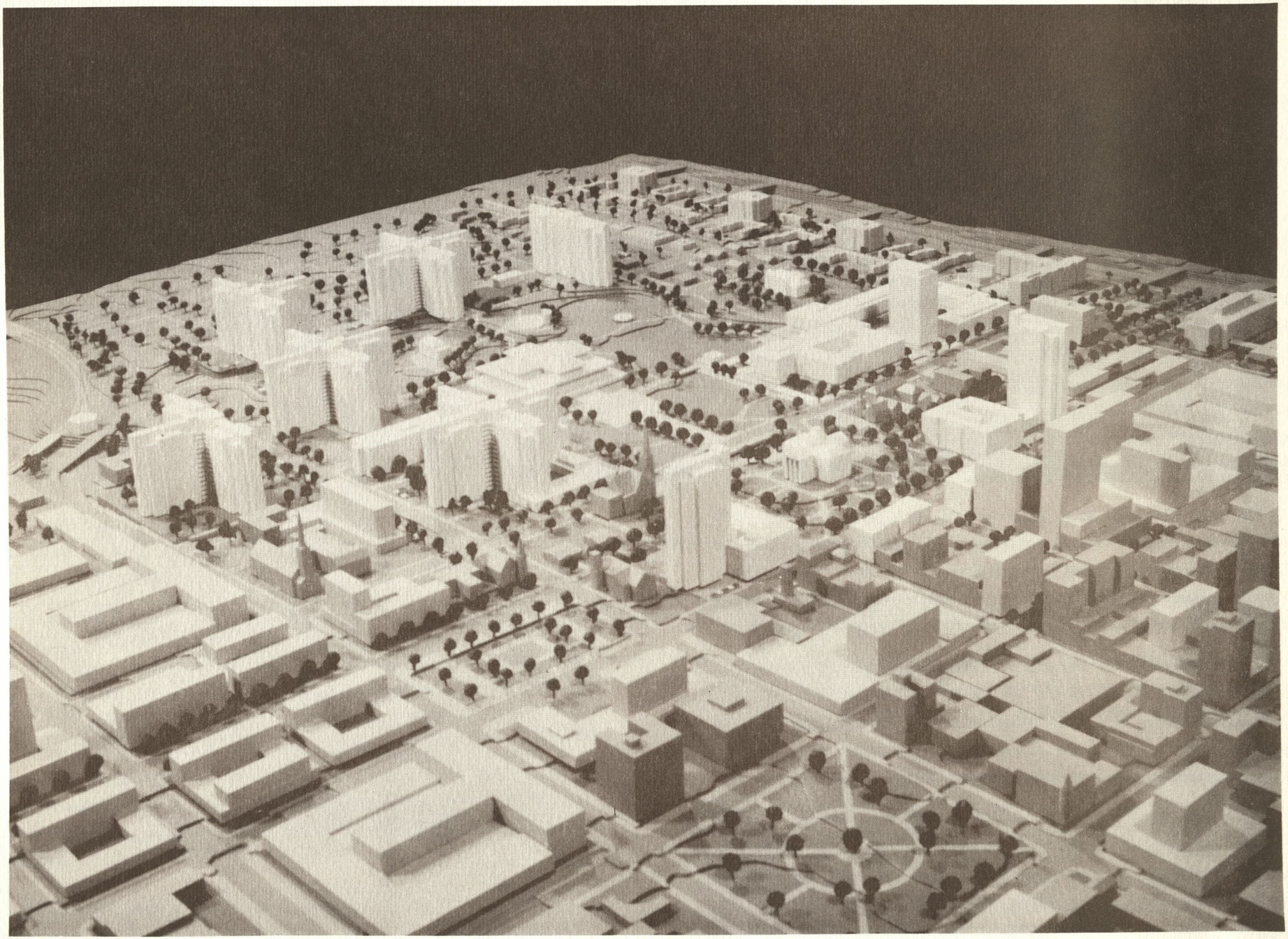
The plan shows the site closed to through vehicular traffic except for Edenton Street. Access to buildings is provided underground. Office buildings are vertical, permitting a large part of the ground area to remain a richly landscaped open space, while still retaining the compactness of an efficiently organized governmental center.

The ground cover in the plan is an abundant array of native flora. Grass and water provide unity. Walkways provide continuity. Plazas, fountains, terraces, and lawns provide areas of interest, climax, repose and tranquillity. The scale is pedestrian, yet broad vistas expand across sparkling lakes, revealing the full form of the skyline.

State office buildings shown are fifteen-story structures grouped in clusters, forming a crescent to the north and west of the State Legislative Building. They are organized in harmony with the patterns of functional relationships which exist between the State agencies, and are placed in locations conducive to efficient operation and convenience to the public.



STATE CAPITAL CENTER SITE



AERIAL VIEW OF THE STATE CAPITAL CENTER FROM THE SOUTHWEST



NORTH CAROLINA STATE CAPITAL CENTER YEAR 2000



SUPREME COURT BUILDING

Heritage Square comprises another element completely different in character from the others. Except for the State Library, the Heritage Square buildings are a more intricately arranged combination of four- to six-story structures, giving the Square an enclosed and urban character.

The Capitol, the State Legislative Building, and the Governor's Mansion remain unchanged as focal points of the State Capital Center. To these is added a new Supreme Court building.

The Capitol grounds are left as they are, except for realignment of some of the walks and the addition of such decorative features as fountains and statuary. A broad esplanade extends northward from the Capitol, connecting it to the State Legislative Building. Crossing beneath Edenton Street, the esplanade broadens into a ceremonial plaza in front of the State Legislative Building. Both the esplanade and the plaza are surfaced with richly textured pavement and lined with large shade trees. Parterres, sculpture, and fountains decorate the esplanade, and sparkling luminaires light it by night. The lawns surrounding the ceremonial plaza are designed to accommodate overflow crowds at major public occasions. A pedestrian way extending from McDowell Street and into Heritage Square crosses the esplanade between the ceremonial plaza and the State Legislative Building, and serves also as an entrance drive for motorcades to this area.

A chain of artificial lakes threads through the Capital Center. Starting north of Edenton Street between the esplanade and Heritage Square, the lakes extend northward under the pedestrian way to the east of the State Legislative Building. Descending with the topography through a series of waterfalls and cascades, the water continues to the north side of the State Legislative Building and surrounds the present Seaboard Railway office building. Having descended to the lowest level west of the Seaboard building, the water then is recirculated by pumps to the uppermost level. The lakes, covering approximately ten acres, enhance the broad vistas throughout the Capital Center. They also serve to prevent possible future encroachment on the open space around the State Legislative Building, preserving its

setting for future generations. Inexpensive to maintain, the lakes can also provide water for air conditioning systems in the Center.

The new Supreme Court Building to the southwest of the State Legislative Building, although a small structure of only 62,000 square feet, has a monumental character which identifies it as the State's highest tribunal. Directly to the west of the Supreme Court Building is a cluster of office structures which will contain administrative offices for the State's court system, the Attorney General's office, and general government activities. The old Library, Justice, Revenue, and Highway buildings, as well as the churches, are retained around Capitol Square. Other office buildings housing general government functions will be added to the area as space requirements increase. The Revenue Department remains in its original location and expands into a new office building to the west. A similar structure east of the present Highway building houses various smaller general government agencies, as do the remaining older buildings.

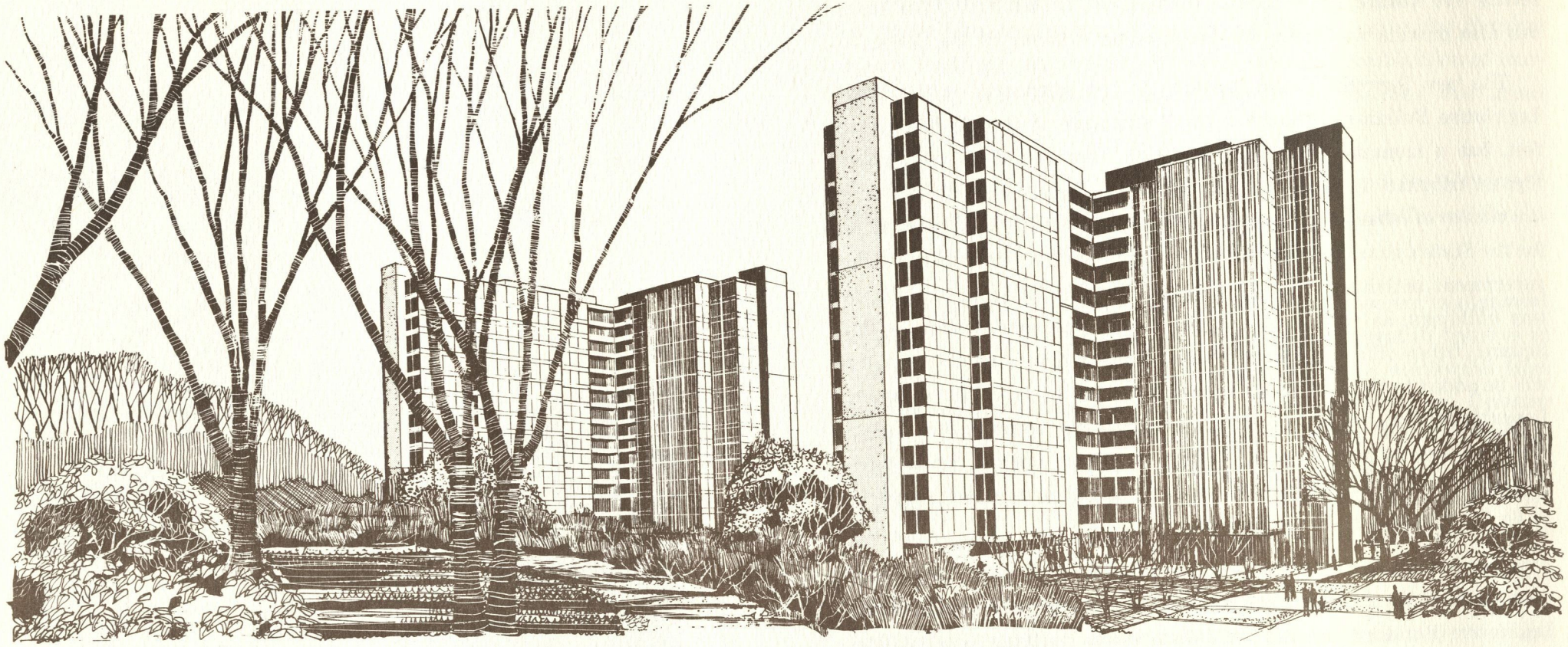
The agencies in the citizen-welfare group occupy two office clusters west of the State Legislative Building. The cluster nearest the State Legislative Building and the 1965 State Office Building house education and welfare facilities. Health agencies are generally located in the cluster on Caswell Square, expanding into new buildings as they are built to replace the older ones.

Three office clusters lie north of the State Legislative Building. The easternmost cluster holds the Department of Motor Vehicles. The westernmost contains the State development agencies except for the Highway Commission, which occupies the middle cluster. Across the lake to the east of the State Legislative Building are the Governor's Mansion and Heritage Square.

The combination of trees, lawns, and lakes offers many excellent opportunities to provide facilities in the State Capital Center which will enrich it. It provides a place for fountains, statuary and other works of art. The entire Capital Center can become a botanical garden containing a variety of plants native to North Carolina and flowering trees such as dogwood, magnolia, and cherry.



PEDESTRIAN WALK AT CASCADES



TYPICAL OFFICE CLUSTERS

It is neither possible nor desirable for the State Capital Center to assume its final form at once. It will go through a continuous process of development and change both during and after the planning period. New buildings will be added and old ones torn down and replaced as they become obsolete. The grounds will be the unifying element in which the Center will appear complete at each stage of its development. New buildings may be added as they are needed without disrupting the basic appearance of the area.

The plan anticipates that the basic form of the State Capital Center can be completed by the early 1970's. By 1980 more buildings may be added, but the character of the grounds can remain unchanged. By 2000, the buildings shown on the plan may be completed, at which time the Center would come into full bloom. Beyond the year 2000, new buildings may be added within the Center, or the Center expanded outward. It is possible for office space to be provided, ultimately, for as many as 40,000 State employees within the proposed site. This would, however, require extremely dense development, which would reduce much of the Capital Center's spacious character.

STATE OFFICE BUILDING CONCEPT

By the year 2000 more than 4,500,000 square feet of floor space will be needed for state agencies in the Capital area. If this were to be provided in buildings averaging five stories in height, as has been

done in the past, more than twenty acres of land would be required for buildings alone. There are, however, three alternatives:

1. High density development of low-rise buildings on a compact site.

2. Lower density development of low-rise buildings on a less compact site.

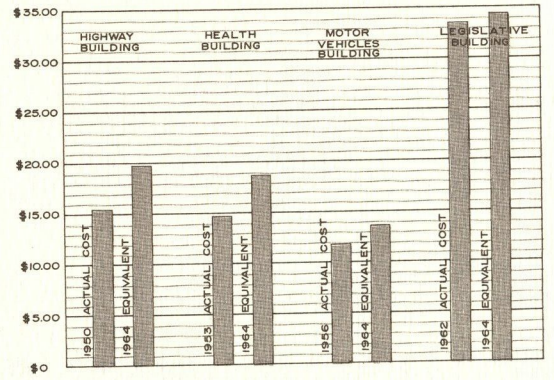
3. High-rise buildings on a relatively compact site.

Alternatives number one and number two are variants on the same basic approach. Each visualizes low-rise buildings of from four to six stories. The density varies with the amount of open space provided around the buildings. In the first instance little open space is provided, which would create a very urban setting, and in the second there is considerable open space. But there are serious problems in using either of these approaches. In the first alternative, for instance, buildings which are low-rise and close together would pre-empt space for future growth. If space were left for future development the Center would be incomplete at all stages and would appear so. Some of these disadvantages could be overcome by spacing buildings farther apart, as in alternative number two. In this case, however, a larger amount of land would be required and walking distances would become so great as to lose a pedestrian scale.

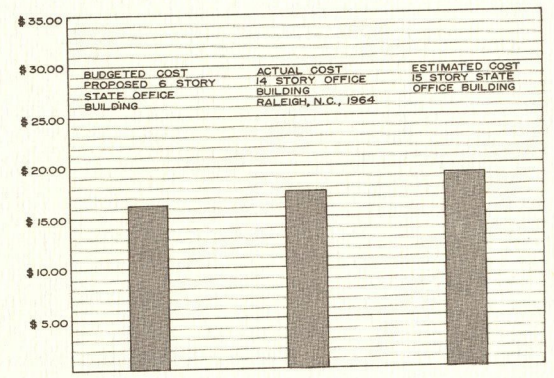
The third alternative offers the greatest advantage. By building structures averaging fifteen stories in height instead of five, the land area required by buildings would be reduced by two-thirds. Through this approach, a minimum amount of land would be required and the benefits of flexibility, open space, and pedestrian scale could still be enjoyed.

A comparative analysis of fifteen-story buildings as opposed to five-story buildings has indicated only a slightly higher construction cost. A fifteen-story building of a comparable quality to a five-story building costing $16.00 to $17.00 per square foot would cost from $18.00 to $19.00 per square foot. This cost differential, however, is not sufficient to offset the advantages of high-rise buildings.

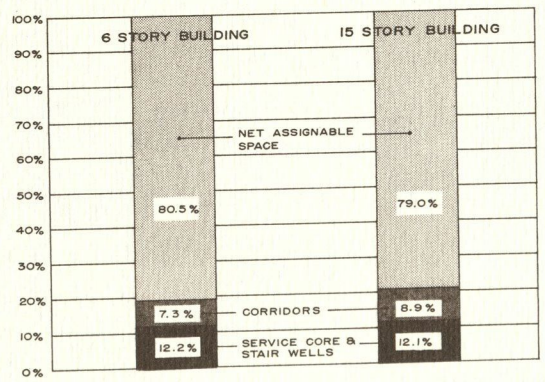
These points were controlling factors in determining the optimum height and size of the office structures:



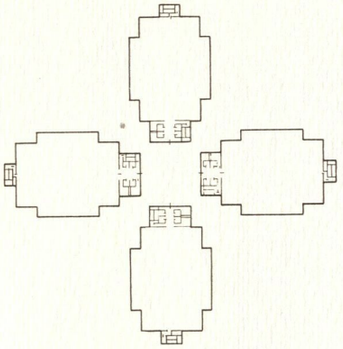
PER SQUARE FOOT CONSTRUCTION COST—STATE BUILDINGS



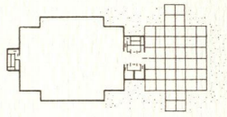
COMPARATIVE SQUARE FOOT COST—HIGH RISE AND LOW RISE BUILDINGS



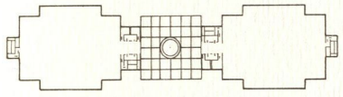
COMPARATIVE SPACE UTILIZATION—HIGH RISE AND LOW RISE BUILDINGS



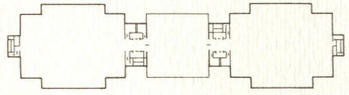
TYPICAL FOUR BUILDING CLUSTER



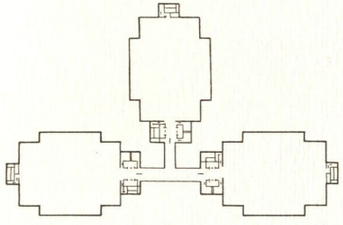
SINGLE BUILDING WITH ENTRANCE PAVILLION



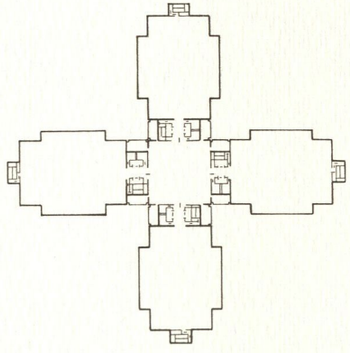
TWO BUILDINGS WITH ENTRANCE PLAZA



TWO BUILDINGS WITH CENTER CORE



THREE BUILDINGS WITH BRIDGE CONNECTION



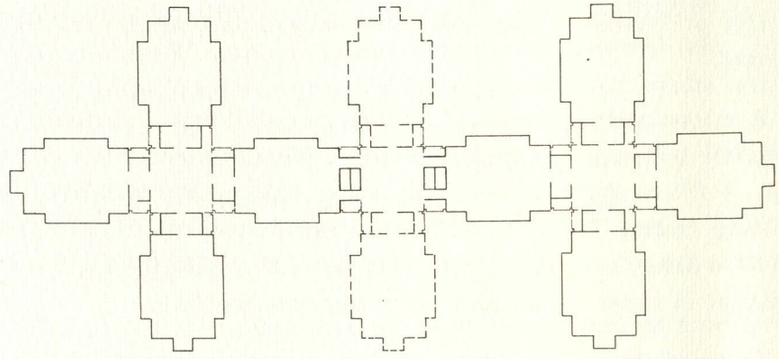
FOUR BUILDINGS WITH CENTER CORE

1. The minimum practical amount of floor space for a single floor is 10,000 square feet. Floor areas smaller than this are impractical because of poor efficiency in the use of vertical transportation and service facilities and inflexibility of arrangement, particularly where large floor spaces are required.

2. The maximum economical height is twenty-six stories. Beyond this height, structural costs begin to increase significantly.

3. The optimum floor space per building unit is 150,000 square feet. This increment of construction is considered ideal for housing all but the largest departments, and best suits programming requirements of the major office groups for additional space.

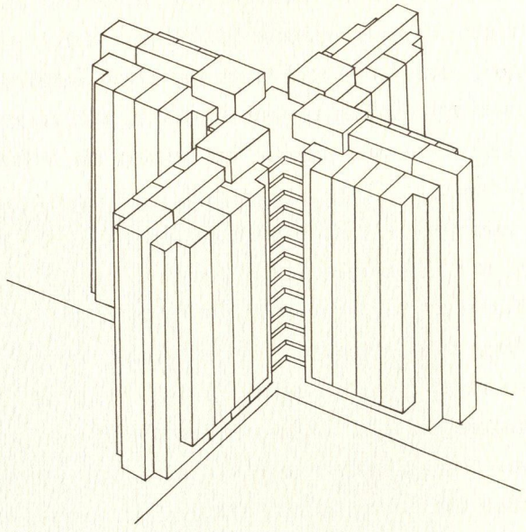
The basic office structure established is, therefore, a fifteen-story building, containing 10,000 square feet per floor, with a total area of 150,000 square feet. Since several departments will ultimately require more than 150,000 square feet of floor space, and since there are advantages in grouping certain agencies close to each other, these buildings are arranged in clusters, with connections both at the ground

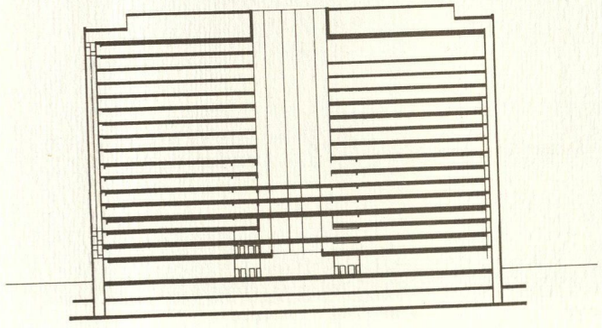


TWO CLUSTERS CONNECTED WITH ADDITIONAL BUILDING UNITS

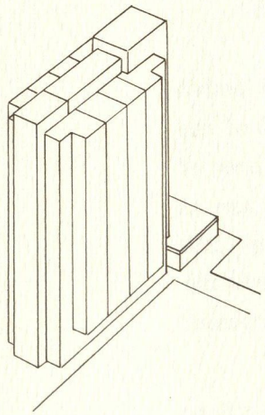
floor and at upper floors. These clusters consist of from one to four units and can be connected to other clusters. The basic design is in the form of a cross, with the four units oriented inward toward a common core. Since each building unit contains its own elevator tower and services, it can function independently or in a group. Buildings can be constructed one unit at a time, as space is required. The core can be developed initially or later in several different ways. It can be an open plaza, with an entrance to each building, or it can be filled in, providing extra space for offices, central file rooms, display areas, and stenographic pools. The ground floor can be a lobby or reception area, and the top can become a "sky terrace" with a restaurant or roof garden.

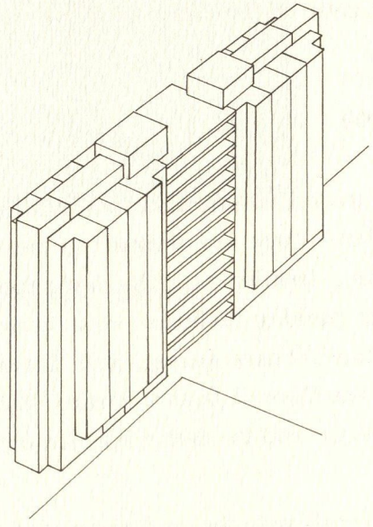
A feature of the cluster concept is that it will easily accommodate future growth. As State agencies increase in size, they can expand horizontally into new building units when they are added to the cluster. This eliminates having to move to a new location each time an agency outgrows its facilities.





TYPICAL CROSS SECTION





CIRCULATION AND PARKING

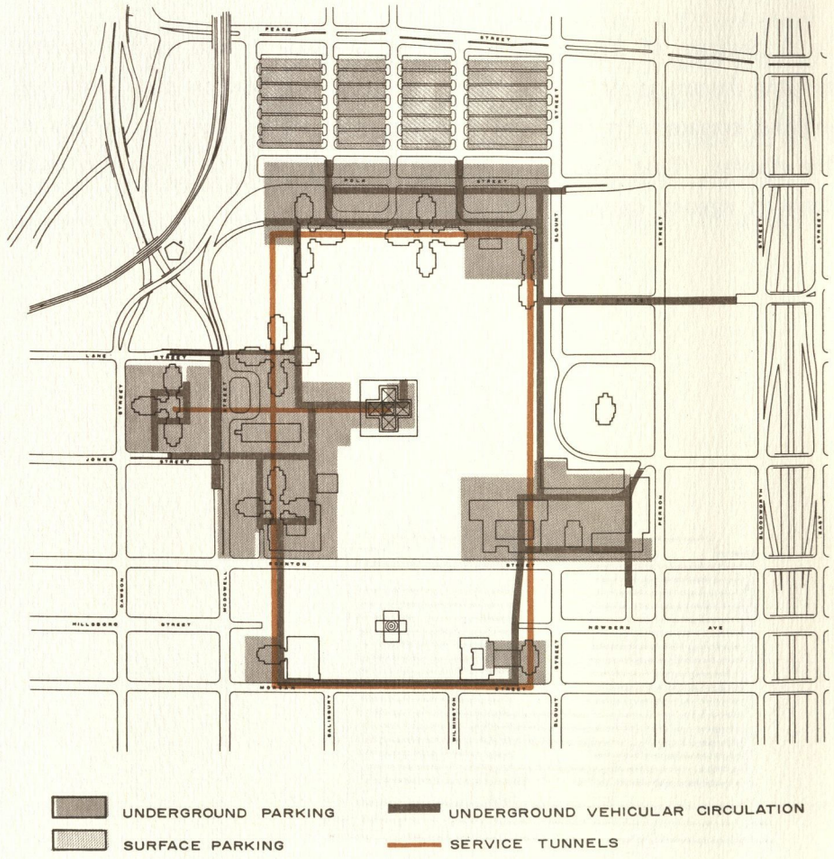
Circulation within the area will be primarily on foot. The scale of the Capital Center is designed for the pedestrian: all State buildings are not more than 1,200 feet from the State Legislative Building. A supplemental circulation system, however, will be needed, and in the plan a series of service tunnels, connecting all building clusters provides this facility. These tunnels will contain conveyances for mail, supplies, and people. The tunnel system will generally form a ring, with spurs to building groups not located directly on the ring. People will be able to use these passages for all-weather communication from one building cluster to another, for going to and from a parking facility or mass transit station, or for traveling to and from the central business district. Quite possibly the tunnel system can contain a miniature transit system or a system of moving belts to facilitate travel within the Center and to the central business district.

On the assumption that the automobile will be a primary means of transportation through the year 2000, the plan calls for parking facilities commensurate with the expected demand at any given time. The estimated daily average of State employee vehicles parked in the area gives an indication of future parking-space requirements:

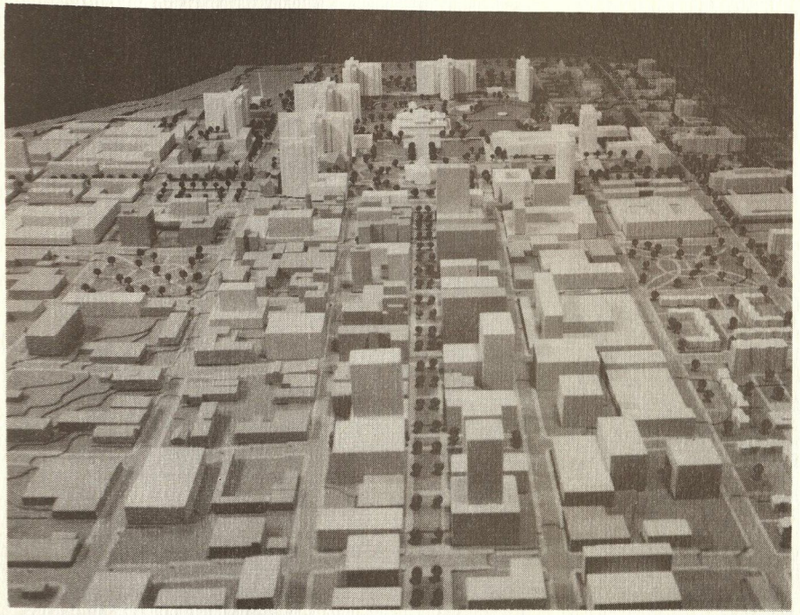
1970	—	4200*	1980	—	6700
1990	—	8200	2000	—	9700

Four major parking facilities and two smaller ones are indicated on the plan. These are designed to meet the demand for most of the vehicles in a location near the destinations of their drivers. Three of the major parking facilities are underground garages. These are at the Heritage Square garage, with three levels accommodating 1,250 vehicles; the Caswell Square garage, with three levels accommodating 4,680 vehicles; and the motor vehicles, highway, and State development garage, with two levels accommodating 2,220 vehicles. The fourth facility is a ground-level parking lot with a capacity of 1,200 vehicles between the motor vehicles and State development area and Peace Street. If the demand for additional parking spaces exceeds the capacity of this lot, it may be enlarged by construction of either an above-ground or below-ground structure. If the demand does not materialize, this space may be held in reserve for future buildings. Two smaller underground parking facilities are shown on the plan. These are in the Capitol Square area at the site of the present Highway and Revenue buildings. These two parking facilities have a combined capacity of 800 cars.

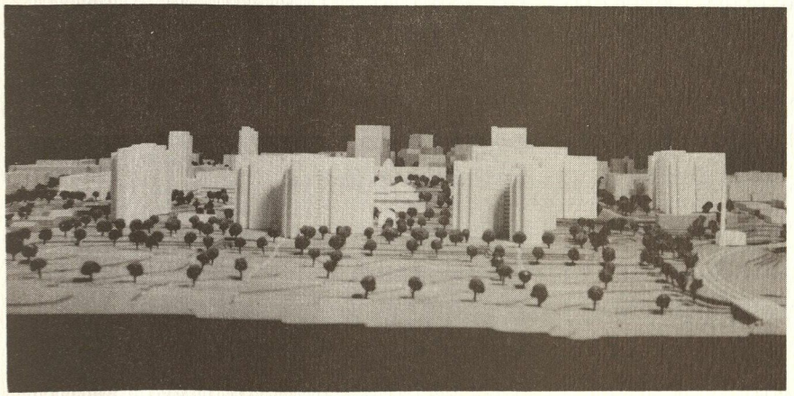
*Does not include space for the Department of Motor Vehicles, which will still be located outside the State Capital Center in 1970.



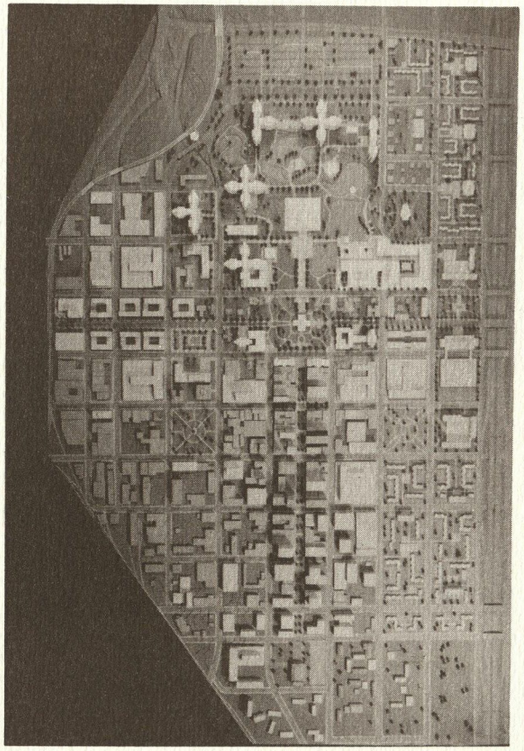
PARKING AND CIRCULATION—STATE CAPITAL CENTER, YEAR 2000



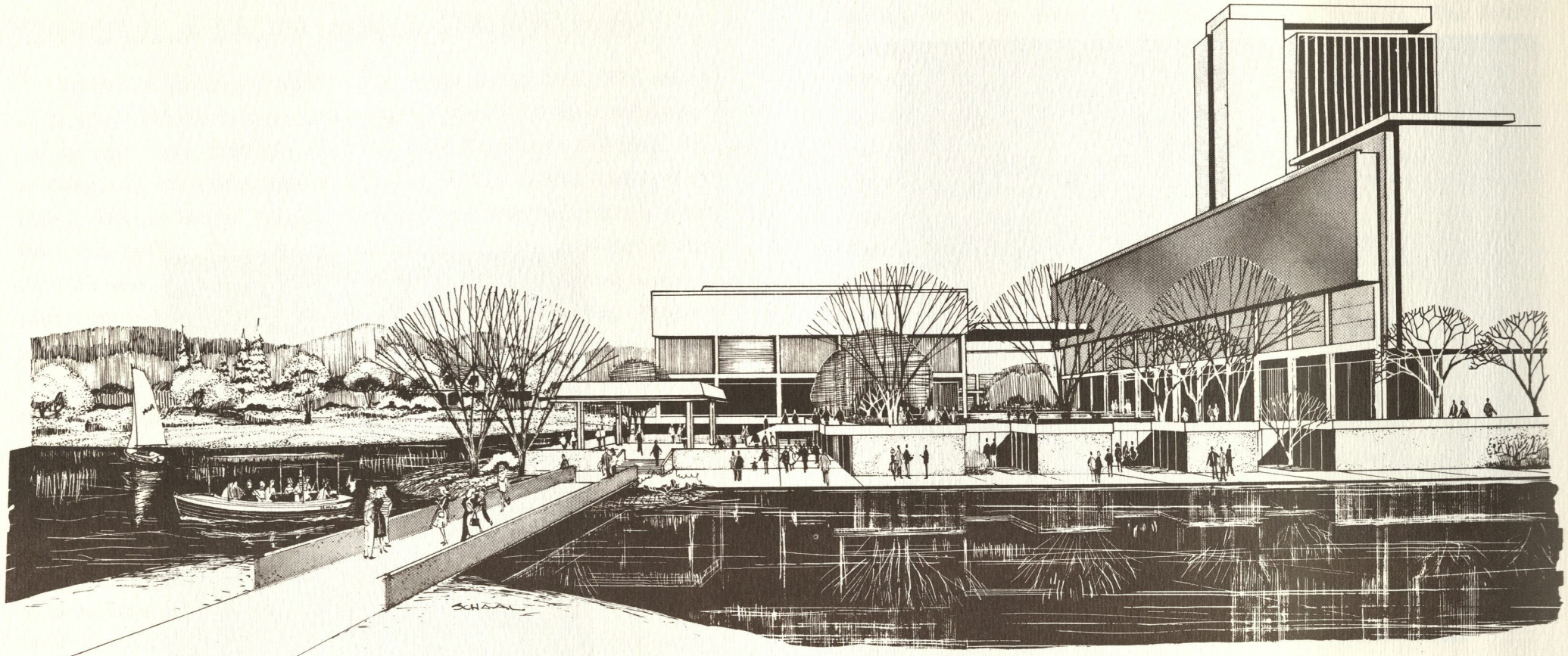
VIEW OF THE STATE CAPITOL CENTER FROM FAYETTEVILLE STREET AXIS



STATE CAPITAL CENTER SKYLINE



CENTRAL RALEIGH, YEAR 2000



HERITAGE SQUARE, LOOKING EAST FROM CAPITOL—STATE LEGISLATIVE BUILDING ESPLANADE

HERITAGE SQUARE

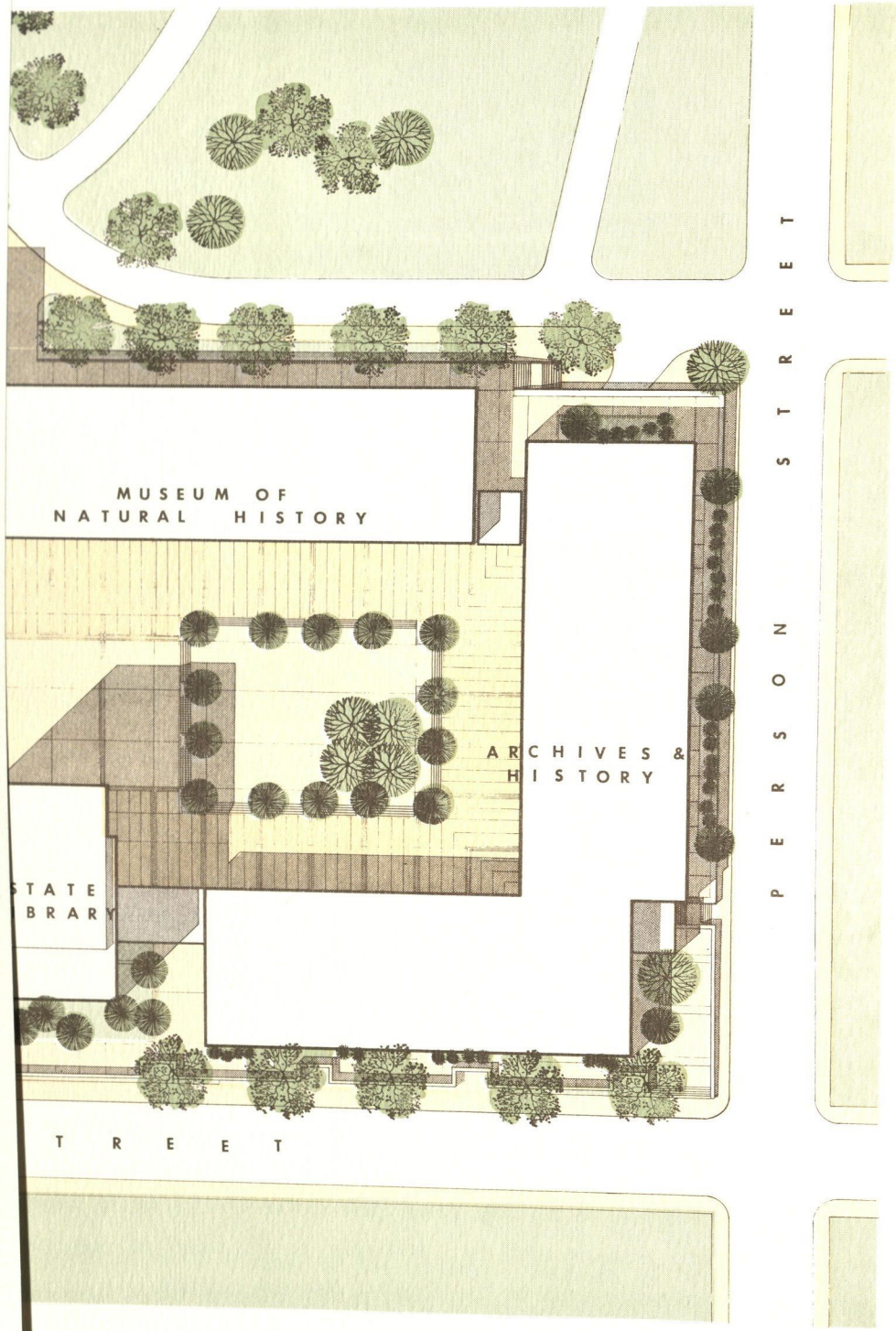
The function of Heritage Square is "the preservation, interpretation, transmission, and diffusion of our cultural inheritance—historical, literary, artistic, and scientific." Because of its function, it must necessarily be of a different character from the office complexes. These facilities will for the most part be oriented to the public. Heritage Square will be an assemblage of fine buildings around an enclosed plaza. Each building will be an independent structure making its own architectural statement. Yet each will relate to the whole composition of space and buildings.

Eventually Heritage Square will be composed of four buildings. These will include the Department of Archives and History building, the State Art Museum, the State Library, and the Museum of Natural History. All structures will be from four to six stories in height except for the State Library building, which will be approximately eighteen stories.

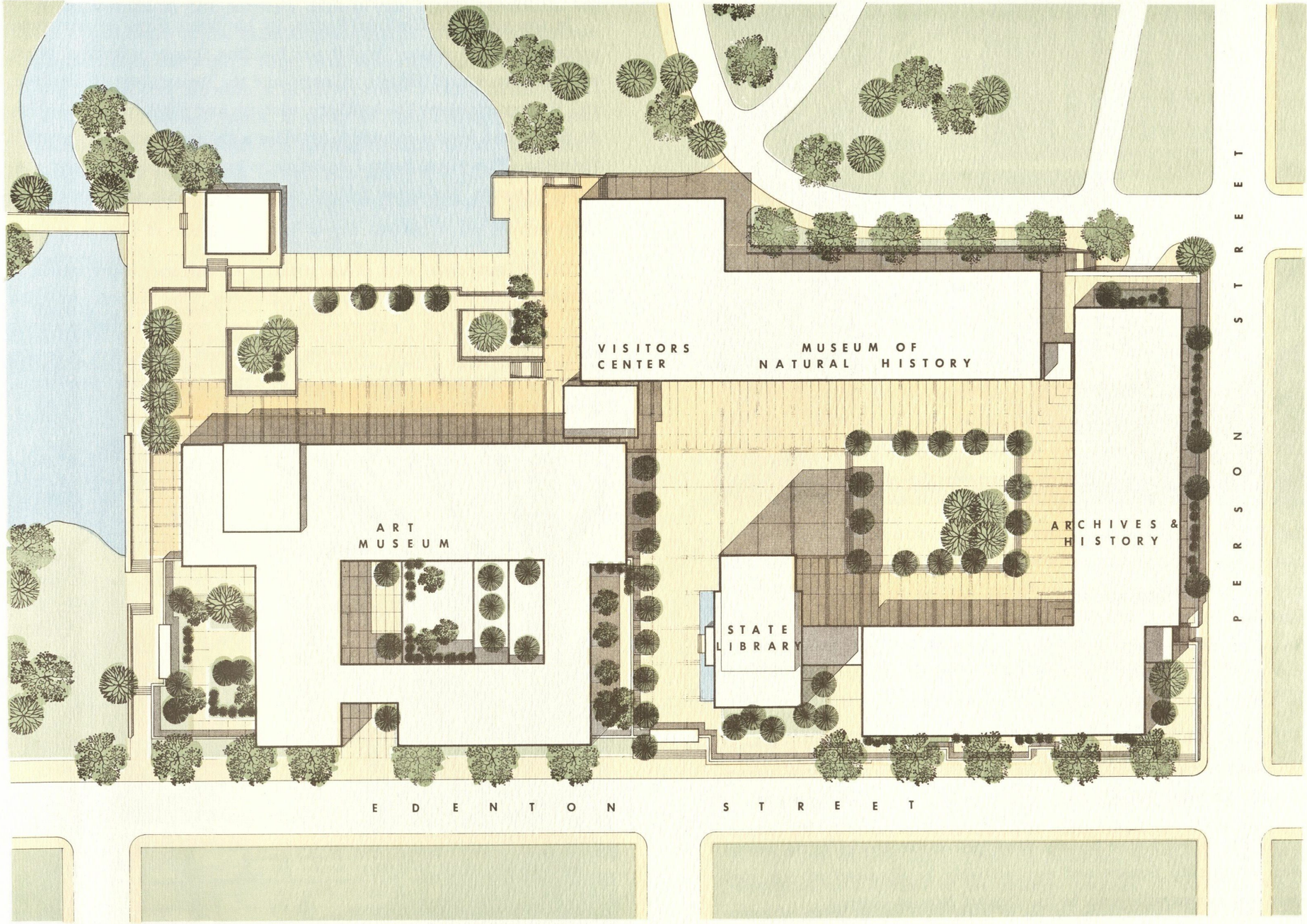
The site for Heritage Square is a two-block area bounded by Jones, Person, Edenton, and Wilmington streets. The factors which led to the selection of this site are as follows:

1. The site occupies a position of prominence, well related to important public buildings and downtown Raleigh. Heritage Square has special significance to both the State and the city; it is a symbol of the State's cultural heritage and should have a suitably prominent location.

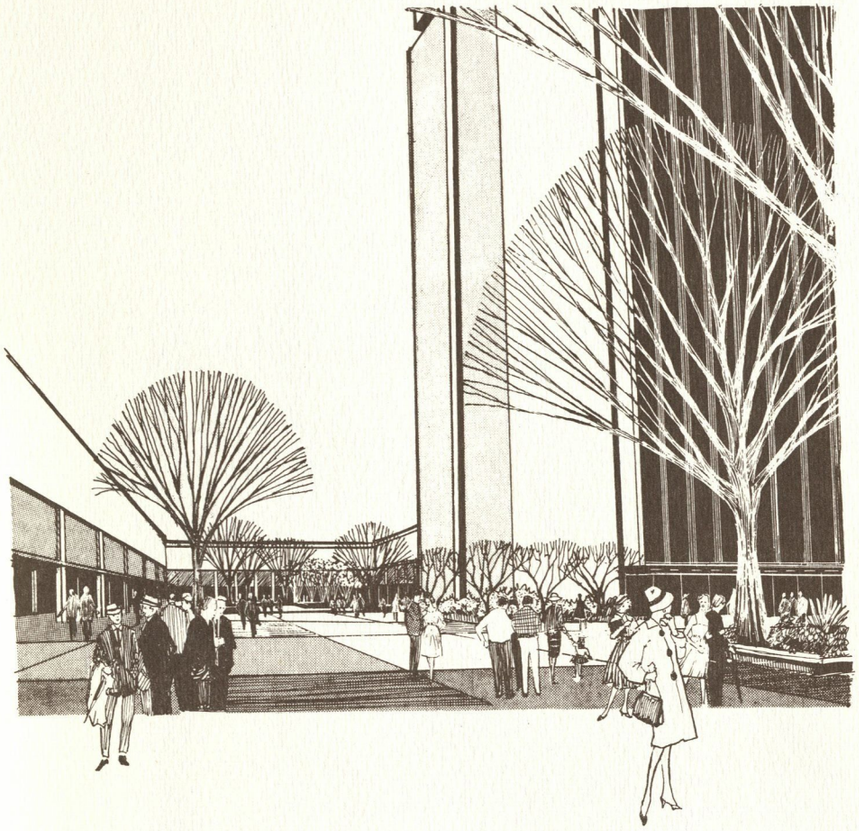
2. The site is close to other important buildings visited by the public—a convenience for persons touring the Capitol area.



The plan shown for Heritage Square in this report represents the basic concept for the Square preferred by the State Capital Planning Commission. The State Capital Planning Commission recognizes that from time to time changes in the plan for Heritage Square may be needed. It is possible within the framework and form recommended, to modify the location of buildings and at the same time to maintain the integrity of the Plan.



HERITAGE SQUARE PLAN, YEAR 2000



HERITAGE SQUARE PLAZA LOOKING EAST

3. The site is within walking distance of the central business district.

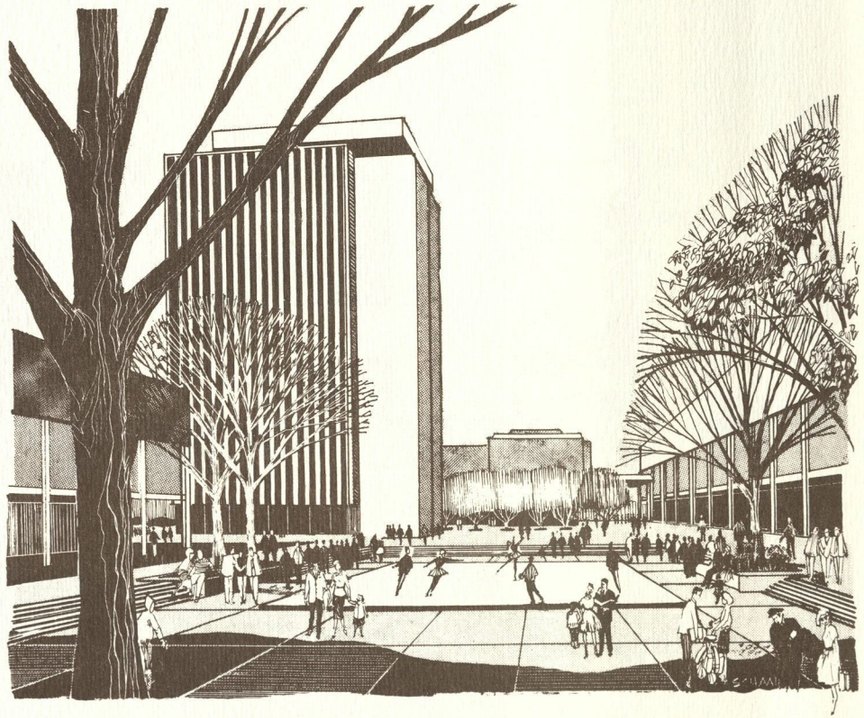
4. The site is in a historically significant area containing several buildings more than 100 years old which could be additional attractions to visitors.

5. The site is not so heavily developed as the blocks to the northwest of Capitol Square and can probably be obtained at less cost than any comparable area in the Capitol Square vicinity.

6. Areas adjacent to the site can be developed for visitors' accommodations.

In the plans for Heritage Square its buildings form an enclosure around a central plaza. The Library building acts as a vertical pivot, with the Museum of Natural History, and the Department of Archives and History enclosing the southern, eastern, and northern peripheries. At the ground level a colonnade provides a sheltered walkway around the plaza. This plaza, formal in design, is an area where outdoor concerts, pageants, and other festivities may take place either night or day.

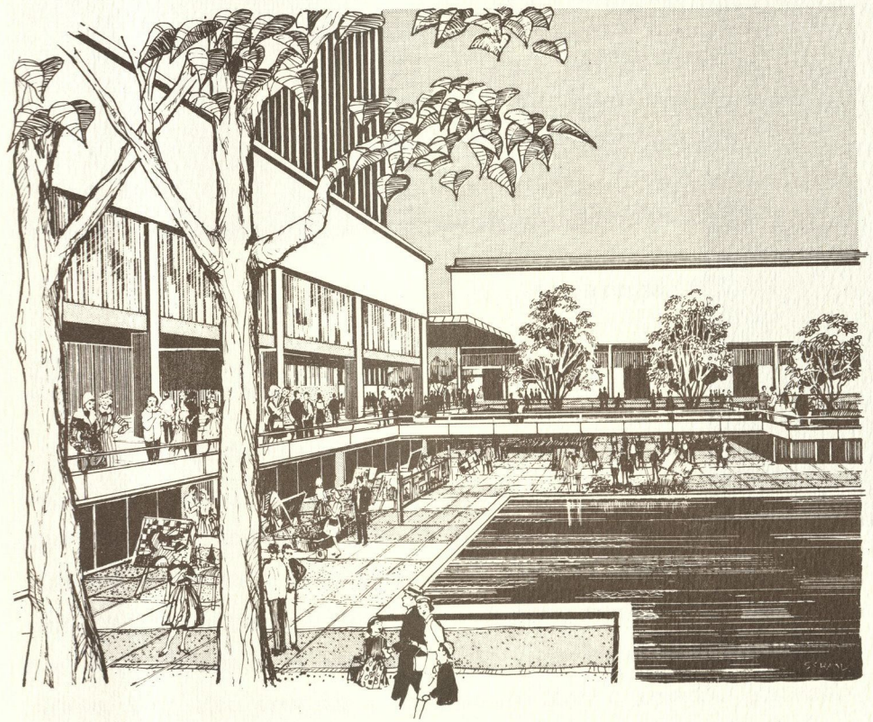
To the immediate west of the plaza is an entrance court which is framed on the west by the State Art Museum. The Museum and the Hall of History form a gateway from a lower terrace to the entrance court. This lower terrace provides a forecourt to the Art Museum and is a more open outdoor space containing sculpture, fountains, trees, and small pavilions.



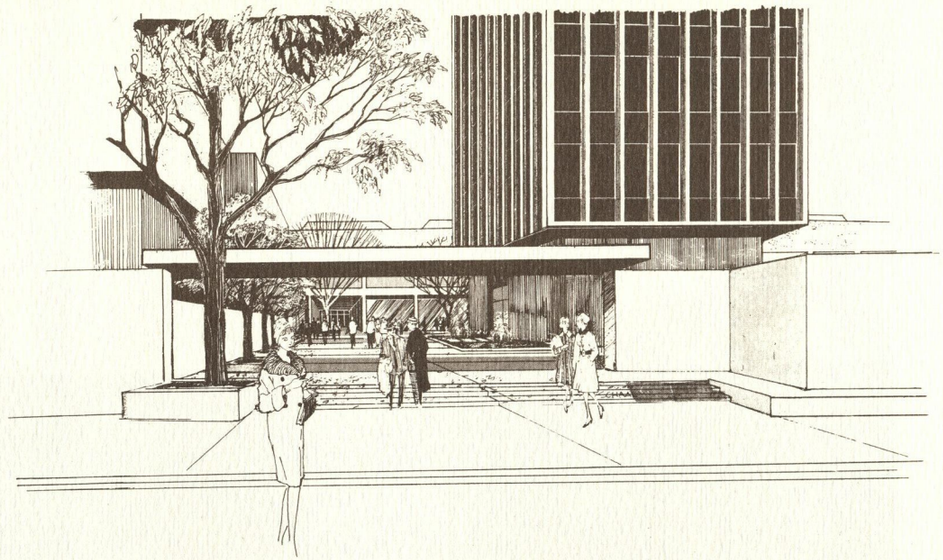
HERITAGE SQUARE PLAZA LOOKING WEST

A balustrade at the northern edge of the terrace overlooks the lake and the heart of the State Capital Center. Below, a pedestrian promenade rims the water's edge. Also below the terrace is a lower gallery of the Art Museum with an exposure looking directly onto the lake. The entrance plaza, a center of busy activity, lies across the terrace, and to the east the Heritage Square plaza. The major entrance to the plaza from the south is along the present route of Blount Street between the Art Museum and the Library. This is the route that will be taken by many people coming to the Square from downtown.

However, most visitors to Heritage Square will come by bus or automobile. The plan proposes the construction of a two-level parking garage under Heritage Square with entrances from New Bern Avenue



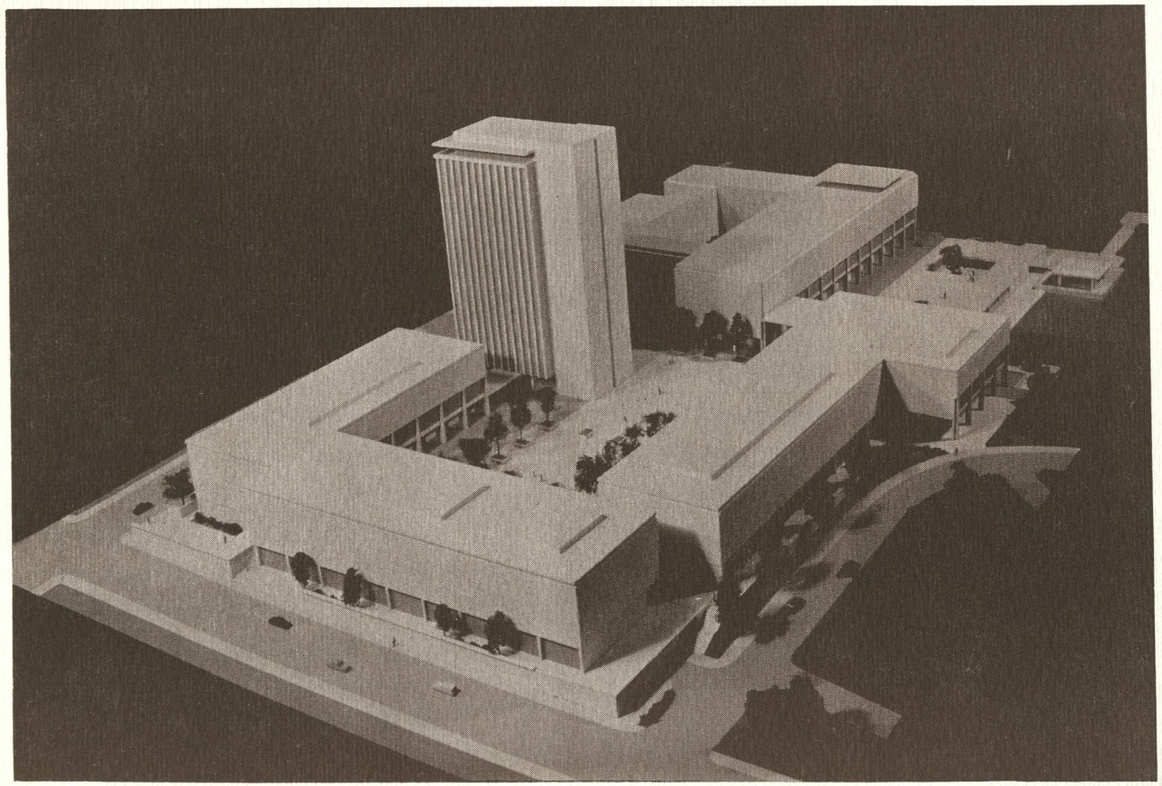
PEDESTRIAN PROMENADE AND ART MUSEUM TERRACE



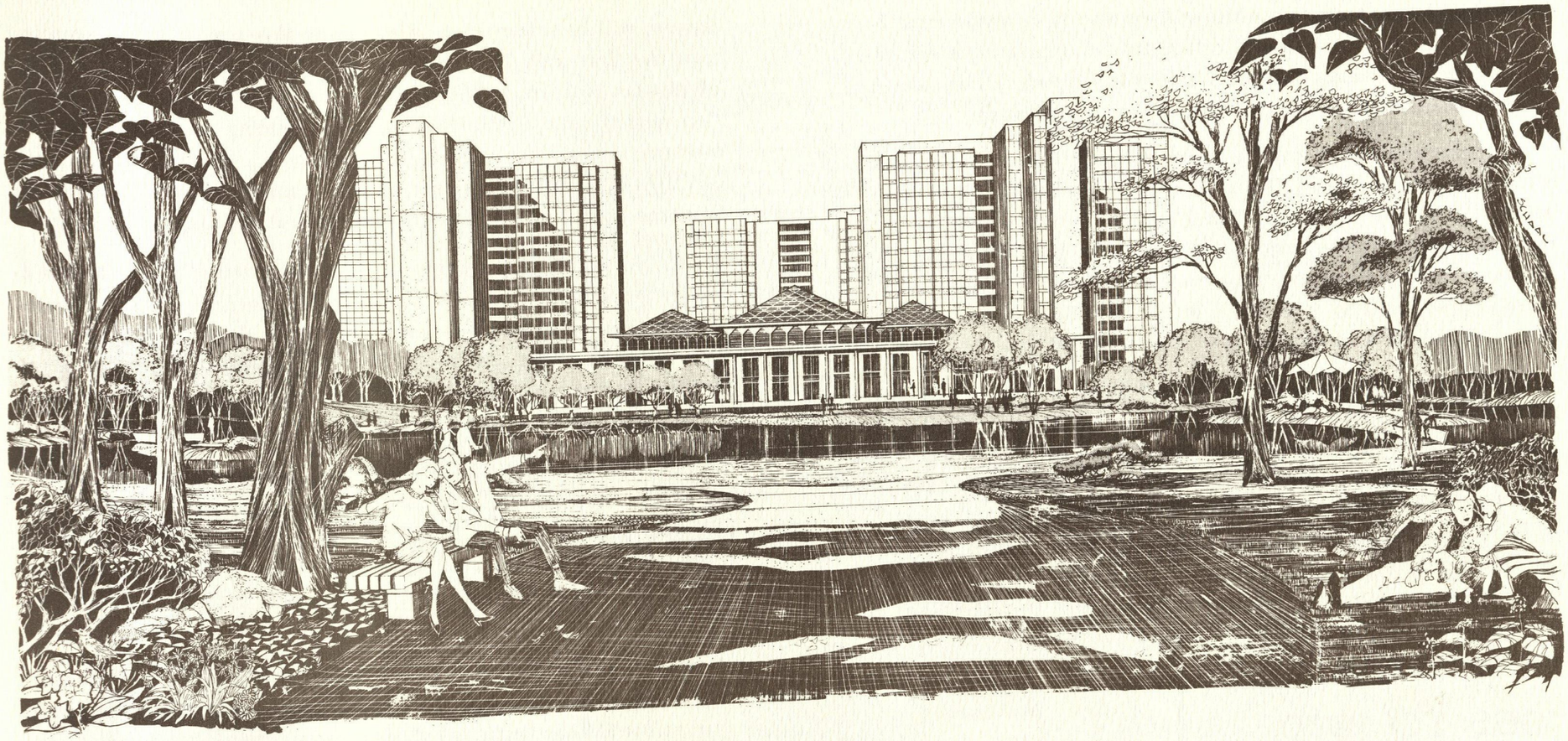
BLOUNT STREET ENTRANCE TO HERITAGE SQUARE

and Person Street. The upper level of the garage contains bus loading facilities for visitors coming in groups. The visitors' reception center, the gateway from the parking decks below, contains an information center, rest area, orientation center, restaurant, and snackbar. Within the orientation center visitors may be given a short audio-visual briefing of the area. The visitors' reception center is located at the west end of the Museum of Natural History. The two levels are connected by escalators. As the visitor enters the large glass-enclosed ground-level area from the parking deck, he finds himself in the center of Heritage Square. In one sweeping panorama he sees the State Legislative Building, the lakes and office structures beyond, the Heritage Square buildings and plaza, and the Art Museum terrace.

Heritage Square is a tremendous asset both to Raleigh and the State. The physical organization and visual appearance can do much to capitalize on this asset. From its inception, the Square should be recognized as a symbol of the cultural heritage of the State which must be given visual expression in an image of which its citizens can be proud.



AERIAL VIEW OF HERITAGE SQUARE FROM THE NORTHEAST



VIEW ACROSS LAKE FROM GOVERNOR'S MANSION TO STATE LEGISLATIVE BUILDING

STAGING

Since the State Capital Center will be developed over a number of years, its staging should be planned so that it will be functionally and visually complete at any given period in time. The Center is planned for future growth and flexibility of arrangement. Office clusters are designed so that they may grow from one to four units, and may eventually be connected with other clusters. The Heritage Square plan also provides a program of staged growth. Similarly, parking and other supporting facilities should be expandable as growth needs warrant.

Within the Center are a number of existing buildings which must of necessity be used for some time to come. The State has a considerable investment in the buildings around Capitol Square and on Caswell Square. These would continue in use throughout much of the period to the year 2000, but would be replaced as they become obsolete and can be replaced.

The thoroughfare plan also cannot be completely implemented during the early stages of the planning period. The freeway system should be developed between 1970 and 1980. In the meantime, some

streets in the downtown area which will eventually be closed must be retained. Parking facilities will be constructed generally in accordance with the increasing demand. There will be a catching-up period, however, because present facilities are even now inadequate.

The recommendation cannot be too strongly put that the land designated for the Capital Center be acquired as quickly as possible, before it is further developed. Timely action in land acquisition can result in considerable savings to the State. By 1970 the entire site should be developed into an open park with sufficient landscaping and other improvements to establish a satisfactory State Capital image. The stage will then be set for future development.

Although the process of development will be continuous, the proposed development has been divided into three stages in order to set goals for achievement and to illustrate the development that should take place during a particular period of time. These are: 1965 to 1970, 1970 to 1980, and 1980 to 2000. While the space needs reflected in the plan are based on the year 2000, the guiding principles are timeless and can be applied beyond that year. Because of this, the State Capital can continue to grow and be enriched as new materials are developed and new modes of transportation invented, and as new social patterns emerge.

1965 TO 1970

Transformation of the present area into a meaningful environment for State government should begin during the initial stage of development. One of the first steps will be the acquisition of land, and procedures for so doing will be discussed further in the next chapter. As soon as land is assembled all buildings not designated for permanent or transitional retention should be removed and the land graded and planted. State buildings to be demolished include the Mansion Park Building, the old Y.M.C.A. building, the warehouse buildings on Caswell Square, and houses which have been converted to State offices. These buildings should be removed as soon as agencies housed therein are relocated.

During this period the new State Office Building on West Jones Street and the Archives-Library building, the first unit of Heritage Square, will be constructed. Also during this period, it is visualized that the first unit (containing approximately 250,000 square feet) of the Art Museum, a 350,000-square-foot building for the Highway Commission, and a 150,000-square-foot building for the education, welfare, and health agencies will be needed. Construction of the Archives-Library building and the Art Museum will firmly establish Heritage Square early in the development of the Capital complex.

The relocation of the Highway Commission would make the building it now occupies available to other State agencies around Capitol Square. The new education-welfare-health building would house rapidly expanding agencies now scattered throughout the city. Such agencies would be close to related agencies on Caswell Square and in the existing Education Building.

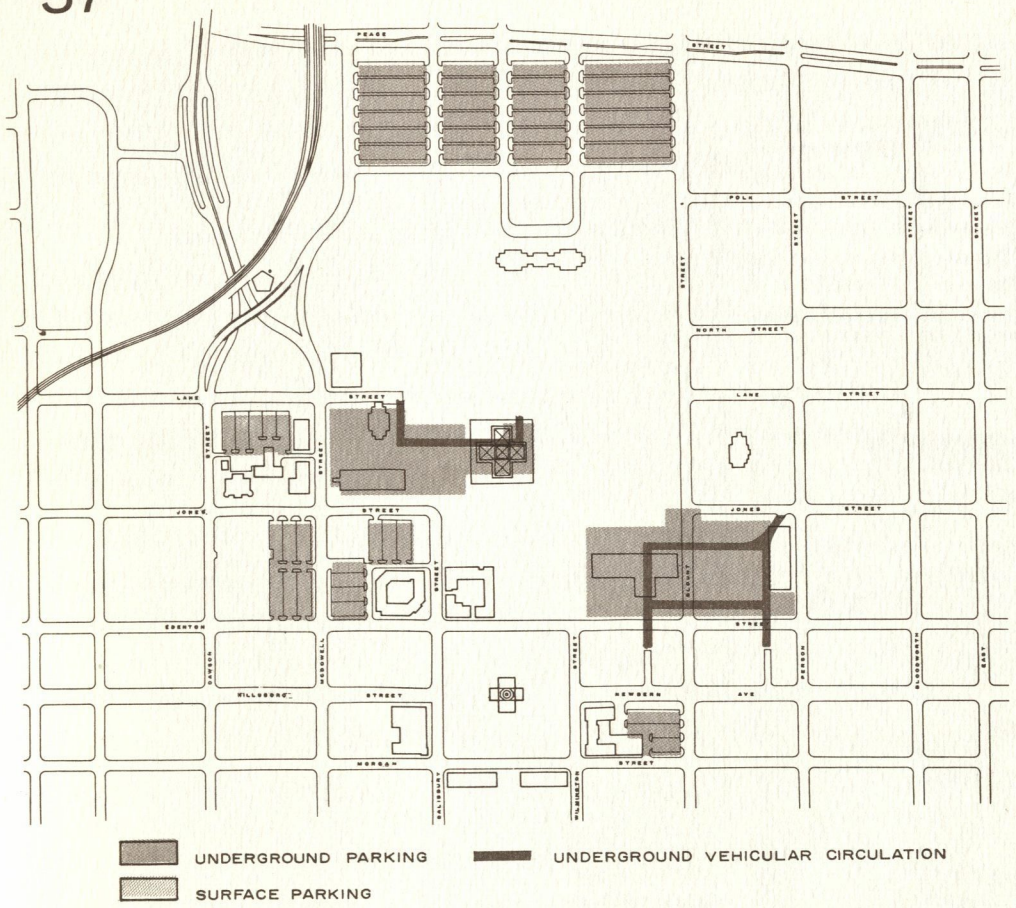
Jones Street from Salisbury to Blount, Lane Street from McDowell to Blount, North Street from Blount Street westward, Halifax and Wilmington streets from Edenton Street northward, and Salisbury Street from Jones Street northward all would be closed during this period, but Blount Street must remain open until the north-south freeway is completed.

During this stage three major parking facilities would be provided. These include the 1,250-car Heritage Square underground garage, the 930-car first stage of the Caswell Square area underground garage, and the 1,200-car surface parking area on the north side of the governmental center. The Heritage Square garage would be built to its ultimate size initially, and be used by State employees working in the Capitol Square area as well as by visitors to Heritage Square. Eventually, as other parking facilities are constructed, and the number of visitors to Heritage Square increases, this garage would be used primarily for Heritage Square.

Both the Heritage Square and Caswell Square parking facilities would provide for only a portion of the parking space required in their respective areas. The northside parking area is designed to provide for the overflow as well as for the spaces needed for the Highway Commission. Access to the Capitol and Caswell Square areas would be provided by shuttle busses or some other intermediate means of transportation.



FIRST STAGE OF DEVELOPMENT, 1970



PARKING AND CIRCULATION—STATE CAPITAL CENTER, 1970

Because of large expenditures required for land acquisition and construction of buildings and parking facilities, landscaping improvements would, for the most part, be minimal during the first stage. Only the basic elements required for visual and physical unity of the Capital Center would be provided at this time. Land would be cleared, surfaces graded and seeded, and walkways constructed where needed. Since the lakes are a major feature of the land form, they should be included in the first stage. Most embellishments would, however, come in the period after 1970.

In summary, the following major projects are scheduled during the period 1965 to 1970:

(1) Acquisition and clearance of land needed for the State Capital Center.

(2) Construction of the first stage of Heritage Square, including the Archives-Library building, the first unit of the Art Museum, and an underground parking garage.

(3) Construction of a new building for the Highway Commission.

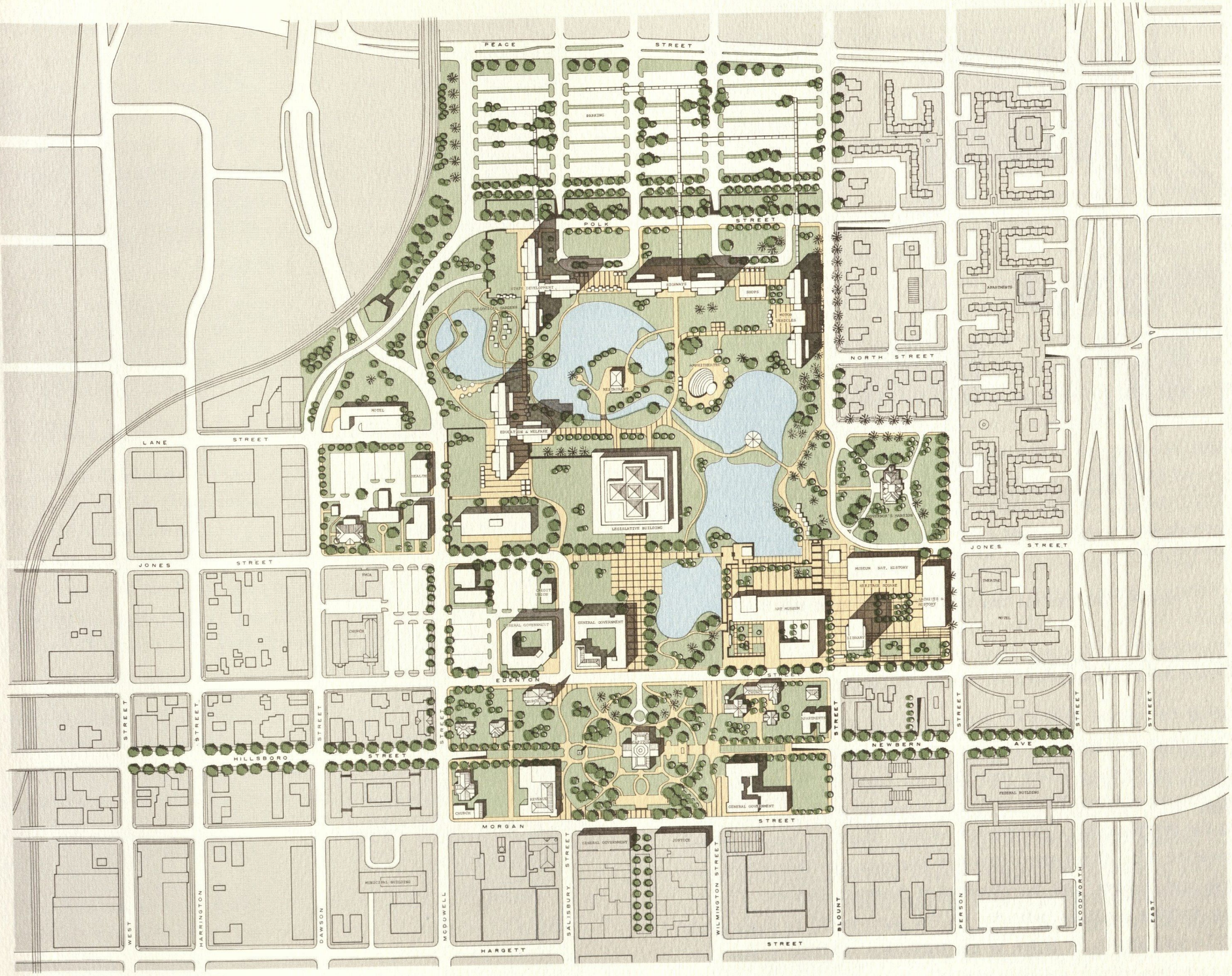
(4) Construction of an office building for the education, welfare, and health agencies between the State Legislative Building and Caswell Square, and the first unit of the Caswell Square parking garage.

(5) Construction of a surface parking lot between Polk and Peace streets.

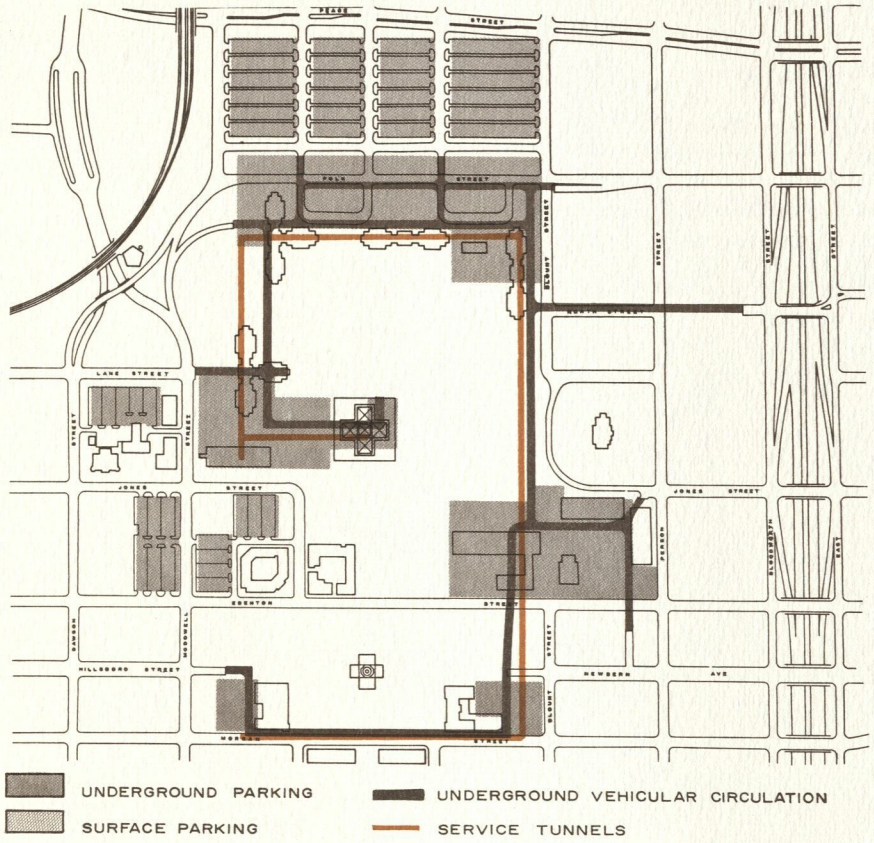
1970 - 1980

During this period most State agencies would be relocated in their respective functional groupings. Generally, the education, welfare and health agencies would be moved to the Caswell Square area, the State development agencies would be located north of the Legislative Building, and the general government agencies would remain around Capitol Square. During this period the Department of Motor Vehicles will probably outgrow its quarters on New Bern Avenue. At this point Motor Vehicles should be moved to the State Capital Center and the present building be put to other uses or sold.

The plan projects the construction of seven new office structure units during the period 1970 to 1980. Two would be added to the education-health-welfare group, three to the State development group, and two to the motor vehicles group. Additions to Heritage Square would include the Museum of Natural History and the new State Library. The underground parking facility would be constructed in the motor vehicles, highway, and State development area. The underground circulation system to provide convenient, all-weather communication between State agencies would be completed during this stage. Also Blount Street would be closed through the Center, and the grounds more fully developed during this stage.



SECOND STAGE OF DEVELOPMENT, 1980



PARKING AND CIRCULATION—STATE CAPITAL PLAN, 1980

1980 TO 2000

During the period 1980-2000 the remaining office structures and other buildings indicated on the plan would be constructed. Early in this stage the existing State buildings on Caswell Square and on Capitol Square north of Edenton Street would be replaced, thus completing the development of the garden setting. Heritage Square would be completed with additions to the Art Museum, the Department of Archives and History, and the Museum of Natural History. The remaining parking facilities indicated on the plan would be completed, and McDowell Street, in order to accommodate vehicles in the Caswell Square area, would be double-decked to provide multiple access to parking structures and accommodate through traffic.

During this period mass transit facilities may become necessary. What form they will take cannot be foreseen, but probably they will be either tracked vehicles or vehicles similar to today's motor busses which can operate over streets and freeways. Possibly at some date in the future a rapid transit subway will be constructed which will pass beneath the State Capital Center and the central business district. This system could interchange with a local transit loop to service the governmental center.

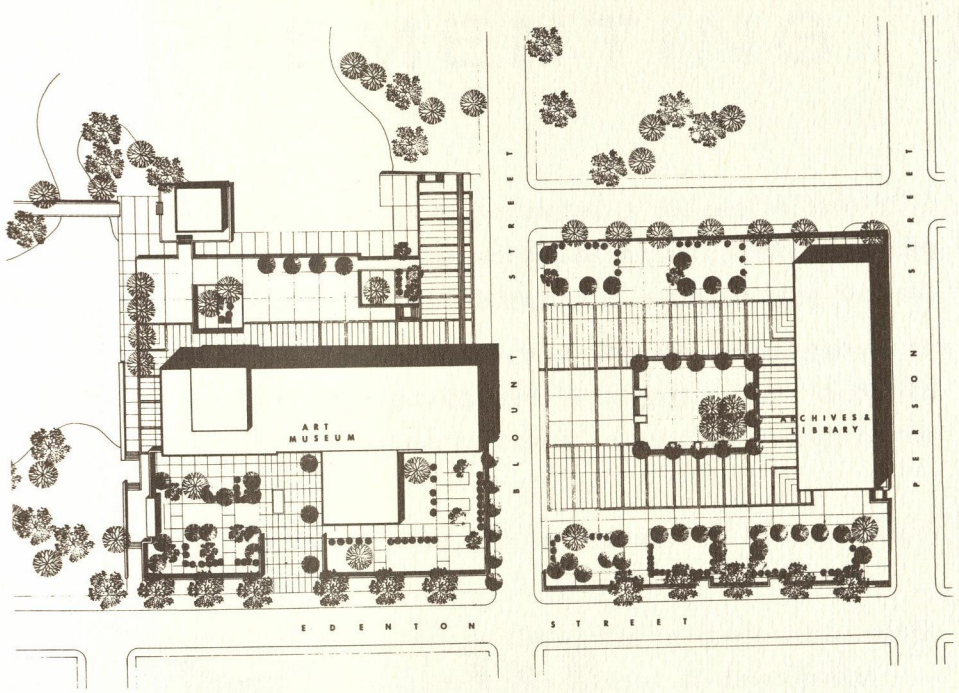
If such a system develops, it is possible that ultimate automobile requirements will be reduced. Parking and other vehicular facilities are so planned that construction can be curtailed at any stage and the system still function effectively.

STAGING HERITAGE SQUARE

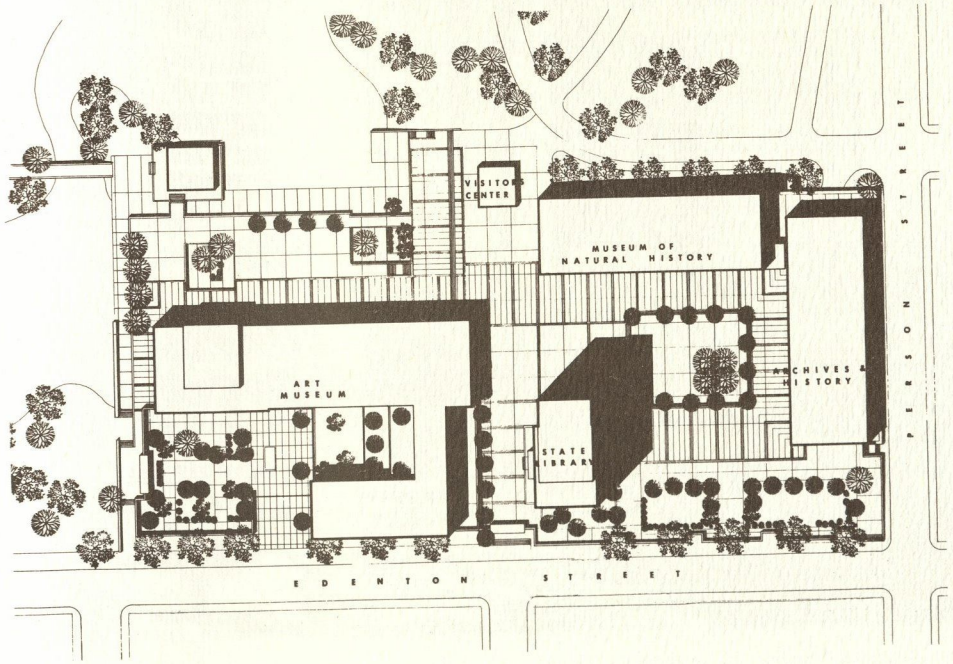
The first unit of Heritage Square will be the Archives-Library building, for which an appropriation was made in 1963. This building will initially house the State Library, the Department of Archives and History, and a 250-seat auditorium. By 1975 the space requirements for both agencies will increase to a point where they can no longer share the same building. At this point the Library building would be constructed, and the original building would house the Department of Archives and History alone.

The Library building would be a vertical building approximately eighteen stories tall with stacks, offices, and work space. The vertical stack space can be efficiently operated by using mechanical means of handling materials. Public space, offices, and work spaces would be on lower floors and the building perimeter, with the stack area forming a core.

During the 1980-2000 stage, the Department of Archives and History will expand to fill the space vacated by the State Library, but eventually it will need even more room. Subsequent additions to this building and the State Library would take place in the area on the south side of the square, thus completing the court enclosure.



1970 PLAN—HERITAGE SQUARE



1980 PLAN—HERITAGE SQUARE

The first stage of the Art Museum, containing as much as 250,000 square feet, would be built between 1965 and 1970 and will house complete museum facilities, including a 500-seat auditorium and outdoor garden areas. During the period between 1980 and 2000, the Art Museum facilities would be expanded to approximately 350,000 square feet, providing space for new collections.

Several possible designs have been considered with regard to the Art Museum. One proposal was a large single-story structure. The advantages given for this approach are the elimination of vertical transportation problems, both for visitors and handling works of art, the possible use of natural daylight throughout the building, and flexibility for expansion. The disadvantages are an excessive land requirement (allowing for a 2:1 land-to-building ratio, over sixteen acres of land would be required), the great walking distances involved, and the difficulties of administrative and security control. Another possibility studied was decentralization of the museum into several smaller buildings. This has the advantages of flexibility for expansion, elimination of congestion at entrances, and the possibility of a closer relation to the environment. Such an approach, however, would increase land consumption even more and create problems of administrative control. Also it does not fit into the present concept of Heritage Square. The solution recommended is a compact structure five stories tall with outdoor garden areas, maximum utilization of natural daylight, and adequate vertical transportation facilities both for visitors and freight.

The first unit of the Museum of Natural History, including exhibition rooms, auditoriums, meeting rooms, laboratory and storage space, a planetarium, and administrative facilities, would be constructed soon after 1970. The program for the Museum of Natural History is not at the present time clearly defined, but in order to fulfill its role as a major educational facility, it must go far beyond its present scope. Ultimately it might be a complete laboratory of the physical and biological sciences dedicated to educating the public and promoting scholarly research. The first unit of the Museum of Natural History

will contain approximately 94,000 square feet on four floors. During the period 1980-2000 it would be expanded to approximately 133,000 square feet and include the visitors' center.

The Heritage Square parking garage must of necessity be built concurrent with or prior to the buildings placed on top of it. Traffic-circulation patterns for this facility do not lend themselves to staged construction, and also there is a current need for parking space around Capitol Square. Therefore, this facility should be built during the first stage. If the Art Museum is constructed before the garage, the parking capacity will be reduced by more than one-third.



VIEW ACROSS LAKE LOOKING SOUTH TOWARD STATE LEGISLATIVE BUILDING

IMPLEMENTING THE PLAN

COST

While a dollar amount has been assigned to the cost of developing the State Capital Center, its total cost can be measured only in relative terms. The following factors are instrumental in determining the cost.

1. The size of the Center at any given time will be determined by the rate of growth of State government. A more rapid rate of growth or a less rapid rate of growth will have a corresponding effect on the budget for the Center.

2. Variations in cost are possible on the basis of quality of construction and design of buildings.

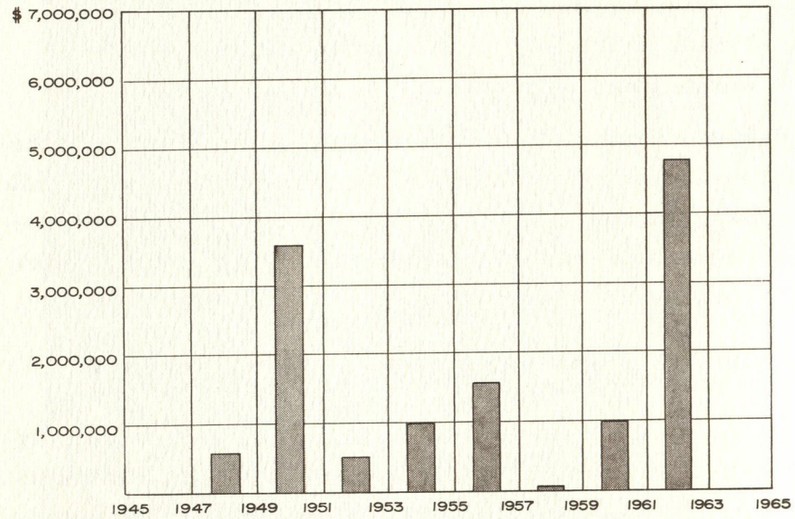
3. Cost estimates are based on 1965 building construction costs. These may vary considerably during the period of development.

4. The functional efficiency of the Center must be weighed as a factor. A dispersed pattern of small buildings scattered throughout the city might cost less to build, but the resulting inefficiency in State government operation would prove wasteful indeed.

5. The symbolic importance of the Center as the seat of State government cannot be measured in dollar value.

The General Assembly appropriated approximately $6,000,000 for two new buildings in the 1963-65 biennium. During the previous biennium more than $4,000,000 were spent on construction of the State Legislative Building. The average biennial expenditure for new State government buildings for the period 1945-65 was $1,600,000. During this period construction has not kept pace with needs, and the State is now faced with the problem of "catching up". The cost of recovering from this lag, of course, must be reflected in the budget during the first stages of development of the State Capital Center.

The total estimated cost for the State Capital Center, including Heritage Square, to the year 2000 is $144,600,000 in 1965 dollars. Spread over a thirty-five-year period, the average biennial expenditure



AVERAGE BIENNIAL EXPENDITURE FOR STATE GOVERNMENT BUILDINGS IN RALEIGH, 1945 TO 1965

would amount to $8,300,000. The total estimate is broken down as follows:

Land acquisition	$14,800,000
Buildings	87,500,000
Parking facilities	25,300,000
Streets, utilities, and underground circulation	5,000,000
Landscaping	12,000,000

The heaviest financial load would occur during the period 1965 to 1970. During this period land would be acquired and many of the site improvements made. The backlog of need for office space and parking facilities would also be met and the development of Heritage Square begun.

The estimated total expenditure for the period 1965-1970, not including that currently appropriated, is $43,400,000, or an average of $17,360,000 per biennium. This figure breaks down as follows:

Land acquisition	$14,800,000
Buildings	16,900,000
Parking, facilities	8,400,000
Streets, utilities	800,000
Landscaping	2,500,000

Possibly a bond issue will be the best way partially to finance the first stage of development, because of the desirability of acquiring all land during this stage before it is further developed. Timely purchase of land will probably in the long run save the State considerably more money than the cost of debt service.

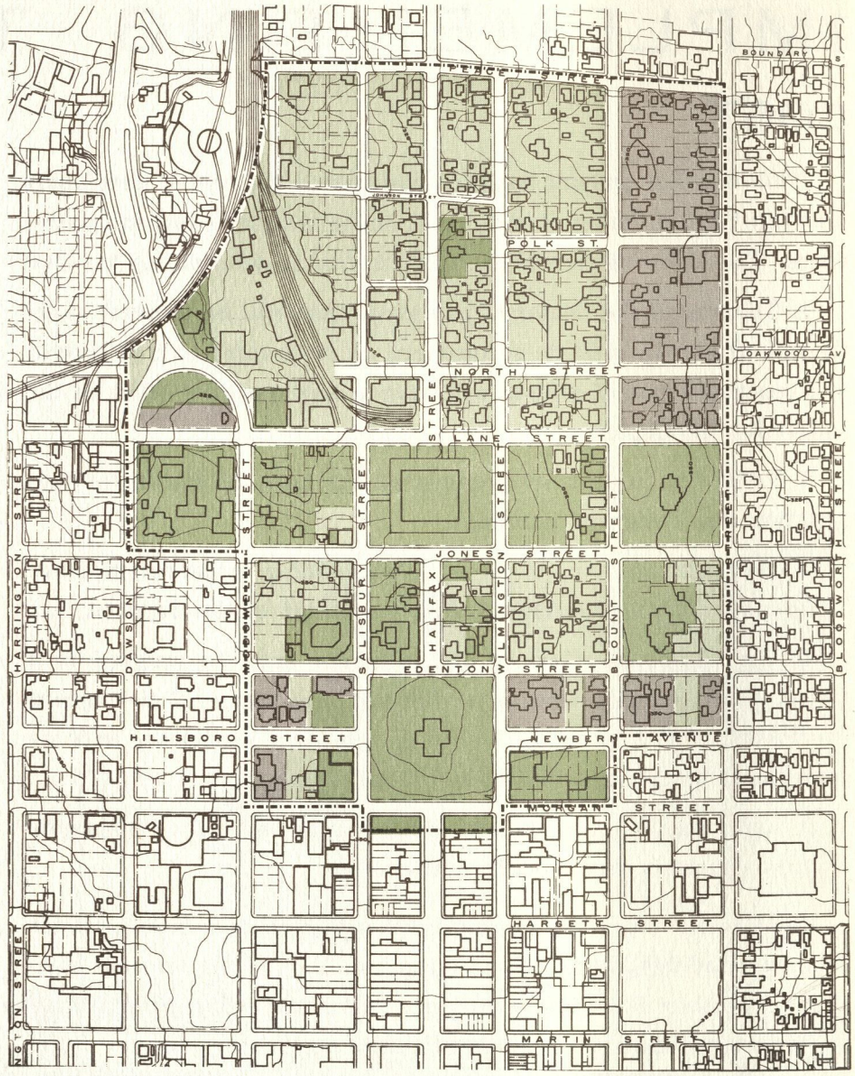
LAND-ACQUISITION POLICY

The assembling of land for the State Capital Center is basically a problem of acquiring that land at the least cost to the State. Generally, advance acquisition is less costly than acquisition immediately prior to building because (1) land can be bought before expensive improvements are made and values increase, and (2) no pressures of time have limited the possibilities of negotiation. Obviously, some land must be acquired quickly in order to meet immediate building needs as in the Heritage Square area and the area of the proposed Highway Building. In other areas where land values are appreciating rapidly, the State should move swiftly in order to avoid having to pay prohibitive prices later. This is particularly true in the Smoky Hollow Urban Renewal area, where land has been cleared and is currently being sold for redevelopment. Probably never again will it be available at so low a cost.

If possible, all land in the State Capital Center should be acquired by 1970. The exact strategy to be employed will require further study, but in general the following guidelines should be followed:

1. The acquisition of needed lands within the State Capital Center should be phased over a five-year period.

2. Acquisition priorities should be based on physical planning considerations which will allow maximum flexibility in meeting possible unforeseen changes in the State Capital plan, its technical as-



LEGEND

- LAND CURRENTLY OWNED BY STATE
- LAND TO BE ACQUIRED BY STATE
- LAND TO REMAIN IN PRIVATE OWNERSHIP
- STATE CAPITAL CENTER BOUNDARY

LAND ACQUISITION—STATE CAPITAL CENTER

sumptions, or the financial abilities of the State. Generally properties should be acquired outward from the core of existing ownership and acquisitions be phased to achieve compact, contiguous, and generally rectangular patterns of State ownership during the acquisition program.

The State should move to acquire all land south of Lane Street at the earliest possible date. The land between Lane Street and Peace Street should be acquired as it comes on the market or is threatened with new development, and that portion of the Smoky Hollow Urban Renewal Project to the east of the Seaboard Railway should be acquired before it is allowed to develop.

3. To the extent that it is compatible with other requirements the more rapidly appreciating properties should be acquired first.

4. It is possible that using supplemental land-acquisition officers on contract in addition to the regular land-acquisition staffs will help avoid delays or conflicts with the other land-acquisition programs, provide more time for negotiations with property owners to avoid any inequities which might result from undue speed, and reduce the number of acquisitions which would require costly condemnation trials.

5. The City of Raleigh should be requested to give its assistance in implementing the plan. In zoning cases where the value of the land will be affected, hopefully the City will recognize the long-range goals of the State and act in the best interest of both the State and the City. In this connection, the City should advise the State of all building-permit requests within the State Capital Center so that the State will have notice that improvements are contemplated.

6. In addition to the appropriations to fund a phase of acquisition, additional funds should be available, perhaps from the Emergency and Contingency Fund, for purchases within the plan area at the discretion of the Governor and Council of State to meet unusual opportunities, threats, or hardship cases.

The total land acquisition program, if completed today, would cost approximately $14,800,000. Reliable sources within the Department of



TERRACE RESTAURANT

Administration report that this land is now rapidly appreciating in value and will cost considerably more in future years. The desirability that $6,000,000 be appropriated for the 1965-67 biennium to begin land acquisition is therefore apparent.

If, however, limitations on the State's resources would prevent such an appropriation, an alternate proposal is that a portion of any surplus in the State's general fund be earmarked by the General Assembly for land acquisition in the State Capital Center, such expenditure not to exceed $6,000,000 per biennium.

CONTINUING PLANNING

To assure that the plan will be carried out in an orderly manner and in accordance with the concepts it sets forth, a new permanent Commission for State Capital Planning should be established to direct development of the State Capital Center, and an Office of State Capital Planning should be established within the Department of Administration.

The permanent State Capital Planning Commission should be composed of members who will represent among others, the General Assembly, the State Administration, the City of Raleigh, and the planning, architectural, and engineering professions. It should also include members of the Heritage Square Commission.

This Commission should have the responsibility of adopting an official plan for the designated State Capital Center which will set forth the principles and serve as a guide for all physical improvements within the Center. This Commission should recommend a priority schedule for the acquisition of land within the State Capital Center and may initiate budget requests for appropriations for land acquisition, buildings, and other improvements.

This Commission should have the responsibility of reviewing and approving all plans for all buildings and improvements, including landscaping, to be constructed within the State Capital Center to insure that they are in accordance with the objectives of the plan. No construction should be permitted unless the Commission certifies that it is in accordance with the plan. Architects for building projects in the center should be selected only with the approval of the Commission. Although the Commission would not have the primary responsibility of assigning space within buildings, such space assignments should be made with its approval, and when assignments are clearly inconsistent with the goals of the plan they should not be allowed. The use of outdoor space should be controlled by the Commission. Any use, however temporary, which will adversely affect either the efficient operation or visual appearance of the Center should be avoided if at all possible.

The Commission should also have control of the use of land within the designated State Capital Center which is not under State ownership. In addition to meeting local zoning regulations, any changes in land use or development with the designated area should require the approval of the Commission before they are permitted, and the issuance of building permits by the City of Raleigh should be dependent upon receipt of written certification from the Commission that any such changes of land use within the designated area are in conformity with the adopted plan.

Periodically, the Commission should review the adopted plan and make such revisions as appear necessary. Basic investigative data regarding State employment, space requirements, departmental organization, work-trip habits, building conditions, and the like should be thoroughly updated at intervals not exceeding ten years and the plan revised accordingly.

The Commission should at all times work in conjunction with the City of Raleigh, the State Highway Commission, and other planning agencies in order to assure the best possible development of the State Capital Center, its environment, and its approaches. The first such task is to reach an agreement on an over-all zoning plan for the central area of Raleigh in keeping with the land-use provisions outlined herein and to amend the local zoning ordinance accordingly. This liaison is extremely important during the early stages of the plan when policies have not been set. Should external factors necessitate changes in the plan—as, for example, a different thoroughfare plan—the Commission should keep itself fully advised and act according to the best interests

ceptance or rejection of plans prepared. He would advise the State Real Property Officer concerning the acquisition of land within the State Capital Center and be responsible for plan review and revision, subject to the approval of the Commission. It would not be contemplated that a large staff agency be established but rather the director would be empowered to employ such outside consultants as may be necessary in the performance of these duties, subject to the approval of the Commission. He would report to the Commission all changes contemplated in the plan and make recommendations concerning these changes. He would report to the Commission any proposed building construction, physical property improvements, or changes in the use of space within the State Capital Center and advise the Commission whether these are in conformance with the adopted plan.

In appointing the Director of State Capital Planning great care should be exercised to select a person who possesses aesthetic sensitivity, practical reason, and the ability to get things done, for his performance will in a large measure determine the ultimate realization of the plan.



CAPITOL FROM THE EAST

APPENDICES

APPENDIX 1

1963 SPACE UTILIZATION OF STATE BUILDINGS

BUILDING & AGENCY	Area Sq. Ft.	No. Employees
Capitol	38,021[1]	44[3]
Governor	4,780[2]	20
Secretary of State	3,776	10
State Treasurer	1,735	8
Dept. of Archives & History	7,120	1
State Legislative Building	143,511	300
General Assembly	59,160	282
Secretary of State	690	4
Agriculture Building	157,069	316
Dept. of Agriculture	70,676	285
Museum of Natural History (Dept. of Ag.)	31,815	10
Dept. of Administration	1,300	8
Governor's Office	457	1
State Board of Elections	520	2
Labor & Insurance Building	36,136	125
Dept. of Labor	12,799	65
Insurance Dept.	10,759	56
Dept. of Administration (General Services)	3,904	1
Education Building	167,220	670
Dept. of Archives & History	35,773	65
Dept. of Community Colleges	465	5
Revenue Dept.	1,460	10
Dept. Conservation & Development	23,776	119
Dept. of Public Instruction	25,847	189
State Board of Education	10,875	74
Industrial Commission	8,012	48
Local Government Commission	2,587	9
Dept. of Public Welfare	22,840	146
Revenue Building	138,450	697
Dept. of Revenue	72,831	500
Dept. of Administration	20,864	89
State Auditor	5,048	29
State Treasurer	4,055	18
State Personnel Dept.	4,440	25
Dept. of Tax Research	2,530	14
Attorney General	1,584	6
Library Building	54,406	97
State Library	30,074	39
Utilities Commission	12,838	48
Secretary of State	2,810	6

[1] Gross area includes total enclosed floor area of the building
[2] Net area includes only area occupied by department. Does not include corridors, stair ways, lobbies, wash rooms, etc.
[3] Estimated number of employees working in each location at time of survey. Does not necessarily agree with totals in Appendix 6

BUILDING & AGENCY	Area Sq. Ft.	No. Employees
Justice Building	68,697	143
Supreme Court	28,423	37
Attorney General	5,433	23
State Bureau of Investigation	7,141	25
Board of Paroles	5,997	34
Probation Commission	2,619	20
State Bar	1,600	4
Highway Building	130,686	617
Highway Commission	92,993	606
Mansion Park Building	47,586	110
N. C. Recreation Commission	3,416	12
State Board of Juvenile Correction	2,062	10
State Library	4,046	6
Dept. of Public Instruction	538	3
Commission for the Blind	11,426	17
Merit System Council	4,515	17
Employment Security Commission	1,560	13
Y.M.C.A. Building	19,430	33
Dept. of Conservation & Development	8,564	11
Dept. of Archives & History	774	6
Prison Dept.	3,815	13
Caswell Building	76,522	438
Employment Security Commission	50,659	378
Retirement System	11,282	60
Cooper Memorial Health Building	59,868	238
State Board of Health	41,131	232
Laboratory of Hygiene	32,185	85
State Board of Health	21,703	81
Old Health Building	38,218	72
Dept. of Water Resources	8,174	34
State Board of Alcoholic Control	6,163	21
Medical Care Commission	4,173	14
Oral Hygiene Building	4,450	9
State Board of Health	3,675	9
Cotton Classing Warehouse	12,004	26
Prison Dept.	5,037	20
N. C. National Guard	4,326	6
Caswell Power Plant	13,019	3
State Board of Health	3,294	1
Dept. of Administration (General Services)	462	2
Old Textbook Warehouse	15,688	0
State Board of Education	8,064	0
Secretary of State	7,624	0

Continued on Following Page

BUILDING & AGENCY	Area Sq. Ft.	No. Employees
Textbook Warehouse & Records Center	42,930	31
State Board of Education	19,357	13
Dept. of Archives & History	20,903	18
Motor Vehicles Building	117,061	797
Dept. of Motor Vehicles	75,820	697
Wildlife Resources Commission	13,070	56
Banking Dept.	5,448	29
Prison Administration Building	23,184	109
Prison Dept.	16,545	109
Civil Defense Building	12,630	26
Civil Defense Agency	7,344	26
State Art Museum	43,730	29
State Art Museum	39,458	26
125 East Morgan Street	4,009	13
Dept. of Community Colleges	2,724	10
State Art Museum	750	0
Dept. of Administration (General Services)	295	3
135 East Morgan Street	16,560	18
Dept. of Administration Motor Pool	16,560	18
109 South Blount Street	22,550	75
Highway Commission	18,432	75
Old Heating Plant	3,695	51
Dept. of Administration (General Services)	560	51
Central Heating Plant	6,200	11
Dept. of Administration (General Services)	6,200	51
118 West Edenton Street	1,609	10
Dept. of Community Colleges	942	10
5 East Edenton Street	4,730	9
Rural Electrification Authority	3,229	9
121 North Halifax Street	4,676	17
State Charter Tercentenary Commission	1,633	11
Civil War Centennial Commission	895	5
Dept. of Archives & History	141	1
127 North Halifax Street	5,163	18
Highway Commission	2,270	12
Dept. of Administration	1,458	6
10 East Jones Street	2,000	8
Dept. of Administration	1,552	8
215 North Blount Street	4,556	27
Dept. of Public Instruction	1,358	27
Leased Space		
Dept. of Public Instruction	12,391	70
Dept. of Revenue	7,395	16
Dept. of Public Welfare	9,966	66
N. C. Milk Commission	1,570	18
Highway Commission	3,168	25
Dept. of Mental Health	4,100	43
State Board of Higher Education	2,550	8
Veterans' Commission	1,318	5
State Ports Authority	400	2
Adjutant General	4,326	36
Employment Security Commission	2,842	19
Burial Association Commission	700	4
State Board of Barbers' Examiners	600	7
State Board of Cosmetology	3,500	5

APPENDIX 2

CURRENT INSURED VALUE OF EXISTING STATE BUILDINGS

BUILDING	Year Completed	Current Insured Value
Capitol	1840	$1,750,000
Labor	1888	600.000
Governor's Mansion	1889	294,000
Old Health	1898	200,000
Mansion Park	1899	0
Caswell Power Plant	Not Known	0
Old Textbook Warehouse	Not Known	158,000
Library	1913	1,155,000
Art Museum	1919	750,000
Agriculture	1924	
Agriculture Annex	1952	2,281,000
Revenue	1927	
Revenue Annex	1947	1,325,000
Caswell	1940	685,000
Hygiene Lab	1939	525,000
Education	1938	
Education Annex	1952	1,925,000
Justice	1940	1,050,000
Cotton Classing Warehouse	1938	110,000
Oral Hygiene	1940	100,000
Highway	1951	1,900,000
Records Center	1951	287,000
Health	1954	929,000
Prison Administration	1956	200,000
Motor Vehicles	1957	1,300,000
Central Heating Plant	1960	808,000
State Legislative Building	1962	4,785,000
Old Heating Plant	1913	0
Y.M.C.A.	1912	0
Old Olivia Rainey Library	1898	0

APPENDIX 3

BUILDINGS OF ARCHITECTURAL AND HISTORICAL SIGNIFICANCE IN THE CAPITOL SQUARE AREA

CAPITOL

Year Built—1840

The Capitol was built to replace the original State House, which was erected in 1792 and burned in 1831. The architects were Ithiel Town and Alexander Jackson Davis of New York. The Capitol is regarded by many as one of the finest Greek Revival buildings in America. It currently houses the Governor's office, Secretary of State, and State Treasurer. Sessions of the General Assembly were held here from 1841 to 1961. The Capitol is the focal point of downtown Raleigh, and is situated on the axes of the four original major streets of the city.

STATE LEGISLATIVE BUILDING

Year Built—1962

Built to house the chambers and offices of the General Assembly which had outgrown its facilities in the Capitol, the State Legislative Building is one of great individuality, and is a striking departure from the neoclassic design of other State buildings. Constructed of white marble, the exterior walls are enclosed by a peristyle. The roof is composed of five copper clad pyramids, and the interior contains four garden courts. The architects were Edward Durell Stone of New York and Holloway and Reeves of Raleigh. The State Legislative building is located one block north of the Capitol on the Halifax Street axis.

GOVERNOR'S MANSION

Year Built—1889

The mansion was built as a residence for the Governor to replace an earlier structure which stood on the present site of Memorial Auditorium. It is located in Burke Square and faces North Blount Street. It is a red brick and wood structure designed in the "Queen Anne" style by Gustavus Adolphus Bauer, and was built by prison labor. It is an excellent specimen of the fanciful architecture of its period.

LABOR AND INSURANCE BUILDING

Year Built—1888

One of the oldest buildings on Capitol Square, the Labor and Insurance building was designed by Captain W. J. Hicks, Superintendent of State Prison, and was built by prison labor. It originally housed the State Supreme Court and State Library. It was extensively remodeled for offices in 1914.

STATE LIBRARY BUILDING

Year Built—1913

Built on the south side of Capitol Square, this building originally housed the State Supreme Court, State Library, Historical Commission, and Department of Public Instruction. It is of French Renaissance design and constructed of white limestone.

CHRIST EPISCOPAL CHURCH

Year Built—1853

Built of rusticated stone masonry and ivy clad, Christ Episcopal Church is an excellent example of Gothic Revival church architecture. It was designed by Richard Upjohn, architect of Trinity Church, New York.

CHRIST CHURCH RECTORY

Year Built—1818

This is the oldest brick building in Raleigh. Built originally to house the first State Bank, it is a Classic Revival structure with twin porticos facing east and west. It was acquired for a Rectory in 1873.

FIRST BAPTIST CHURCH

Year Built—1859

A white stucco Gothic Revival church designed by William Percival, architect, its towering spire makes it an important Capitol Square landmark.

RICHARD HAYWOOD HOUSE

Year Built—1854

Located on the northwest corner of Edenton and Blount Streets, the Richard Haywood house is a red brick structure with a doric columned single story porch. It is the best remaining example of its period in Raleigh.

JOHN HAYWOOD HOUSE

Year Built—1792

This was one of the first houses in Raleigh, built by John Haywood, North Carolina's first State Treasurer. The house was visited by Lafayette. It is located one block east of the Capitol on New Bern Avenue.

SEABOARD RAILWAY DIVISION OFFICE

Year Built—Mid nineteenth century, exact date unknown

A three story brick structure located on Halifax Street immediately north of the State Legislative Building, it is an example of the style of architecture during and immediately after the Civil War. It is currently occupied as an office building by the Seaboard Railway.

WATER TOWER

Year Built—1887

Located on West Morgan Street, it was built to house the city waterworks. It consists of a two story Georgian style structure and an octagonal brick and stone tower, which originally supported a large tank. For many years it was occupied by an architectural firm, and more recently it was acquired as an office for the North Carolina Chapter of the American Institute of Architects.

APPENDIX 4

NON-RESIDENTIAL SPACE USE IN DOWNTOWN RALEIGH, 1963 (SQUARE FEET)

	Core Area	Fringe Area	Total
General Merchandise and Apparel	434,700	1,500	436,200
Furniture	175,000	9,000	184,000
Office—Public*	213,000	151,000	364,000
Office—Non-Public (Commercial)	620,550	118,200	738,750
Personal Services	90,000	35,400	125,400
Restaurants and Cafes	34,900	15,700	50,600
Business Repair Services	41,950	60,500	102,450
Plumbing, Heating and Electrical	5,500	1,500	7,000
Service Stations	8,000	34,300	42,300
Automotive Repair and Garages	38,000	25,000	63,000
Automotive Equipment	69,200	87,100	156,300
Foods and Groceries	4,700	10,000	14,700
Drugs	14,700	3,000	17,700
Miscellaneous Shopping Goods	92,150	9,000	101,150
Miscellaneous Convenience Goods	37,100	11,500	48,600
New and Used Cars	45,500	181,600	227,100
Hotels and Motels	162,500	149,000	311,500
Recreation	25,800	17,000	42,800
Parking Lots and Structures	566,000	**	566,000
Manufacturing	79,300	28,500	107,800
Transportation	—	68,000	68,000
Wholesale	44,500	77,700	122,200
Churches	27,200	27,200	54,400
Libraries	53,000	—	53,000
Total	2,883,250	1,121,700	4,004,950

* State offices excluded
**Not inventoried

APPENDIX 5

ESTIMATED FUTURE NON-RESIDENTIAL SPACE REQUIREMENTS IN DOWNTOWN RALEIGH (SQUARE FEET)

	Core Area		Fringe Area	
	Increment to 1970 (sq. ft.)	Increment 1970-1980 (sq. ft.)	Increment to 1970 (sq. ft.)	Increment 1970-1980 (sq. ft.)
General Merchandise and Apparel	72,000	325,000	—	—
Furniture	65,000	130,000	—	—
Office—Public*	51,000	79,000	36,000	56,000
Office—Non-Public (Commercial)	—	269,200	59,000	88,700
Personal Services	40,500	65,250	16,000	25,700
Restaurants and Cafes	15,700	25,300	7,000	11,350
Business Repair Services	18,900	30,400	27,200	43,850
Plumbing and Heating	2,500	4,000	700	1,100
Service Stations	3,600	5,800	15,400	24,850
Automotive Repair and Garages	14,400	25,000	9,500	16,500
Automotive Equipment	26,300	51,600	33,100	65,000
Foods and Groceries	1,800	3,100	3,800	6,600
Drugs	5,900	11,300	1,200	2,300
Miscellaneous Shopping Goods	35,000	68,700	3,400	6,700
Miscellaneous Convenience Goods	14,100	24,500	4,400	7,600
Total	366,700	1,118,150	216,700	356,250

*Excluding State offices

APPENDIX 6

ESTIMATED FUTURE PERSONNEL REQUIREMENTS FOR STATE AGENCIES IN DOWNTOWN RALEIGH

Agency	1963	1970	1980	2000
General Assembly	282	300	300	300
Governor's Office	21	25	32	43
Secretary of State	20	22	26	34
Dept. Admin. (Office)	111	192	316	440
Dept. Admin. (Services)	200	290	450	615
State Treasurer	26	35	46	55
State Auditor	41	61	85	143
Supreme Court	37	60	85	120
Court Administration	0	25	46	100
Attorney General	28	33	49	80
Dept. of Archives & History	106	210	310	500
Dept. of Cons. & Dev.	150	236	350	598
Civil Defense Agency	26	31	42	61
State Board of Elections	2	3	3	4
State Bureau of Invest.	22	42	63	100
State Library	54	68	104	150
Local Govt. Commission	9	11	13	18
Merit System Council	18	18	18	18
State Personnel Dept.	27	34	42	57
Dept. of Revenue	515	650	900	1,300
Dept. of Tax Research	14	17	24	37
Utilities Commission	47	52	61	82
Dept. of Public Instruction	299	525	760	1,240
State Board of Education	87	165	238	390
Dept. Community Colleges	74	86	125	204
Board of Higher Education	5	17	25	35
State Board of Health	320	473	638	960
Medical Care Commission	14	25	28	35
State Ports Authority	2	2	3	4
Board of Alcoholic Control	21	43	47	59
Insurance Department	61	73	89	133
Industrial Commission	48	56	64	78
Department of Labor	65	82	98	148
Department of Agriculture	326	444	576	800
Museum of Art	26	62	83	104
Museum of Natural History	10	20	30	50
Commission for the Blind	51	71	93	125
Employment Security Commission	442	515	580	760
State Highway Commission	720	1,010	1,325	1,930
Dept. of Mental Health	50	71	110	209
Milk Commission	14	16	19	20
Dept. of Motor Vehicles	775	1,155	1,565	2,285
Recreation Commission	12	28	41	69
Rural Electrification Auth.	9	11	11	13
Retirement System	60	92	124	188
Veterans' Commission	5	6	7	10
Board of Juvenile Correction	10	17	30	64

APPENDIX 6—Continued

Agency	1963	1970	1980	2000
Dept. of Public Welfare	210	300	400	585
Dept. of Water Resources	34	50	62	80
Banking Department	27	28	32	43
Burial Assn. Commission	4	6	7	8
Wildlife Resources Commission	54	80	116	179
Total	5,591	7,944	10,691	15,663

Agencies designated to be located outside the State governmental center, agencies with part time staffs, and agencies formed after July of 1963 are not listed

APPENDIX 7

ESTIMATED FUTURE FLOOR SPACE REQUIREMENTS FOR STATE AGENCIES IN DOWNTOWN RALEIGH (SQUARE FEET)

Agency	1963	1970	1980	2000
General Assembly	143,500	143,500	143,500	143,500
Governor's Office	6,200	8,250	10,560	14,190
Secretary of State	9,060	10,000	11,850	15,600
Dept. of Admin. (Office)	30,300	75,000	122,500	171,000
Dept. of Admin. (Services)	30,140	44,000	68,000	93,000
State Treasurer	7,240	9,880	12,900	15,500
State Auditor	6,300	9,500	13,250	22,400
Supreme Court	35,600	43,700	51,500	62,500
Court Administration	0	7,800	14,400	31,200
Attorney General	8,770	10,300	15,350	25,000
Dept. of Archives & History	76,400	125,000	160,000	220,000
Dept. of Cons. & Dev.	40,400	66,400	98,500	165,000
Civil Defense Agency	7,340	24,000	24,000	36,000
State Board of Elections	520	600	600	800
State Bureau of Invest.	8,940	19,700	29,500	46,800
State Library	42,700	65,500	83,500	140,000
Local Govt. Commission	3,360	4,125	4,880	6,750
Merit System Council	5,620	5,620	5,620	5,620
State Personnel Dept.	5,650	10,600	13,120	17,800
Dept. of Revenue	100,000	143,000	198,000	286,000
Dept. of Tax Research	3,160	3,750	5,250	8,125
Utilities Commission	16,000	19,500	22,750	30,700
Dept. of Public Instruction	58,700	131,200	198,600	300,000
State Board of Education	10,875	36,000	51,800	85,500
Dept. Community Colleges	1,760	21,500	31,200	51,000
Board of Higher Education	1,825	3,400	5,000	7,000
State Board of Health	87,400	147,500	198,500	300,000
Medical Care Commission	5,200	6,250	7,000	8,500
State Ports Authority	500	500	750	1,000
Board of Alcoholic Control	7,700	16,100	17,600	22,100
Insurance Department	13,450	22,750	27,700	41,400
Industrial Commission	10,750	17,360	19,840	24,350
Dept. of Labor	15,950	25,600	30,600	46,200
Dept. of Agriculture	88,250	152,500	197,500	271,500
Museum of Art	43,730	200,000	250,000	350,000
Museum of Natural History	33,000	50,000	90,000	130,000
Commission for the Blind	14,300	17,750	23,200	31,250

APPENDIX 7—Continued

Agency	1963	1970	1980	2000
Employment Security Commission	68,800	96,200	109,000	130,000
State Highway Commission	144,800	284,000	373,000	544,000
Dept. of Mental Health	3,900	17,750	27,500	52,500
Milk Commission	1,965	2,500	3,000	3,125
Dept. of Motor Vehicles	94,800	181,500	245,000	295,000
Recreation Commission	4,340	8,450	12,800	21,600
Rural Electrification Auth.	4,115	4,125	4,125	4,880
Retirement System	14,100	25,900	35,100	53,000
Veterans' Commission	1,650	2,250	2,630	3,750
Board of Juvenile Correction	2,580	4,250	7,500	12,800
Dept. of Public Welfare	41,600	66,000	88,000	128,700
Dept. of Water Resources	10,900	15,600	19,400	25,000
Banking Department	6,850	6,850	7,000	9,350
Burial Assn. Commission	875	1,310	1,500	1,750
Wildlife Resources Commission	16,300	30,000	43,500	66,800
Total	1,398,165	2,444,820	3,237,875	4,581,540

APPENDIX 8

INTERDEPARTMENTAL TRIPS

Information is based on a survey made during the week of August 5, 1963. Trips listed are only those indicated on survey responses. Survey questionnaires were distributed to 5,600 State employees. 3,665 were returned and tabulated.

DEPARTMENTS VISITED:

100 or more trips	
Department of Administration	261
Department of Revenue	147
Governor's Office	119
Highway Department	111
Department of Agriculture	110
50 to 99 trips	
State Library	83
Department of Public Instruction	80
Personnel Department	70
Treasurer's Office	70
Attorney General	67
Board of Education	61
Department of Conservation & Development	50
25 to 49 trips	
State Board of Health	48
Commission for the Blind	40
Employment Security Commission	40
Department of Labor	40
Department of Motor Vehicles	33
Department of Public Welfare	32
Secretary of State	29

INTERDEPARTMENTAL TRIPS:

50 or more trips	
Revenue—Tax Research	72
Administration—Governor's Office	63

APPENDIX 8—Continued

25 to 49 trips	
Administration—Agriculture	47
Archives & History—Agriculture	31
Administration—Conservation & Development	30
Administration—Highway	26
15 to 24 trips	
Treasurer—Administration	24
Attorney-General—Supreme Court	21
Health—Employment Security	20
Revenue—Utilities Commission	20
Blind Commission—Motor Vehicles	18
Administration—Education	18
Highway—Governor's Office	18
Welfare—Auditor	*17
Highway Conservation & Development	17
Administration—Prison Department	16
Blind Commission—Library	16
Administration—Library	16
Employment Security—Library	15
Conservation & Development—Archives & History	15
Administration—Mental Health	*15

*It is assumed that the number of trips during the survey was greater than normal.

TOTAL NUMBER OF TRIPS:

Interdepartmental	1,898
To Post Office	278
To Credit Union	168

APPENDIX 9

RECOMMENDED BILL TO BE ENTITLED AN ACT TO ESTABLISH THE STATE CAPITAL CENTER AND THE STATE CAPITAL PLANNING COMMISSION

The General Assembly of North Carolina do enact:

Section 1. Article 5 of Chapter 129 of the General Statutes is hereby rewritten to read as follows:

"Article 5.

"State Capital Center and State Capital Planning Commission.

"§ 129-26. *State Capital Center established; policy declared.*—There is hereby established 'The State Capital Center', which shall consist of the land and buildings owned by the State of North Carolina and its agencies within or adjoining the area bounded by the Seaboard Railway and by Peace, Blount, Morgan, and McDowell streets in the City of Raleigh, together with such other property in that area and ancillary thereto as may be designated by the State Capital Planning Commission. It is declared to be the policy of the State to promote and develop the State Capital Center as the primary location of State governmental offices and agencies in the State Capital, to the end that efficiency and economy in governmental operations may be promoted, the public convenience and necessity may be served, and the seat of government of the State may continue to be an object of growing interest and pride on the part of the people of North Carolina.

"§ 129-27. *Commission created; membership; officers.*—(a) There is hereby created 'The State Capital Planning Commission', which shall consist of two members *ex officio* and seven members appointed by the Governor. The Mayor of the City of Raleigh shall be a voting member *ex officio* of the Commission. The Chairman of the Heritage Square Commission shall be a voting member *ex officio* of the State Capital Planning Commission. At least two appointive members shall be persons who have served in the General Assembly; at least two appointive members shall be administrative officers or employees of the State; and these and the remaining appointive members of the Commission shall be so chosen as to represent appropriate professional fields and the public at large.

"(b) All appointive members of the Commission shall be appointed on July 1, 1965, or as soon thereafter as is practicable. Of the initial appointments to the Commission, two shall be for terms of two years, two shall be for terms of four years, and three shall be for terms of six years; thereafter, all regular appointments shall be for terms of six years. The Governor shall appoint to fill for the unexpired term any vacancy occurring in the appointive membership of the Commission.

"(c) The Governor on July 1, 1965 and every two years thereafter shall designate an appointive member of the Commission as its Chairman. The Commission may elect such other officers as it may deem necessary.

"§ 129-28. *Powers and duties of the Commission.*—(a) The State Capital Planning Commission shall have the following powers and duties:

(1) To prepare and adopt an official State Capital Center Plan which will define the boundaries of the Center and set forth the principles and policies which are to guide its physical development, and to review and revise that Plan not less often than every ten years.

(2) To prepare and present to the Governor and the Advisory Budget Commission biennially a six-year capital improvement program for the implementation of the State Capital Center Plan, and biennially to review and extend that program by two years.

(3) To prepare and present to the Governor and the Advisory Budget Commission biennial requests for appropriations for acquiring land; for designing, constructing, equipping, and furnishing buildings; and for other purposes incident to the execution of the capital improvement program.

(4) To establish a priority schedule for the acquisition by the State of land within the State Capital Center.

(5) To review and approve all plans for:

a. the use of State-owned land within the Center;

b. all buildings and other physical improvements and all landscaping on State-owned land within the Center; and

c. the allocation of space in State buildings within the Center.

(6) To approve architects, landscape architects, and professional planners selected to design buildings and landscaping projects within the Center and to prepare plans for the Center; and to procure professional services for the Commission.

(7) To approve the construction, reconstruction, structural alteration, enlargement, extension, or movement of any structure within the boundaries of the Center on land not owned by the State and to approve any change in the use or other development of any property within the boundaries of the Center not owned by the State, where such action materially affects the value, the appearance, or the intensity of use of such property. The Commission may by rule delegate to its Chairman the authority to approve in the name of the Commission types of construction, reconstruction, structural alteration, enlargement, extension, or movement of structures within the Center on land not owned by the State which the Commission finds to be minor in their effect, subject in each case to the right of the property owner to appeal the decision of the Chairman to the full Commission for review. The Commission shall make suitable arrangements for this purpose with the City of Raleigh to insure that no such structural change or change in land use or development shall occur without the written approval of the Commission, to the end that the use and development of private land within the boundaries of the Center may be consistent with the planned objectives of the Center.

(8) To cooperate with the City of Raleigh, all appropriate State agencies, and all other appropriate public and private agencies and organizations in order to achieve the planned objectives of the Center.

(9) To adopt rules and regulations to govern its own proceedings and to carry out the provisions of this Article.

"(b) Wherever in this Article the Commission is authorized to approve any action, such action shall not be taken without the prior approval of the Commission, and the Commission may, if necessary, apply to the Superior Court of Wake County for appropriate orders restraining or prohibiting any such action which has not been approved by the Commission.

"§ 129-29. *Per diem and allowances.*—The members of the State Capital Planning Commission shall receive for their services the same compensation per diem and allowances as are granted the members of the State boards and commissions generally.

"§ 129-30. *Office of State Capital Planning established; functions.*—

"(a) There is hereby established in the Department of Administration the Office of State Capital Planning, which shall be administered by the State Planning Officer.

"(b) The State Capital Planning Officer shall be appointed by the Director of Administration, subject to the approval of the State Planning Commission and the Governor, and he may be removed by the Director of Administration, subject to the approval of the Commission and the Governor, without the necessity of assigning any cause. He shall receive a salary fixed by the Governor with the approval of the Advisory Budget Commission.

"(c) The State Capital Planning Officer shall be responsible to the Director of Administration and to the State Capital Planning Commission. He shall perform such duties as the Director of Administration and the Commission jointly shall prescribe.

"§ 129-31. *Expenses of the Commission.*—All expenses of the Commission for the 1965-67 biennium shall be paid from the Contingency and Emergency Fund, upon application in the manner prescribed in G.S. 143-12.

"§ 129-32. *Records and property transferred.*—All records and property in the custody of the State Capital Planning Commission established by Chapter 361 of the Session Laws of 1961 are hereby transferred to the State Capital Planning Commission established by this Article, effective July 1, 1965."

Sec. 2. All laws and clauses of laws in conflict with this Act are hereby repealed.

Sec. 3. This Act shall become effective on July 1, 1965.

NOTES

HISTORICAL BACKGROUND

[1] *Raleigh, Capital of North Carolina,* W.P.A. Writers' Project, Raleigh: Sesquicentennial Commission (1942).

[2] *ibid.,* p. 90.

[3] *Housing State Government: A Review, 1792-1957,* Prepared For the Commission on the Reorganization of State Government by John L. Sanders, Institute of Government (January, 1958).

[4] H. G. Jones, State Archivist, "Gov. Jarvis 'Solves' a Problem," THE STATE, August 15, 1964.

[5] *Enlargement of the Capitol Building. Report of the Committee. Comments, etc.* Raleigh: Edwards & Broughton (1905).

[6] *Housing State Government, op. cit.,* p. 12.

[7] *The Report of the 1957-1959 Commission on Reorganization of State Government, Fifth Report, State Legislative Building.*

[8] *Housing State Government, op. cit.,* p. 22.

[9] *Fifth and Sixth Reports of the Commission on Reorganization of State Government; Heritage Square, State Capital Planning Commission* (November, 1960).

[10] *ibid.*

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[1] Sidney Hollander Associates, *The Raleigh CBD: An Economic Analysis and Its Interaction with the State Government.* Report for the State Capital Planning Commission (December, 1963).

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