



State Capitol Building

Advisory Committee

Report to the
COLORADO
GENERAL ASSEMBLY

Colorado Legislative Council
Research Publication No. 501
October 2002

**ANNUAL REPORT
FY 2001-02**

**STATE CAPITOL BUILDING
ADVISORY COMMITTEE**

**Report to the
Colorado General Assembly**

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October 30, 2002

To Members of the Sixty-third General Assembly:

Submitted herewith is the "State Capitol Building Advisory Committee Annual Report for FY 2001-02."

The purpose of this report is to provide an annual summary of the committee's activities, including an explanation of the significant issues considered by the committee; a review of Capitol improvement projects; updates on Capitol publications and memorabilia; a review of committee events; and an explanation of committee recommendations to the Capital Development Committee and the Governor.

The annual report also serves as an informational document for the Capital Development Committee, the Governor, the interested public, and any other entity or individual interested in the advisory committee's consideration of issues regarding the Capitol and its grounds.

Respectfully submitted,

Charles S. Brown
Director
Legislative Council

CB/MM/mm

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www.state.co.us/gov_dir/leg_dir/lcsstaff/2002/02interim.htm

STATE CAPITOL BUILDING ADVISORY COMMITTEE

Members of the Committee July 2001 to March 2002

Representative Mark Larson, Chairman	Ms. Joan Johnson, Vice Chairman
Ms. Lee Bahrych	Senator Pat Pascoe
Ms. Georgianna Contiguglia	Ms. Mickey Pearce
Mr. C.W. (Chick) Lee	Mr. Paul Schauer
Ms. Barbara McTurk	Ms. Diann Sill
Mr. Richard Malinowski	Ms. Heather Witwer

Members of the Committee March 2002 to June 2002

Representative Steve Johnson, Chairman	Ms. Joan Johnson, Vice Chairman
Ms. Lee Bahrych	Senator Pat Pascoe
Ms. Georgianna Contiguglia	Ms. Mickey Pearce
Mr. C.W. (Chick) Lee	Mr. Paul Schauer
Ms. Barbara McTurk	Ms. Diann Sill
Mr. Rick Malinowski	Ms. Heather Witwer

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EXECUTIVE SUMMARY

Committee Charge

Section 24-82-108 of the Colorado Revised Statutes establishes the State Capitol Building Advisory Committee's authority to serve in an advisory capacity to the Capital Development Committee and the Governor on certain issues regarding the Capitol and its grounds.

There are twelve members on the advisory committee. Four members are appointed by the Governor, three are appointed by the President of the Senate, three are appointed by the Speaker of the House, and two members serve ex officio. Of the members appointed by the Governor, one is to be an architect knowledgeable about the historic and architectural integrity of the building. The ex officio members are to be the president of the state historical society or a designee of the president, and the executive director of the Department of Personnel and Administration or a designee of the executive director. Appointed members serve a term of two years, while ex officio members serve as long as their office is held.

The committee is required to meet at the Capitol at least three times per year at the call of the chairman. One meeting is to be designated as the annual meeting. At the annual meeting, members elect a chairman to serve a one-year term.

Committee Activities

The State Capitol Building Advisory Committee was established by House Bill 91-1007, a measure signed by the Governor on May 16, 1991. Since its first meeting on July 26, 1991, the committee has met on a frequent basis to consider a wide variety of issues concerning the Capitol and its grounds. The committee has been involved in continuing deliberations regarding renovation of the Capitol, life safety provisions, improvements to the Capitol grounds, public use of the Capitol and its grounds, use of public space in the Capitol for the display of art and memorials, and controlled maintenance requirements for the Capitol.

The committee also serves as an effective agent and liaison of the General Assembly and the Governor. The committee is committed to spending necessary time to assist in implementing the broad policy decisions of the General Assembly as well as making recommendations upon proposals offered by citizens and citizen groups.

The advisory committee held five regular committee meetings during FY 2001-02. The major activities performed by the committee during the year included:

- review of safety and security jurisdictions of the buildings and grounds of the Capitol Complex;
- consideration of a proposal to allow safe public access to the Capitol dome public observation deck and attic gallery;
- consideration of a request to place a nameplate on the POW/MIA memorial;
- discussion of a proposal for interpretive signage regarding the reference to "Sand Creek" on the Civil War monument;
- oversight of a project to obtain a presidential portrait for permanent display on the third floor rotunda;
- procurement of additional copies of the *State Symbols and Emblems* brochure for free distribution to school children visiting the Capitol;
- review of security improvements recommended for the Capitol building and driveway;
- review of design recommendations for the capital construction project to provide fire safety improvements in the Capitol;
- discussion of proposed revisions to the *State Symbols and Emblems* brochure to include the state mineral rhodochrosite;
- consideration of proposed legislation concerning the authority of the Colorado State Patrol;
- assessment of a proposal to refurbish the former chambers of the Supreme Court;
- assessment of a proposal to install a space-efficient storage system in the Legislative Library;
- selection of public art projects as an element of the capital construction project to provide fire safety improvements in the Capitol; and
- participation in the dedication of the portrait of former Governor Dan Thornton.

Committee Recommendations

During FY 2001-02, the committee submitted recommendations to the Capital Development Committee, the Governor, and the Executive Committee of the Legislative Council regarding:

- a proposal to implement a pilot program to allow safe public access to the Capitol dome public observation deck and the attic gallery;
- a request that an emergency evacuation drill be conducted for the Capitol; and
- design recommendations for the capital construction project to provide fire safety improvements in the Capitol.

STATUTORY AUTHORITY AND RESPONSIBILITIES

Pursuant to Section 24-82-108, C.R.S., the State Capitol Building Advisory Committee was created to "ensure that structural changes and innovations do not injure or dramatically change the state Capitol building or the historic items contained within the building."

Duties

The statute directs the advisory committee to review plans to restore, redecorate, or reconstruct space within the public and ceremonial areas of the state Capitol buildings group, the legislative services building and its surrounding grounds, and the surrounding grounds of the state Capitol building. The advisory committee is required to make recommendations to the Capital Development Committee and the Governor based on such plans. The statute requires the advisory committee to:

- create an inventory of furniture original to the Capitol and determine which pieces of damaged furniture are to be restored or renovated;
- present a plan for developing publications on the history of the Capitol and for developing Capitol memorabilia for sale to the public;
- evaluate proposals for use of the Capitol driveways; and
- evaluate proposals for the gift or loan of objects of art to the building and its grounds.

Additional Authority

The statute authorizes the advisory committee to:

- engage in long-range planning for modifications and improvement to the Capitol and its grounds;
- accept gifts, grants, or donations from private or public sources to develop publications and memorabilia;
- expend moneys from the committee's special account to publish and develop memorabilia; restore the Capitol, the Legislative Services Building, and the Capitol grounds; and for other related and necessary purposes; and
- call upon the staff of Legislative Council and the Department of Personnel and Administration for necessary assistance.

In addition, the advisory committee has occasionally been called upon by the Capital Development Committee, the Executive Committee of the Legislative Council, Legislative Council Staff, the Office of Legislative Legal Services, the Governor's office, and the public to consider other issues regarding the Capitol.

LEGISLATION

Since its inception, the advisory committee has made a number of recommendations to the Capital Development Committee, the Governor, and the Executive Committee of the Legislative Council, some of which resulted in statutory changes.

The committee considered one legislative measure during the 2002 legislative session. The measure was proposed by the Capitol Security Advisory Committee to authorize the Chief of the Colorado State Patrol to evacuate buildings in the state capitol buildings group in the event of a serious and immediate threat to persons in the buildings.

After considerable discussion, the Capitol Building Advisory Committee determined that the measure may not be necessary since the issue may be more properly addressed by an executive order from the Governor. The measure was returned to the Capitol Security Advisory Committee for further evaluation.

SIGNIFICANT ISSUES AND RECOMMENDATIONS

This section of the report summarizes significant issues considered by the Capitol Building Advisory Committee during the year.

Safe Public Access to the Capitol Dome

Issue. Committee members have frequently expressed concerns regarding the safety and security of large numbers of visitors and school children in the Capitol, especially for those who visit the Capitol dome public observation deck and attic gallery. These concerns were heightened after the Colorado State Patrol closed the observation deck and gallery to public access due to the terrorist attacks on the World Trade Center and the Pentagon.

During the 2002 legislative session, the committee learned that the policy of no public access to the observation deck and gallery was not being applied in a consistent manner, and that the capital construction project to provide fire safety improvements in the Capitol had been suspended.

Discussion. The committee was concerned that the lack of a uniform policy for public access to the observation deck and gallery may contribute to an unsafe environment. The committee also expressed concern that emergency evacuation drills have not been routinely conducted in the Capitol. The committee resolved to discuss these issues with the Executive Committee of the Legislative Council.

Recommendation. During that discussion, the advisory committee recommended that a uniform policy be developed to either prohibit or allow public access to the observation deck and gallery, and that an emergency evacuation drill be conducted for the Capitol prior to adjournment of the 2002 legislative session.

Result. The Executive Committee requested that the Colorado State Patrol conduct an emergency evacuation drill for all Capitol occupants and visitors. The drill was successfully completed under the supervision of the Denver Fire Department during the last week of the legislative session.

The Executive Committee also requested that a policy be developed to allow safe public access to the dome public observation deck and attic gallery. The Capitol Building Advisory Committee then consulted the members of the Capitol Security Advisory Committee who proposed a pilot program to regulate and monitor public access to these areas.

After reviewing the proposed pilot program and considering the concerns of the Colorado State Patrol and the Denver Fire Department, the Capitol Building Advisory

Committee recommended that public access to the dome observation deck and attic gallery be prohibited until fire safety improvements are completed in the Capitol as planned. However, the advisory committee further recommended that if the Executive Committee elects to allow public access to these areas, the proposed pilot program should be implemented at a minimum to provide additional safety measures to Capitol occupants and visitors.

The Executive Committee elected to allow public access to these areas and directed the pilot program be implemented as soon as possible.

CAPITOL IMPROVEMENT PROJECTS

The Capitol Building Advisory Committee is statutorily required to review plans to restore, redecorate, or reconstruct space within the public and ceremonial areas of the Capitol buildings group, the Legislative Services Building, and the surrounding grounds, and to make pertinent recommendations to the Capital Development Committee and the Governor.

State law further authorizes the advisory committee, in conjunction with the Department of Personnel and Administration, to engage in long-range planning for modifications and improvements to the Capitol and its grounds. The following paragraphs summarize Capitol improvement projects recommended by the advisory committee.

Life Safety Improvements

House Bill 00-1451 appropriated capital construction funding in the amount of \$12,727,574 to the Department of Personnel and Administration to provide life safety improvements in the Capitol. The Capital Development Committee requested that architectural and engineering plans for the project be submitted to the Capitol Building Advisory Committee for consideration as they are developed.

To assist that process, the department created a stakeholders group comprised of representatives of all building occupants to coordinate the development of project requirements. The stakeholders group established project goals that must be considered by the project architect and engineering firms when developing those requirements.

By November 2000, the stakeholders group had selected Fentress Bradburn Architects (architect), Gerald H. Phipps, Inc. (construction manager/general contractor), and Jacobs Facilities, Inc. (program manager) to complete the project under contract to the Department of Personnel and Administration.

Those firms then established a design team to create an updated life safety plan, define project requirements and cost estimates, establish a project schedule, and start the design process. Additional consultants to the design team included the Denver Fire Prevention Bureau, the Colorado Historical Society, various fire protection specialty engineers and code consultants, the tenant stakeholders group, and the Capitol Building Advisory Committee.

By March 2001, the design team updated the life safety plan, started design development for certain elements of the project, and established a project schedule. During the 2001 legislative interim, sprinkler and fire-rated storage improvements were implemented in the sub-basement, non-destructive testing and analysis was accomplished throughout the building, and the design process continued.

By November 2001, the design team completed design development for certain project components, and started the planning process for necessary personnel relocations to allow construction activities to commence in the Capitol during the 2002 legislative interim.

The Capitol Building Advisory Committee had reviewed and endorsed the following design recommendations:

- extension of the two existing stairwells in the northwest and southwest quadrants from the attic to the sub-basement;
- extension of the two existing stairwells in the northeast and southeast quadrants from the second floor to the first floor;
- sprinkler heads to be installed in public and ceremonial areas;
- provision of glass doors on each floor at the stairwells to enhance the air pressurization system;
- exit signage;
- Plexiglas smoke shields at the atrium openings;
- ornamental air return grilles;
- stair pickets, newel posts, handrails, stringers, treads, and risers;
- sub-basement exit stairwells;
- attic floor plan and stairwell access plan;
- basement convenience center (deli) floor plan and stairwell access plan; and
- basement arcade elevation plan.

During the 2002 legislative session, state budget reviews indicated a significant shortfall in state revenues. In March 2002, the Department of Personnel and Administration reported that design and construction activities for the life safety project for the Capitol had been suspended due to the executive order to stop work on all state construction projects that had not yet expended at least 25 percent of their respective appropriations. The department, in cooperation with the Capitol Building Advisory Committee, submitted a request to the Office of State Planning and Budgeting to exempt the project from the stop work order. The request was not granted.

At the time of the suspension, sprinkler replacements and fire-rated storage improvements had been completed in the sub-basement, non-destructive testing and analysis had been accomplished throughout the building, and a significant portion of the project design had been completed.

Controlled Maintenance Projects

In prior years, the Department of Personnel and Administration, in cooperation with the advisory committee, created a listing of Capitol improvement projects categorized according to the findings of a building audit report. Most of these projects were recognized as candidates for capital construction and controlled maintenance funding, while others could be accomplished as routine operational or maintenance projects.

The life safety project design team, in consultation with the department and the advisory committee, incorporated three controlled maintenance projects into the life safety project to capture construction efficiencies. Those projects included: safety improvements to the House and Senate chamber gallery railings; refurbishment of the interior lighting in the first floor public spaces; and certain roofing repairs. The advisory committee reviewed and endorsed design recommendations for each of these projects. However, funding for these projects, as an element of the life safety project, was suspended.

Art in Public Places

The capital construction project to provide life safety improvements also provided funding through the Art in Public Places Program to commission public art works for the Capitol. Some advisory committee members volunteered to serve as members of the program's art selection committee to determine the type of art works that may be appropriate for the Capitol, to issue a call for art proposals, and to select an artist(s) to be commissioned for the project.

The committee selected two sites for public art: the basement rotunda and the glass panels adjacent to the Emily Griffith stained glass window on the second floor. Shortly thereafter, funding for this project, as an element of the life safety project, was suspended.

Refurbishment of the Former Chambers of the Colorado Supreme Court

The Chief Clerk of the House of Representatives informed the committee that the audience seating and carpeting in the former chambers of the Colorado Supreme Court were worn beyond repair and must be replaced. The committee also learned the worn seating and carpeting were not original to the Capitol and were not of historic significance.

Samples of the proposed seating designs, materials, and fabrics were submitted for the committee's consideration and approval. The cost of the refurbishment was supported by the joint budget of the General Assembly. The project was completed prior to the 2002 legislative session.

Legislative Library Storage System

The staff of the Legislative Council informed the committee of the intent to install an additional space-efficient storage system in the work room of the Legislative Library. The committee approved the installation which required bolt and pin penetrations into the carpet covered marble floor in the work room. The installation was completed during the 2001 legislative interim.

Security Improvements for the Capitol Building and Driveway

Supplemental capital construction funding was granted to the Colorado State Patrol to provide security improvements at the Capitol. These improvements included, but were not limited to, additional security cameras to be incorporated into the existing surveillance system and planter barriers to be placed at the base of the exterior staircases to the circular driveway.

The Colorado State Patrol submitted the installation plans for these improvements to the advisory committee for consideration. The advisory committee endorsed these improvements and appointed a sub-committee to assist with the selection of materials and installation methods appropriate for the Capitol.

Interpretive Signage for the Civil War Monument

In July 1998, the Capital Development Committee requested that the advisory committee investigate the cost and procedure for removing the words "Sand Creek" from the Civil War Memorial, and to report on what effect removing the words would have on the appearance of the memorial. The request was made in response to Senate Joint Resolution 98-034 which resolved that the words "Sand Creek" should be removed from the memorial. As an element of the committee's investigation, the committee conducted a hearing to consider public testimony on the issue.

As a result of the committee's investigations and public testimony, the advisory committee recommended that the words be retained, and that appropriate interpretive signage regarding the Sand Creek massacre be developed for permanent display on the Capitol grounds.

In September 1998, the Capital Development Committee considered and approved the advisory committee's recommendations, and further recommended that future legislation be adopted to endorse the recommendations.

Senate Joint Resolution 99-017 was adopted and resolved that the words "Sand Creek" be retained on the Civil War monument, and that the Capital Development Committee, in cooperation with the Colorado Historical Society, should erect an interpretive sign or memorial for permanent display on the Capitol grounds that would explain the historic significance of the Sand Creek massacre to Colorado and the United States.

In June 2002, the Colorado Historical Society, after obtaining sufficient funding to cover the costs of developing and installing an interpretive sign or memorial, submitted initial design and placement suggestions to the advisory committee for consideration. The committee appointed a sub-committee to assist with the development of additional design and placement alternatives for the committee's consideration.

PROPOSALS FOR GIFTS OF ART AND MEMORIALS

The Capitol Building Advisory Committee considers proposals for donated or loaned art or memorials to be placed in the public areas of the Capitol and its surrounding grounds. Current criteria limit the committee to recommending no more than one proposal per year to the Capital Development Committee.

Gift of art. During fiscal year 2001-02, the advisory committee received no proposal for a memorial or gift of art.

Governor's portrait. The Colorado Historical Society informed the committee that a portrait of former Governor Dan Thornton had been commissioned for display in the west wing of the first floor of the Capitol. Although the governors' portraits are not subject to the committee's criteria for gifts of art, the advisory committee participated in the society's ceremonies to dedicate the portrait.

Presidential portrait. During a tour of the Capitol interior, the advisory committee became aware that the "Gallery of Presidents" in the third floor rotunda does not include a portrait of President George W. Bush. After being informed of the history of the creation of the gallery, and after investigating whether other entities may be considering obtaining a portrait, the committee devised a plan to obtain a presidential portrait for the Capitol.

As of June 2002, the committee had resolved to commission a Colorado artist, established artist selection criteria, reviewed the works of several artists, and initiated steps to solicit donations to cover estimated commission costs.

PUBLICATIONS AND MEMORABILIA

Publication plan. The advisory committee is statutorily required to present a plan to the Capital Development Committee for developing publications on the history of the Capitol and for developing Capitol memorabilia for sale to the public. These publications and memorabilia are to promote historic interest in the State Capitol and to raise moneys for the preservation of original and historic elements of the building.

Per the original plan adopted in 1991, the advisory committee published "The Pride of our People," a color booklet on the history of the Capitol; and "Women's Gold," a color brochure on the history of the Women's Gold tapestry displayed in the Capitol.

The committee subsequently developed a color video tour of the Capitol, a framed photo of the Capitol with authentic gold flakes from the dome, the *State Symbols and Emblems* brochure, and sets of note cards displaying the images of the state's symbols and emblems.

Revenues. These publications and memorabilia, except for the *State Symbols and Emblems* brochure, are offered for sale to the visiting public by the Capitol tour guides. Some items are also sold on a wholesale basis to the Colorado History Museum gift shop and the Columbine Deli in the Capitol basement for resale to the public. The brochure is distributed free of charge by the Capitol tour guides to school children visiting the Capitol.

Revenue from these sales has not only covered publication costs, but has funded the acquisition of oak benches, a presidential portrait, historic lighting fixtures and furniture original to the Capitol, plantings for the Closing Era Monument on the Capitol east lawn, and additional printings of the *State Symbols and Emblems* brochure.

The advisory committee has developed policies for the use of images contained within the committee's publications. The policies were based upon those of the Colorado Historical Society for the use of photographs from Society collections. The policies establish nominal fees for commercial use of the images.

All proceeds from publications sales and commercial use fees are credited to the committee's special account within the Public Buildings Trust Fund.

Activities. House Bill 02-1346 was enacted during the 2002 legislative session to establish rhodochrosite as the state mineral of Colorado. As a result, the advisory committee resolved to amend the *State Symbols and Emblems* brochure to include information and color graphics regarding the state mineral.

Annual Sales

The publications and memorabilia developed by the advisory committee are offered for sale to the visiting public by the Capitol tour guides.

The following table provides a summary of the sales and remaining amount of each as of the fiscal year end.

Publication or Memorabilia	Original Inventory	Reorder	Sales	Remaining Inventory
Pride of the People	10,100	0	5,704	4,396
Women's Gold	5,000	0	3,146	1,854
Video Tour	500	0	500	0
Framed Photo	200	200	398	2
Gift Card Sets	1,350	0	164	1,186
State Symbols and Emblems	15,000	50,000	48,000*	17,000

** The brochure is distributed free of charge by the Capitol tour guides to school children visiting the Capitol.*

COMMITTEE EVENTS

In the course of serving as an effective agent and liaison of the General Assembly and the Governor, the Capitol Building Advisory Committee conducts or participates in certain events at the Capitol. The committee participated in one event during FY 2001-02.

Dedication of Governor's Portrait

The advisory committee and the Governor participated in a ceremony conducted by the Colorado Historical Society to dedicate the portrait of former Governor Dan Thornton. The portrait is permanently displayed in the west wing of the Capitol first floor.

RESOURCE MATERIALS

The resource materials listed below were provided to the committee or developed by Legislative Council staff during the course of the meetings. The summaries of meetings and attachments are available at the Division of Archives, 1313 Sherman Street, Denver, (303) 866-2055. For a limited time, the meeting summaries and materials developed by Legislative Council Staff are available on the Internet at:

www.state.co.us/gov_dir/leg_dir/lcsstaff/2002/02interim.

Meeting Summaries	Topics Discussed
July 27, 2001	Appreciation to former committee members; security and safety procedures; plans to install a portrait of former Governor Dan Thornton; updates and design recommendations for the Capitol life safety construction project; and plans to obtain a portrait of President Bush for the Capitol.
September 28, 2001	Ceremony to install and dedicate the portrait of former Governor Dan Thornton; a proposal to replace the seating in the Old Supreme Court Chambers; security and safety procedures; a proposal to install a new high-density storage system in the legislative library; updates on the selection of public art for the life safety construction project; plans to obtain a portrait of President Bush; and design recommendations for the Capitol life safety construction project.
November 9, 2001	History of the origin of the oak benches; design recommendations for the Capitol life safety construction project; plans to obtain a portrait of President Bush; update on the selection of public art for the Capitol life safety construction project; the <i>State Symbols and Emblems</i> brochure; proposed legislation concerning the authority of the Colorado State Patrol; a proposal for security improvements, and the committee's statutory authority.
March 15, 2002	Election of committee chairman, plans to obtain a portrait of President Bush; updates on the Capitol life safety construction project; a proposal to revise the <i>State Symbols and Emblems</i> brochure to include the state mineral; and public access to the Capitol dome.

June 28, 2002

A request to place a nameplate on the POW/MIA memorial; a proposal to allow public access to the Capitol dome; recommendations for security improvements on the Capitol driveway; an update on the project to provide interpretive signage for the Civil War Memorial; and an update on the project to obtain a presidential portrait for the Capitol.

Memoranda

A Response to the Sterling Tourist Information Center Regarding a Request for Copies of the "State Symbols and Emblems" Brochure, October 25, 2001.

A Report to the Capital Development Committee on the Progress of the Implementation of the Capitol Life Safety Construction Project, November 14, 2001.

A Response to Representative Mark Cloer Regarding the Procedures to Display the Art Works of School Children in the Capitol, April 1, 2002.

A Request to the Colorado Republican Party to Donate Funds to Acquire a Portrait of President Bush, May 1, 2002.

A Recommendation to the Executive Committee Regarding the Proposal to Allow Public Access to the Capitol Dome, June 28, 2002.

Reports

Colorado State Capitol Life Safety Project, A Report to the Capital Development Committee, Fentress Bradburn Architects, Ltd.

The History of the Development of the State Capitol Life Safety Project, 1990 - 2002, Legislative Council Staff.

An Assessment of the Emergency Evacuation Drill and Recommendations for Re-opening Areas of the Capitol for Public Tours, City and County of Denver, Department of Safety, Fire Department.

Capitol Complex Safety and Security, Legislative Council Staff, June 28, 2002.