

# Legislative Hall Space Use Needs Analysis

April 1, 2022

# Agenda

Project Goals

Project Approach

Executive Summary

Department Needs

Next Steps

Schedule

Questions, Exhibits, & Homework



# Project Goals

Examine Existing Space Use & Allocation

Identify Existing Overall Functional Deficiencies

Document 10 Year Projected Facility Needs by Department

Determine Next Steps





# Project Approach

Survey Questions

Site Visit & Review

Personal Interviews

# Executive Summary

Existing Facility Is Over Utilized

Spatial Deficiencies Include Storage, Offices & Meeting Rooms

Approximately 20% - 30% of Additional Program Space Needed

Staff Relocation and/or Additions to be Considered

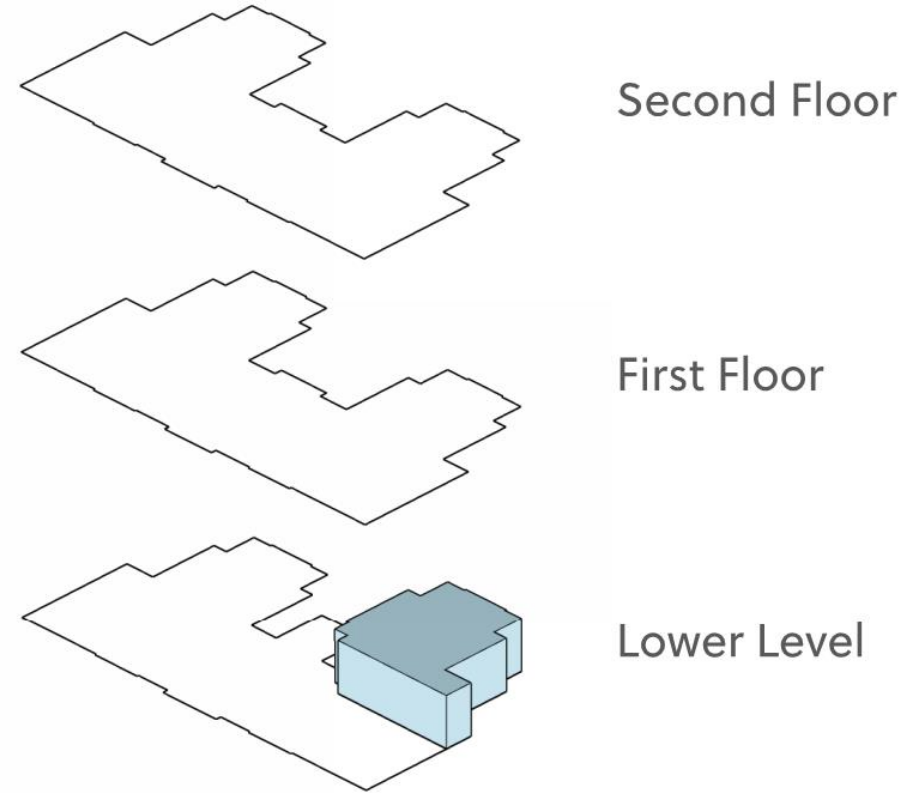
Needs Regarding Building Security to be Considered

Needs Regarding A/V & IT Enhancement to be Considered

# Department Needs

## *Office of Controller General*

84% Additional Space Needed  
Committee Room @ 1  
Offices @ 5

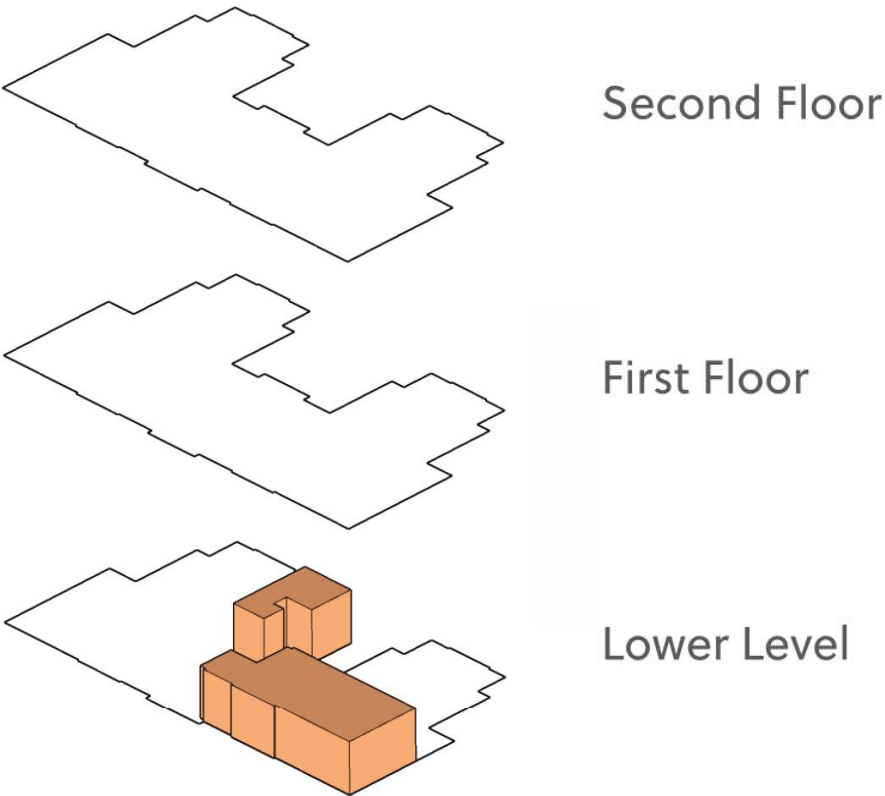


Office of Controller General						
	Existing Sq.Ft. of Program Area	% of Total Building Program Area	Approximate Number of Current Staff Occupant Spaces	Sq.Ft. per Occupant	Assumed Occupant Growth and/or Inclusion of Off-Site Personnel	Resulting Sq.Ft. of Program Area
Office of Controller General	4,625	9%	13	356	5	6,404
Joint Finance Committee Room	Included Above				Expanded Committee Room	2,000
						8,404

# Department Needs

## *Division of Research*

75% Additional Space Needed  
Offices @ 11



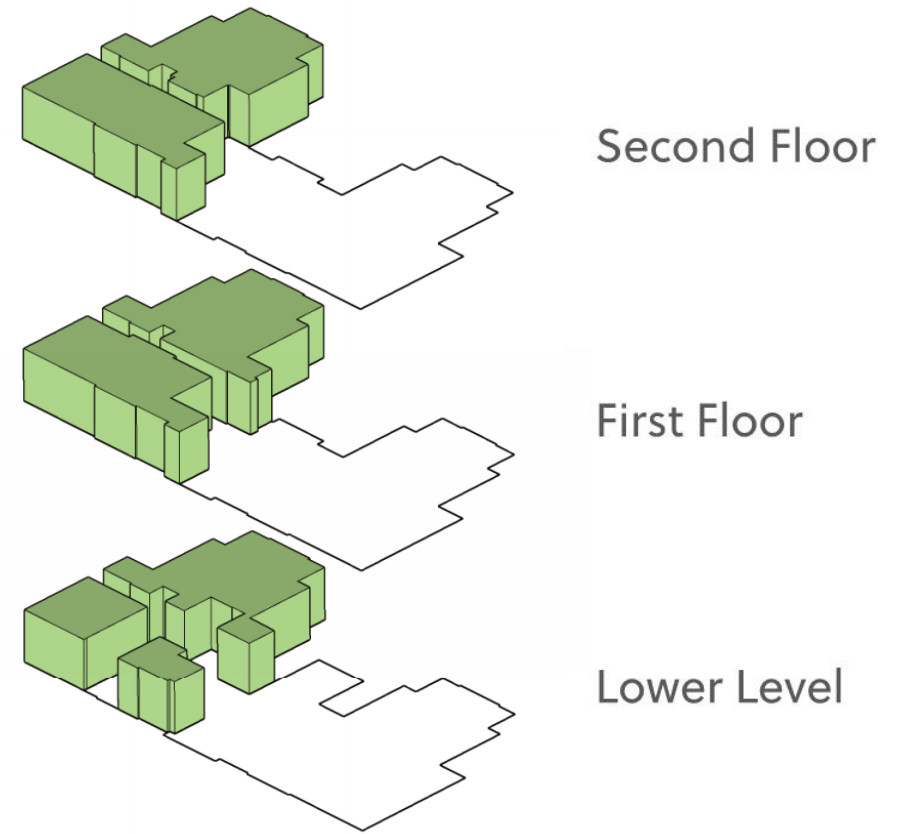
Division of Research						
	Existing Sq.Ft. of Program Area	% of Total Building Program Area	Approximate Number of Current Staff Occupant Spaces	Sq.Ft. per Occupant	Assumed Occupant Growth and/or Inclusion of Off-Site Personnel	Resulting Sq.Ft. of Program Area
Division of Research	5,272	11%	15	351	11	9,138



# Department Needs

## *Delaware House of Representatives*

22% Additional Space Needed  
Meeting Rooms @ 3  
Offices @ 8



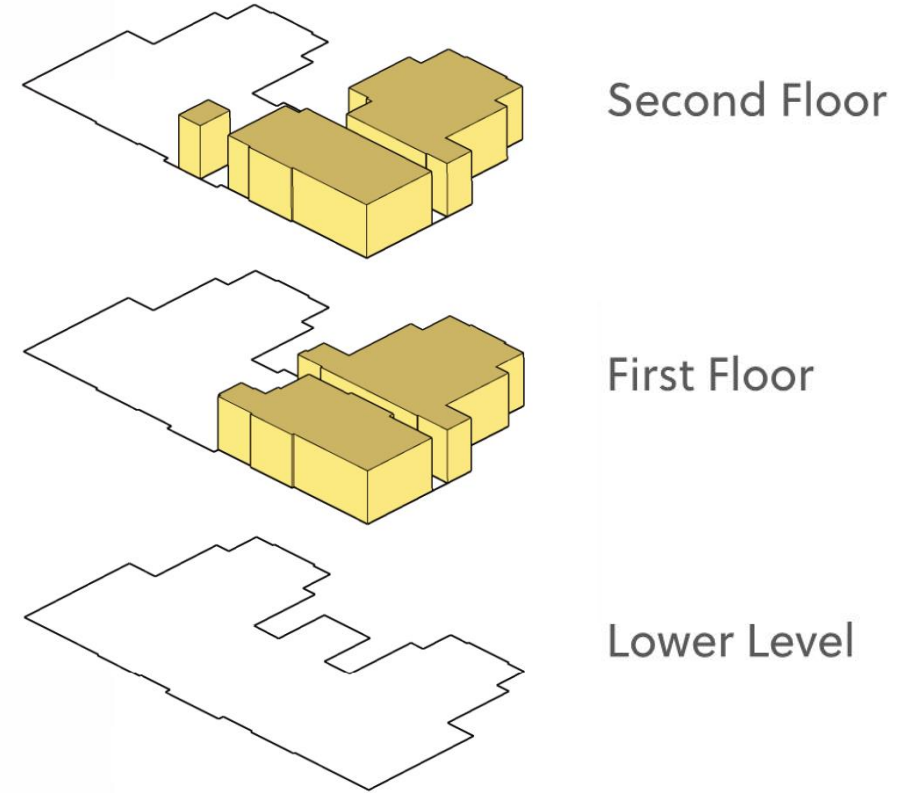
House of Representatives						
	Existing Sq.Ft. of Program Area	% of Total Building Program Area	Approximate Number of Current Staff/Elected Occupant Spaces	Sq.Ft. per Occupant	Assumed Occupant Growth and/or Inclusion of Off-Site Personnel	Resulting Sq.Ft. of Program Area
House of Representatives	23,132	47%	98	236	8	25,020
House of Representatives Meeting Rooms	Included Above				Additional Meeting Spaces 3 Rooms (40 to 50 Occupancy)	3,000
						28,020



# Department Needs

## *Delaware Senate*

31% Additional Space Needs  
Meeting Rooms @ 3  
Offices @ 8



Senate						
	Existing Sq.Ft. of Program Area	% of Total Building Program Area	Approximate Number of Current Staff/Elected Occupant Spaces	Sq.Ft. per Occupant	Assumed Occupant Growth and/or Inclusion of Off-Site Personnel	Resulting Sq.Ft. of Program Area
Senate	15,849	32%	64	248	8	17,830
Senate Meeting Rooms	Included Above				Additional Meeting Spaces 3 Rooms (40 to 50 Occupancy)	3,000
						20,830

# Next Steps

Define the Role of Legislative Hall

Overlay the Programmatic Needs with Existing Facility

Explore Alternatives to Satisfy the Function & Defined Role

Develop a Thorough Feasibility Study

# Feasibility Study

Purpose of the Study / Data Gathering

Assessment & Review of Conditions

Assessment & Review of Alternatives

Develop Conceptual Alternatives

Provide Cost Estimates

Recommendation(s) for Consideration

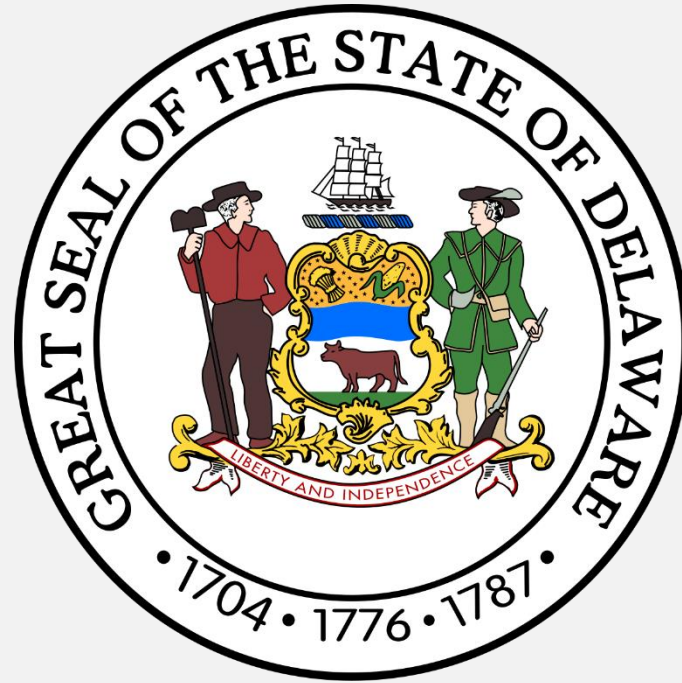
Final Report & Exhibits



## LEGISLATIVE HALL FEASIBILITY STUDY POTENTIAL TIME LINE

[illegible]





# Questions

# Homework

What does Legislative Hall want to be?

- a. The home for all legislative functions for the next 50 years
- b. A meeting house for political discourse only
- c. A hybrid, with compromises
- d. Neither, it should be...

# Exhibits

Facility Needs Report

Feasibility Study Requirements



# Legislative Hall Report

411 Legislative Ave Dover, DE 19901

March 2022



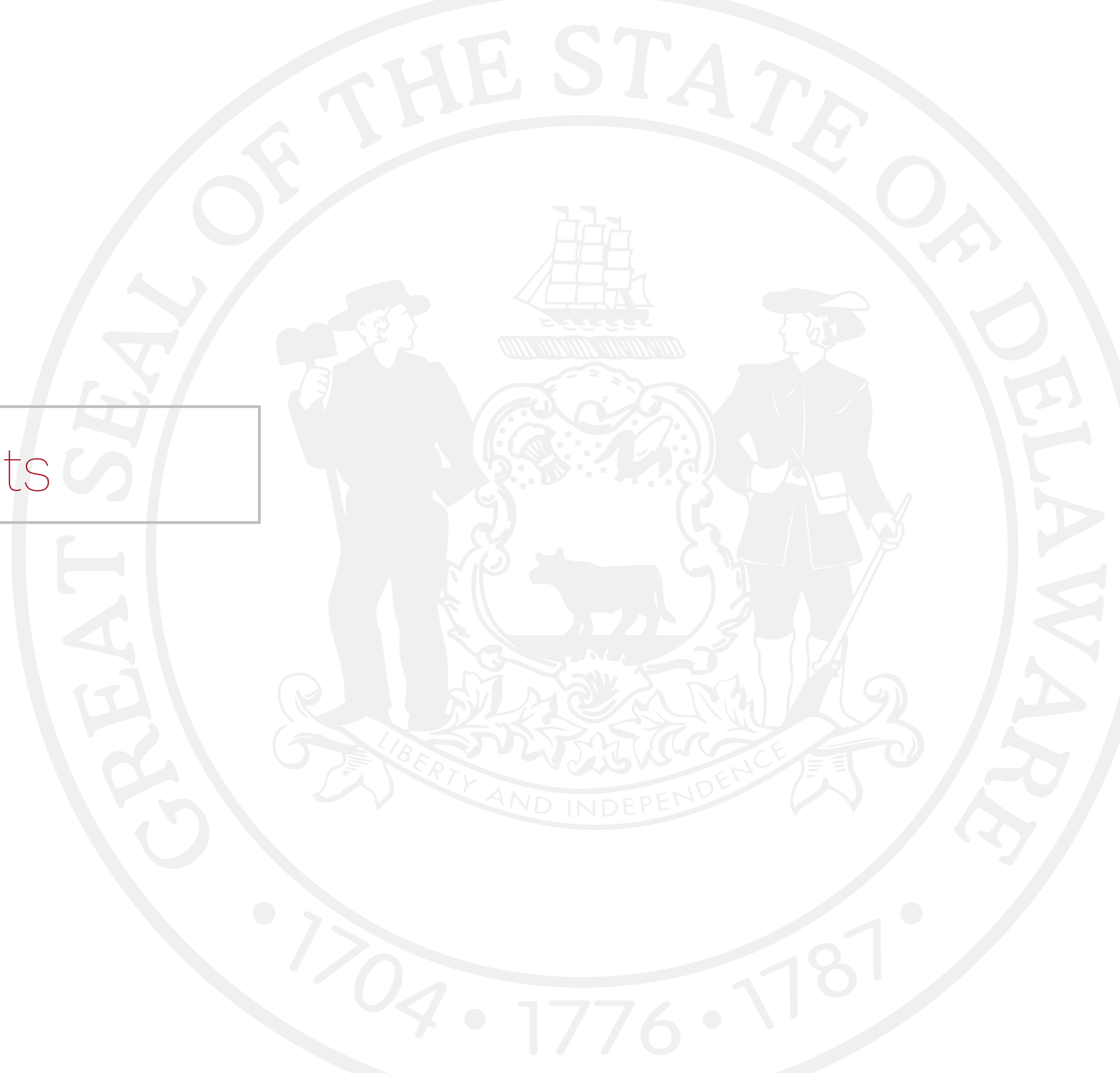


# Acknowledgments

Bernard Brady, Chair  
Representative J. Larry Mitchell, Vice-Chair

Representative Timothy Dukes  
Senator Kyle Evans Gay  
Representative Krista Griffith  
Senator Brian Pettyjohn  
Senator Bryan Townsend

Debra Allen  
Mark Cutrona  
Ryan Dunphy  
Sean Finnigan  
Chief Michael Hertzfeld  
Ruth Ann Jones  
Richard Puffer





# Table of Contents

Executive Summary & Background	01
Space Description and Analysis	02
Office of Controller General	
Division of Research	03
House of Representatives	04
Senate	05
Aerial View	05
Existing Use Plans	06
Lower Level Plan	
First Floor Plan	07
Second Floor Plan	08
Appendix	
Legislative Hall Space Use Survey	
Executive Summary	09
Survey Results	10



## Executive Summary

■ StudioJAED was retained by the Department of Facilities Management for the State of Delaware to conduct a space needs analysis of Legislative Hall in Dover DE. In December 2021, StudioJAED conducted a tour of the existing facility and met with a representative from each Department. Legislative Hall contains four individual Departments. In addition to the chambers of the Delaware House of Representatives and Senate, the Legislative Hall also includes space used by the General Assembly's two nonpartisan staff agencies, the Division of Research and the Office of the Controller General, as well as offices for the Governor and Lieutenant Governor while the General Assembly is in session.

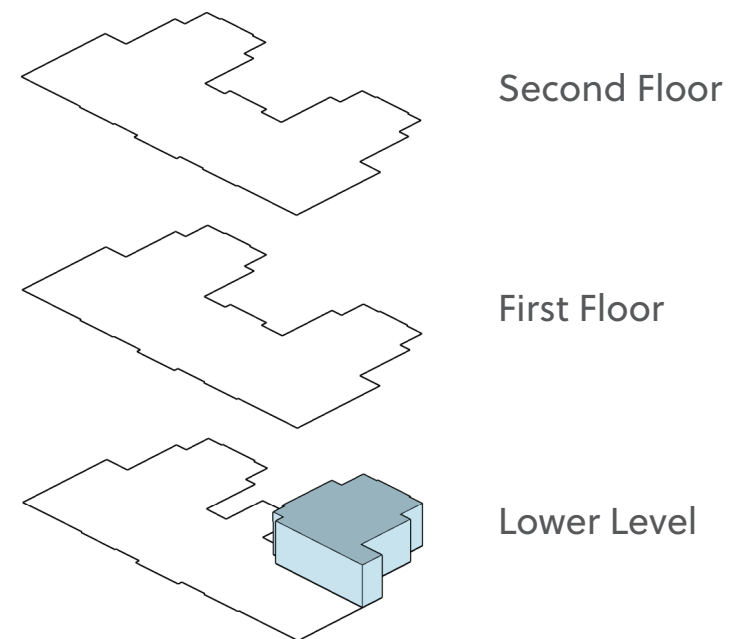
The survey focused on identifying the use of each space, its approximate level of actual occupancy, and a space assignment to the respective Department. Additionally, high level discussions focused on existing deficiencies and expected growth over the next ten years. In general the deficiencies included a lack of office space, storage, and meeting rooms. Based on preliminary observations, there appears to be a need for approximately 20% to 30% of additional programmatic square feet over the next ten years.

## Background

■ The Delaware Legislative Hall is the state capitol building of Delaware located in the state capital city of Dover on Legislative Avenue that houses the chambers and offices of the Delaware General Assembly. In addition to the chambers of the Delaware House of Representatives and Senate, the Legislative Hall also includes space used by the General Assembly's two nonpartisan staff agencies, the Division of Research and the Office of the Controller General, as well as offices for the Governor and Lieutenant Governor while the General Assembly is in session.

Legislative Hall is approximately 84,850 square feet and is located opposite the Old State House on the mall. The structure was completed and dedicated in 1933. From 1965 to 1970, flanking north and south wings were added on the sides of the building. Two more wings, providing more office space for legislators and staff as well as hearing and caucus rooms, were added to the east side / rear of the building in 1994. In addition, the entire interior of Legislative Hall was renovated in a three-phase project during the next three years during the summers of 1995, 1996 and 1997, including refurbishment of both the House and Senate chambers as well as the lobby, cafeteria, and many offices.



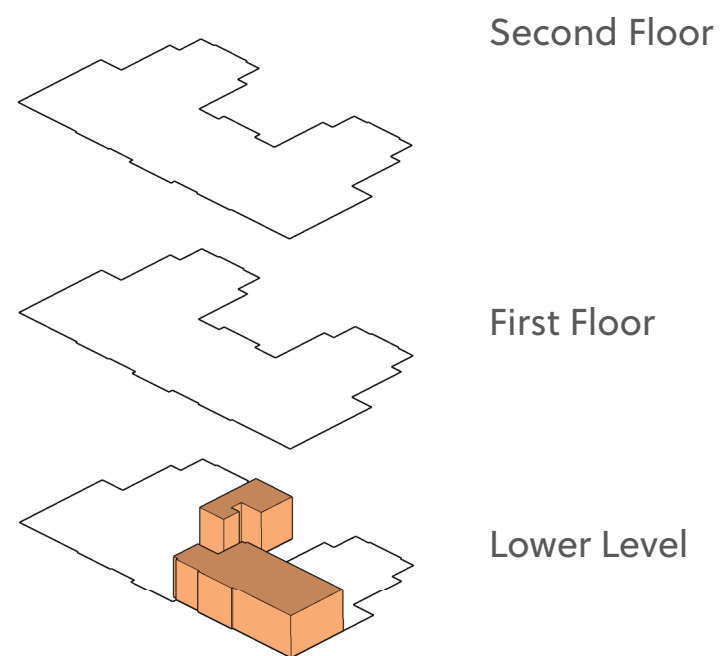


# Office of the Controller General

■ The Office of the Controller General (OCG) provides nonpartisan fiscal analyses to the General Assembly and fiscal staff support to the Joint Finance Committee and the Joint Committee on the Capital Improvement Program. In this role, OCG staff aid in the drafting and production of the annual Appropriations Act, the Bond and Capital Improvements Act, and the Grants-in-Aid Act. Additionally, the OCG prepares fiscal notes on legislation, participates on the Delaware Economic and Financial Advisory Committee, provides staff for legislative standing committees, and represents the General Assembly on numerous ad-hoc committees and task forces. The OCG also operates the Legislative Information System, which contains information on all legislation of the General Assembly, including daily House and Senate Agendas and House and Senate Ready Lists. The Controller General reports directly to Legislative Council, a joint committee comprised of the leaders of both houses of the Legislature.

Office of Controller General						
	Existing Sq.Ft. of Program Area	% of Total Building Program Area	Approximate Number of Current Staff Occupant Spaces	Sq.Ft. per Occupant	Assumed Occupant Growth and/or Inclusion of Off-Site Personnel	Resulting Sq.Ft. of Program Area
Office of Controller General	4,625	9%	13	356	5	6,404
Joint Finance Committee Room	Included Above				Expanded Committee Room	2,000
						8,404



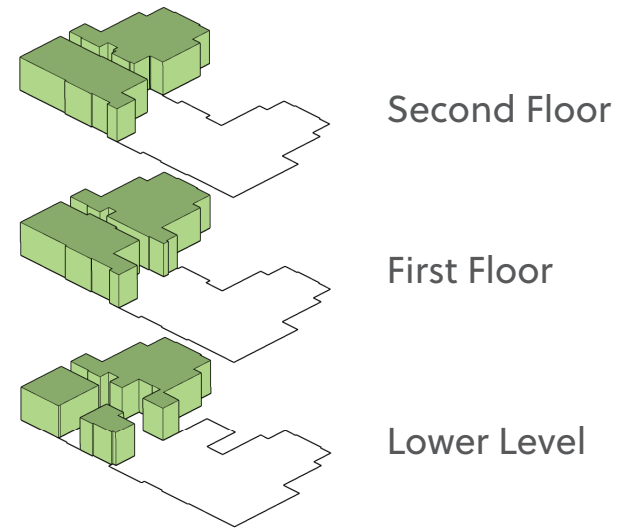


## Division of Research

- The Division serves as a nonpartisan and confidential reference bureau for the General Assembly, providing a wide range of services, including legislative and legal research, bill drafting, and committee staffing, as well as the development, production, and distribution of public information concerning the General Assembly. The Division is also responsible for the overall supervision of the facility, scheduling building events, and use of the conference rooms on the first floor of the Tatnall Building.

The Division is the home to Legal and Research Analysis, Joint Legislative Oversight and Sunset Committee support, Legislative Information Office (Bill Room), Legislative Library, Office of the Registrar of Regulations, and Legislative Print Shop.

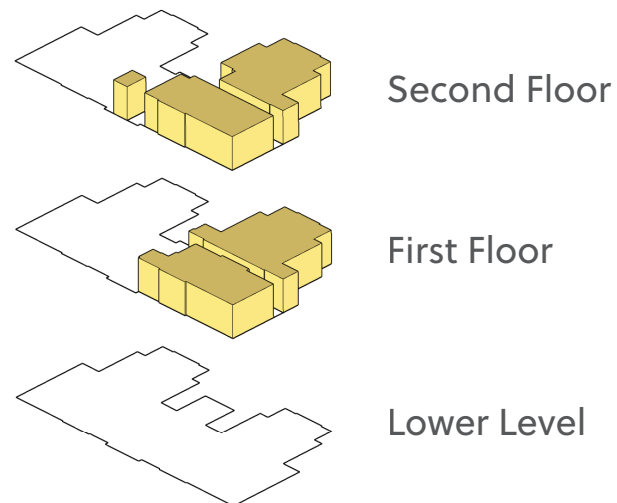
Division of Research						
	Existing Sq.Ft. of Program Area	% of Total Building Program Area	Approximate Number of Current Staff Occupant Spaces	Sq.Ft. per Occupant	Assumed Occupant Growth and/or Inclusion of Off-Site Personnel	Resulting Sq.Ft. of Program Area
Division of Research	5,272	11%	15	351	11	9,138



# Delaware House of Representatives

■ The Delaware State House of Representatives is the lower house of the Delaware General Assembly, the state legislature of the U.S. state of Delaware. It is composed of 41 Representatives from an equal number of constituencies.

House of Representatives						
	Existing Sq.Ft. of Program Area	% of Total Building Program Area	Approximate Number of Current Staff/Elected Occupant Spaces	Sq.Ft. per Occupant	Assumed Occupant Growth and/or Inclusion of Off-Site Personnel	Resulting Sq.Ft. of Program Area
House of Representatives	23,132	47%	98	236	8	25,020
House of Representatives Meeting Rooms	Included Above				Additional Meeting Spaces 3 Rooms (40 to 50 Occupancy)	3,000
						28,020



# Delaware Senate

■ The Delaware Senate is the upper house of the Delaware General Assembly, the state legislature of the U.S. state of Delaware. It is composed of 21 Senators.

Senate						
	Existing Sq.Ft. of Program Area	% of Total Building Program Area	Approximate Number of Current Staff/Elected Occupant Spaces	Sq.Ft. per Occupant	Assumed Occupant Growth and/or Inclusion of Off-Site Personnel	Resulting Sq.Ft. of Program Area
Senate	15,849	32%	64	248	8	17,830
Senate Meeting Rooms	Included Above				Additional Meeting Spaces 3 Rooms (40 to 50 Occupancy)	3,000
						20,830



# Legislative Hall, Dover DE

Aerial View





# Legislative Hall Space Use Survey

## Executive Summary

- A survey of the Legislative Building Committee was conducted in March 2022 regarding opinions of current space usage in Legislative Hall. This survey was a small sampling of the building users. That being said, there was general consensus from the respondents that office and meeting room space for the House of Representatives, Senate, Controller General, and Division of Research were all insufficient. With regard to security at points of egress, a majority felt that security was inadequate. Storage space was also indicated as being needed. Concern over sufficiency of both restroom and break room facilities was mixed. Space for auxiliary support services (Capitol PD, DFM, DTI) was also expressed as insufficient.

When asked if the Office of Controller General should be located within the building, the majority of respondents indicated that they should be located within Legislative Hall. However, there were mixed results when asked whether the Division of Research and the offices of the House of Representatives and Senate should be located within Legislative Hall.

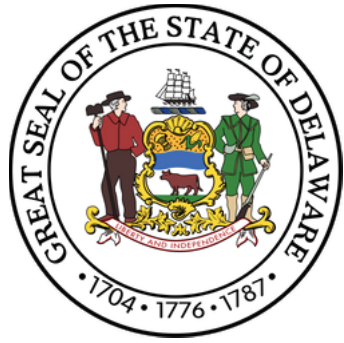
There was also general consensus that current meeting room space is insufficient. From the survey responses, it is clear that meeting room space is needed in a variety of sizes, small to accommodate 30-50 people, medium for up to 100, and large to accommodate as many as 200 individuals.

Other concerns were expressed. These included space for staff to work in Legislative Hall if certain staff were moved out of Legislative Hall. Shower facilities and space for unofficial meetings was mentioned along with needs for AV/IT upgrades throughout. Security of the buildings and grounds was also a concern.

When asked if an addition to Legislative Hall to address space deficiencies is an alternative, the majority of respondents indicated in the positive.

See following survey questions and results.

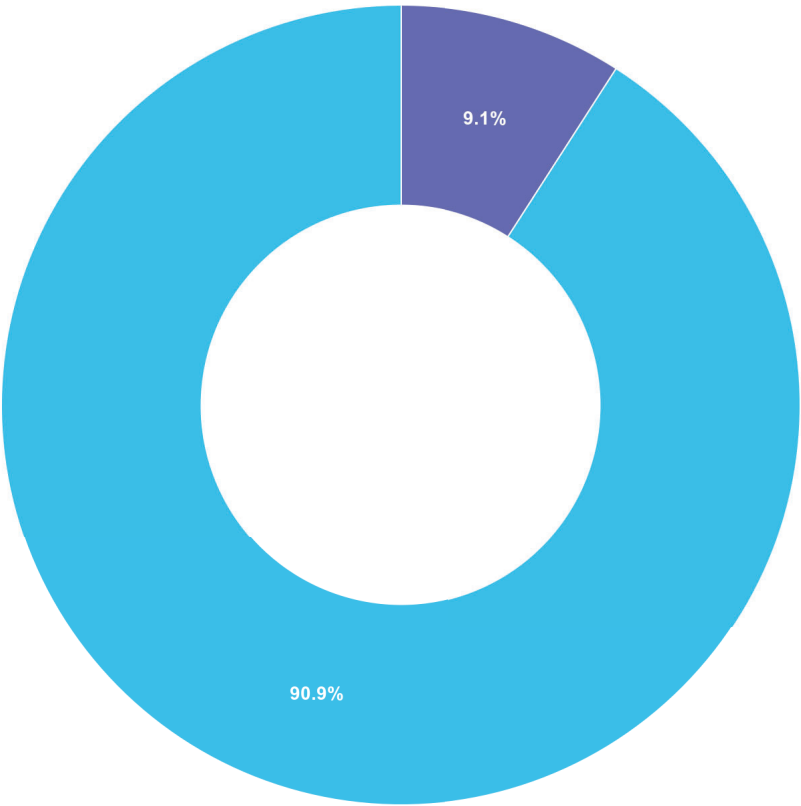




# State of Delaware Legislative Hall Space Use Analysis

Welcome

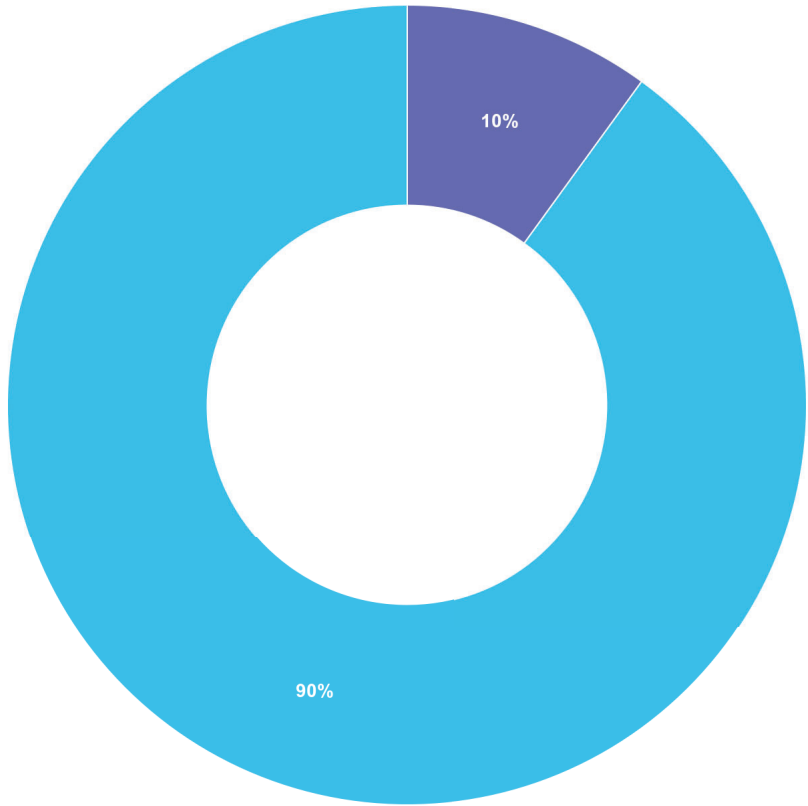
Q1 Are there sufficient offices for the House of Representatives?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	1
<div></div>	No	10

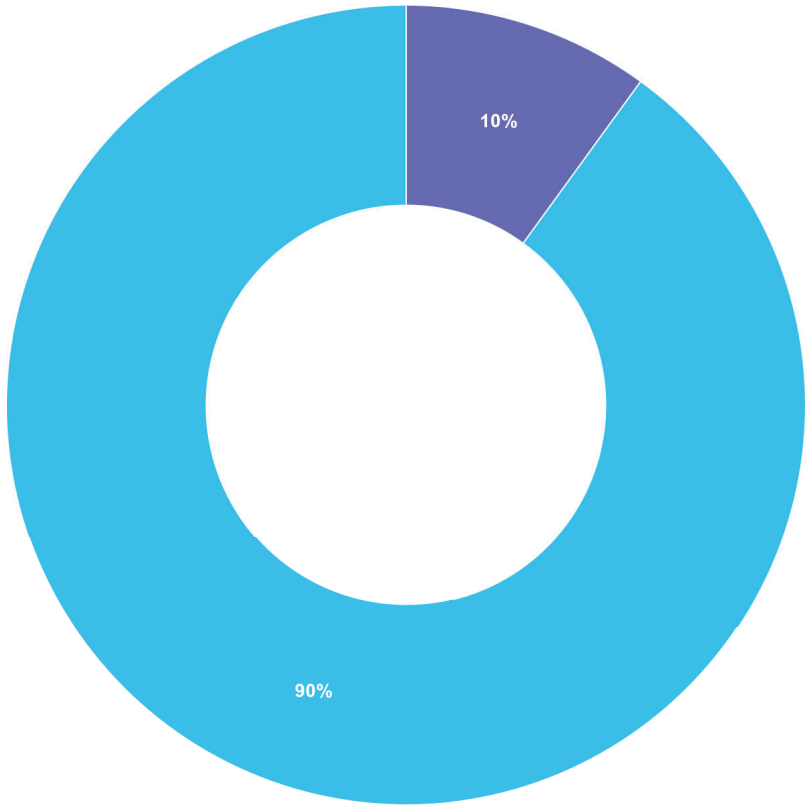
Q2 Are there sufficient offices for the Senate?



Answered: 10    Unanswered: 2

Choice		Total
<div></div>	Yes	1
<div></div>	No	9

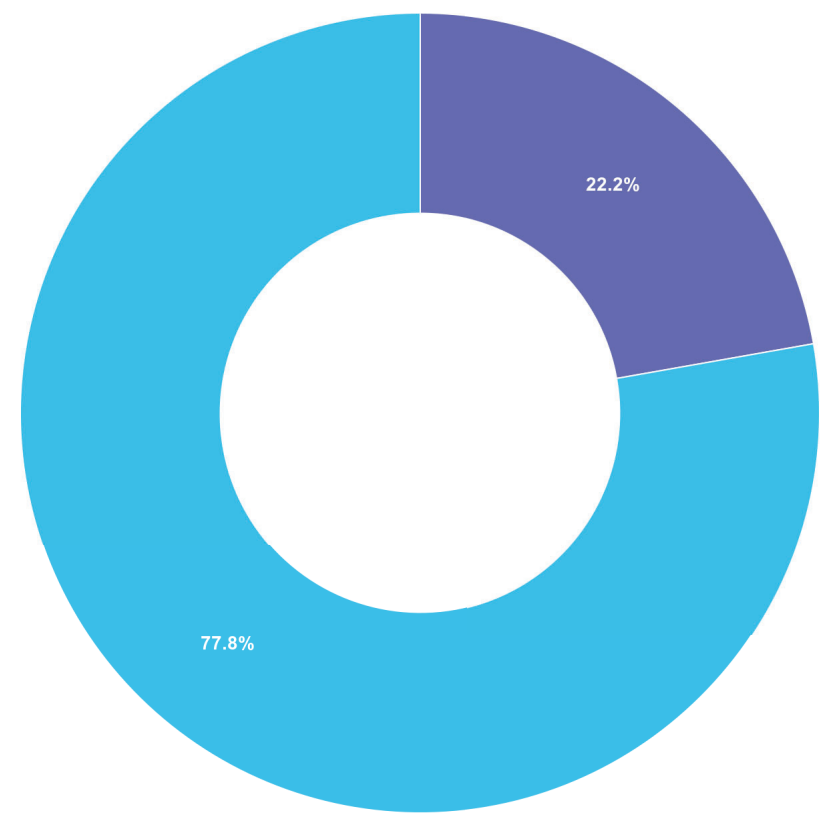
Q3 Are there sufficient offices for the Office of Controller General?



Answered: 10    Unanswered: 2

Choice		Total
<div></div>	Yes	1
<div></div>	No	9

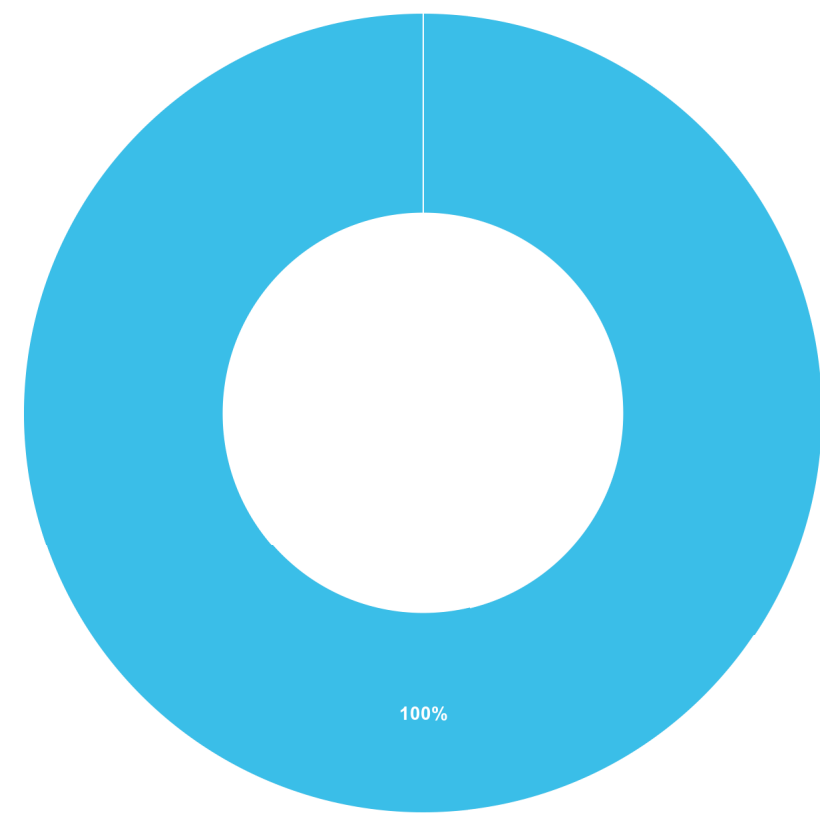
Q4 Are there sufficient offices for the Division of Research?



Answered: 9    Unanswered: 3

Choice		Total
<div></div>	Yes	2
<div></div>	No	7

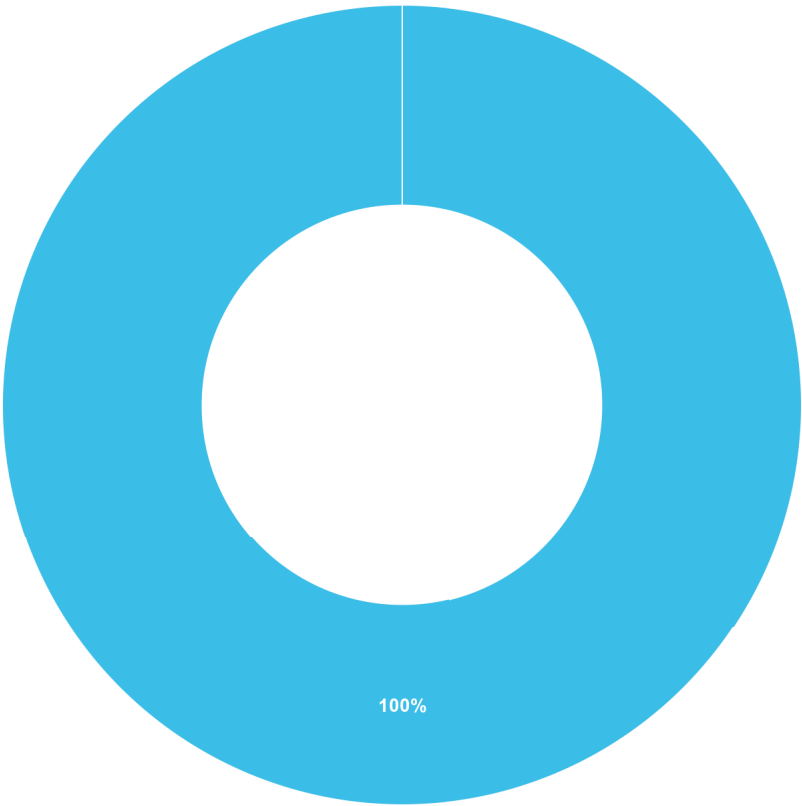
Q5 Are there sufficient meeting rooms for the House of Representatives?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	0
<div></div>	No	11

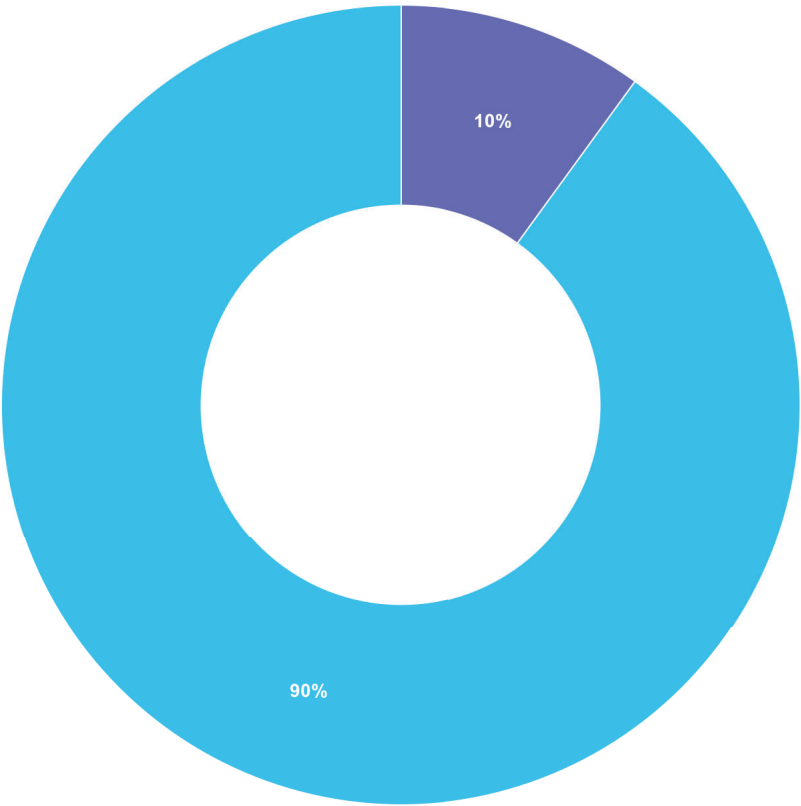
Q6 Are there sufficient meeting rooms for the Senate?



Answered: 10    Unanswered: 2

Choice		Total
<div></div>	Yes	0
<div></div>	No	10

Q7 Are there sufficient meeting rooms for the Office of Controller General?

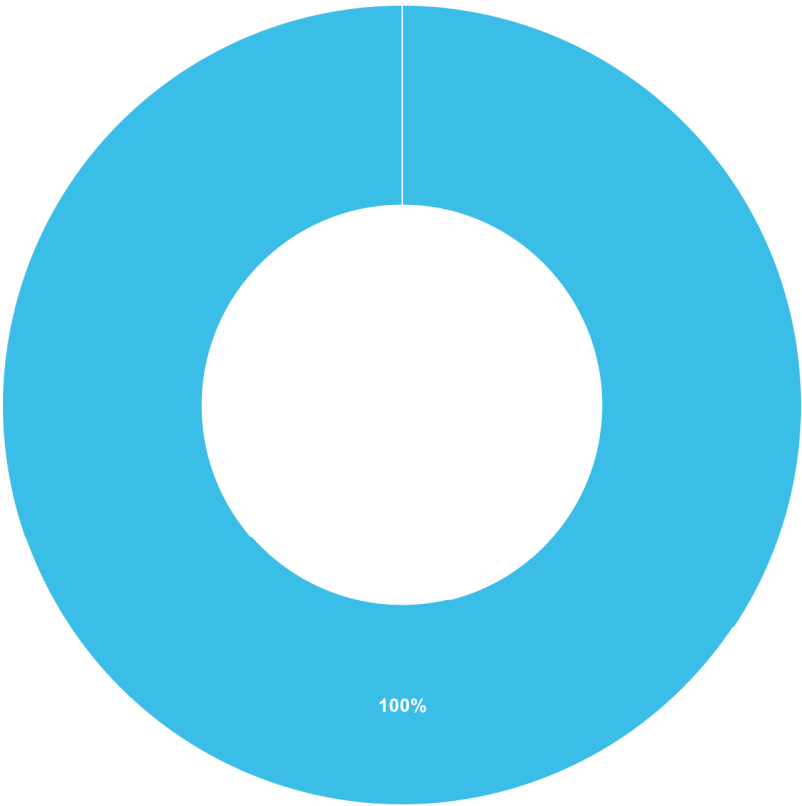


Answered: 10    Unanswered: 2

Choice		Total
<div></div>	Yes	1
<div></div>	No	9



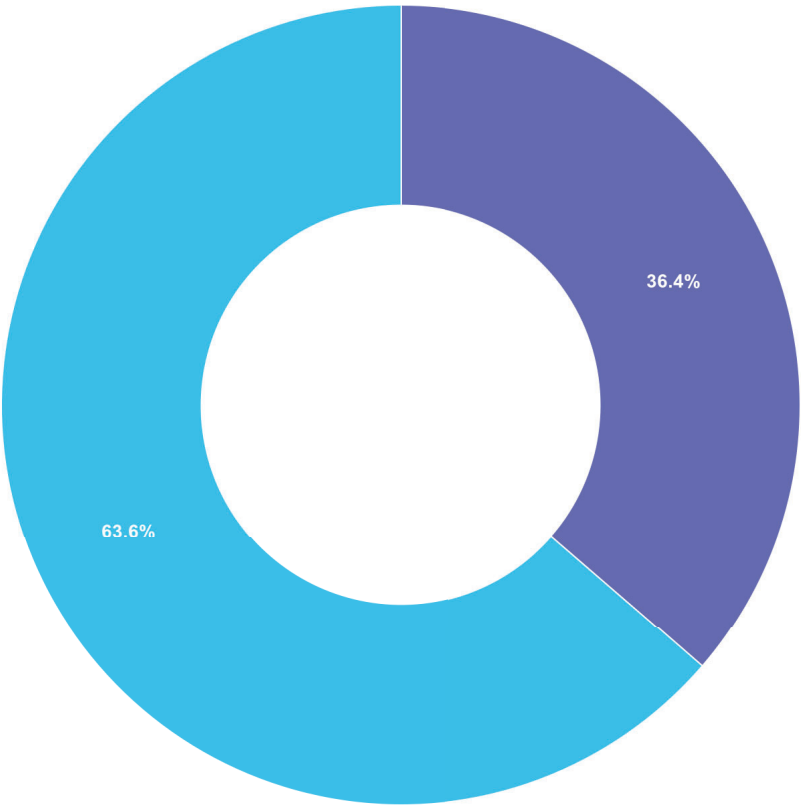
Q8 Are there sufficient meeting rooms for the Division of Research?



Answered: 9    Unanswered: 3

Choice		Total
<div></div>	Yes	0
<div></div>	No	9

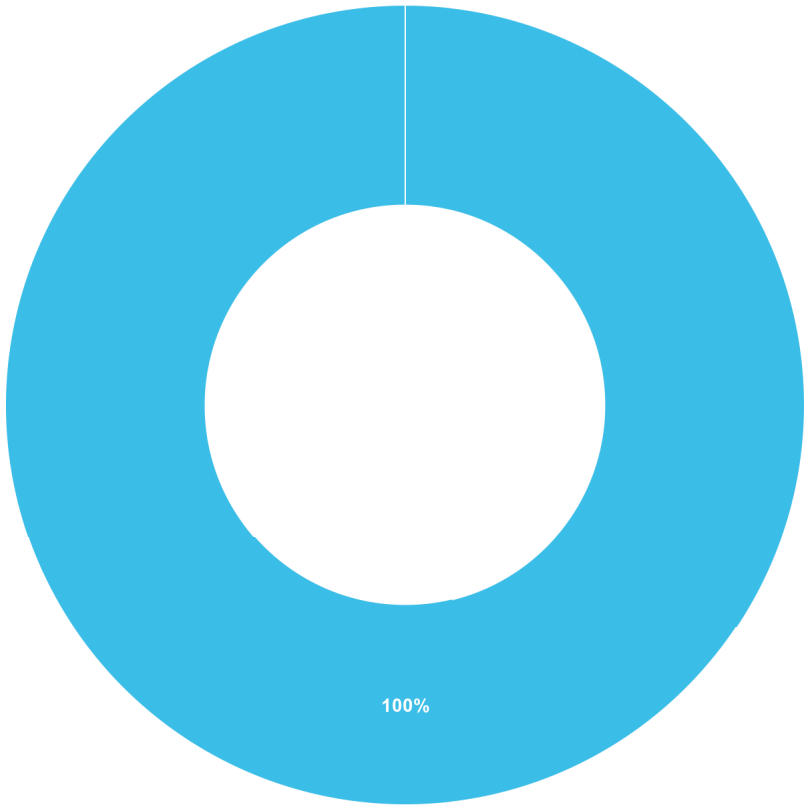
Q9 Is there adequate security at points of egress?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	4
<div></div>	No	7

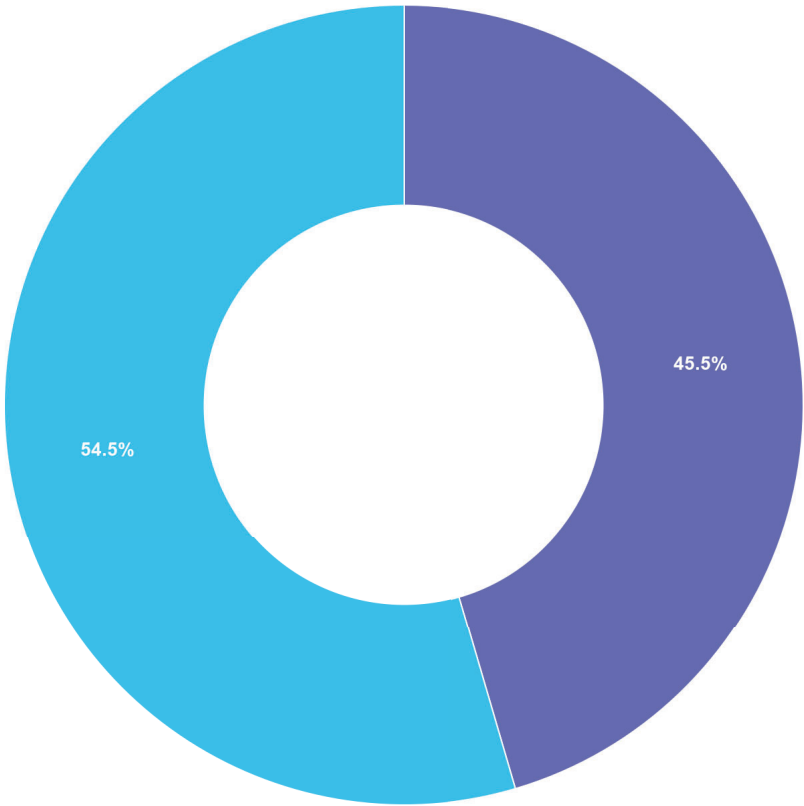
Q10 Is there adequate storage within the building?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	0
<div></div>	No	11

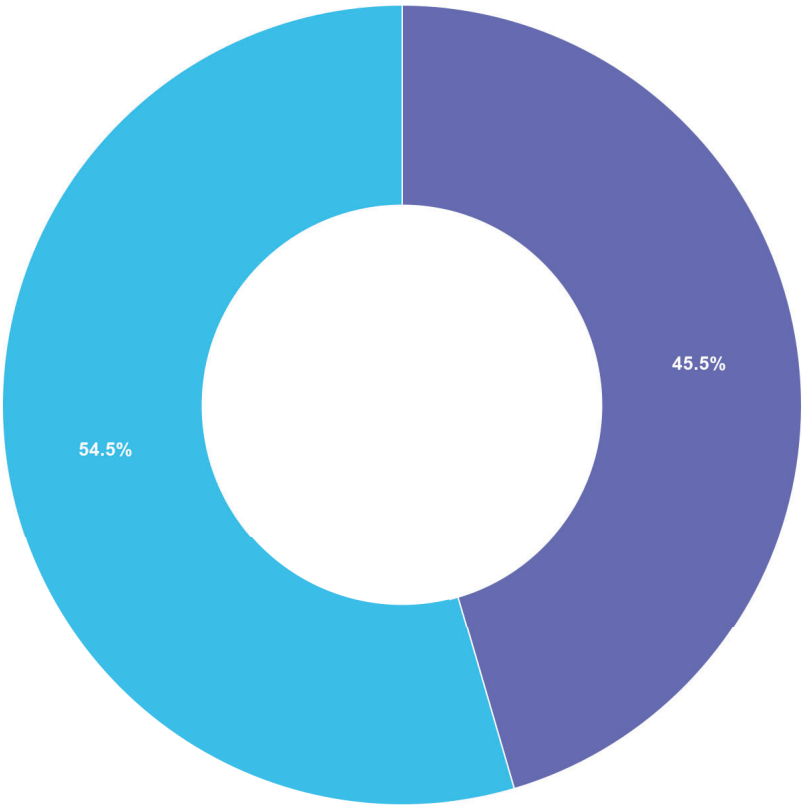
Q11 Is there adequate restroom facilities within the building?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	5
<div></div>	No	6

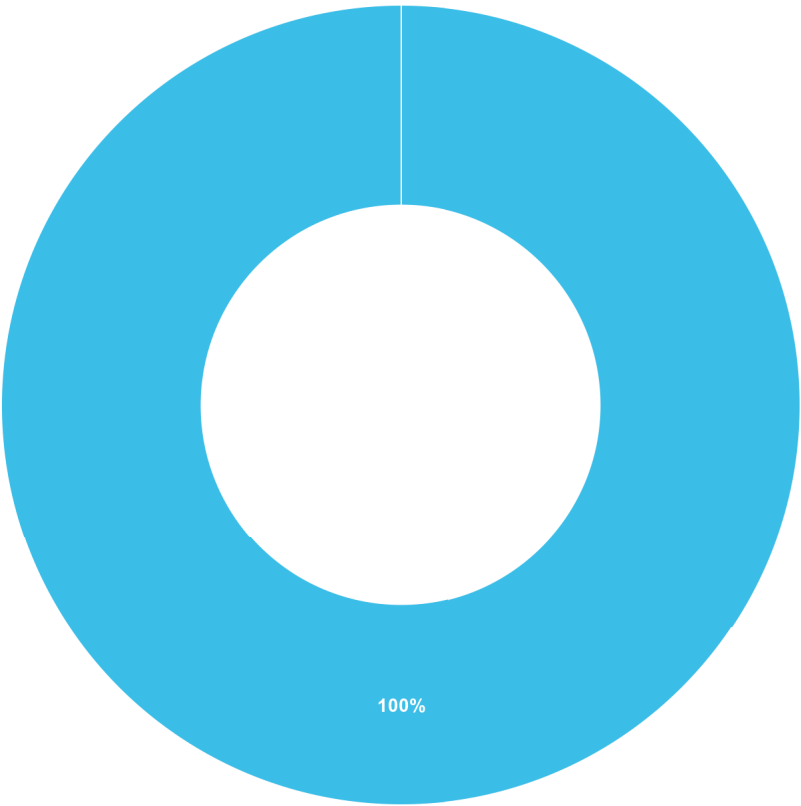
Q12 Is there adequate break rooms within the building?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	5
<div></div>	No	6

Q13 Is there sufficient space for the auxiliary support services in Legislative Hall (Capitol PD, DFM, DTI)

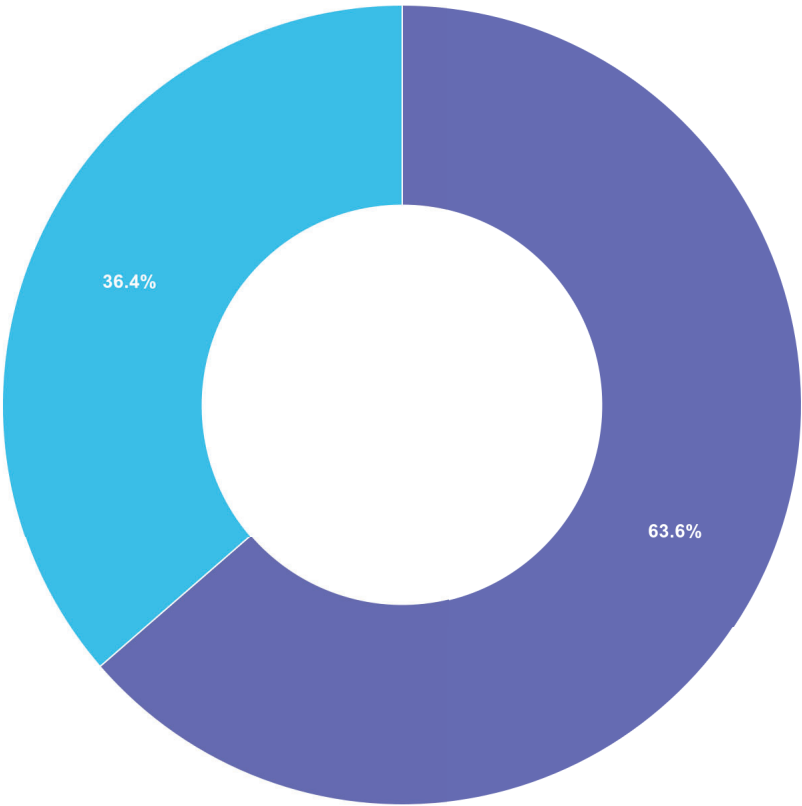


Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	0
<div></div>	No	11



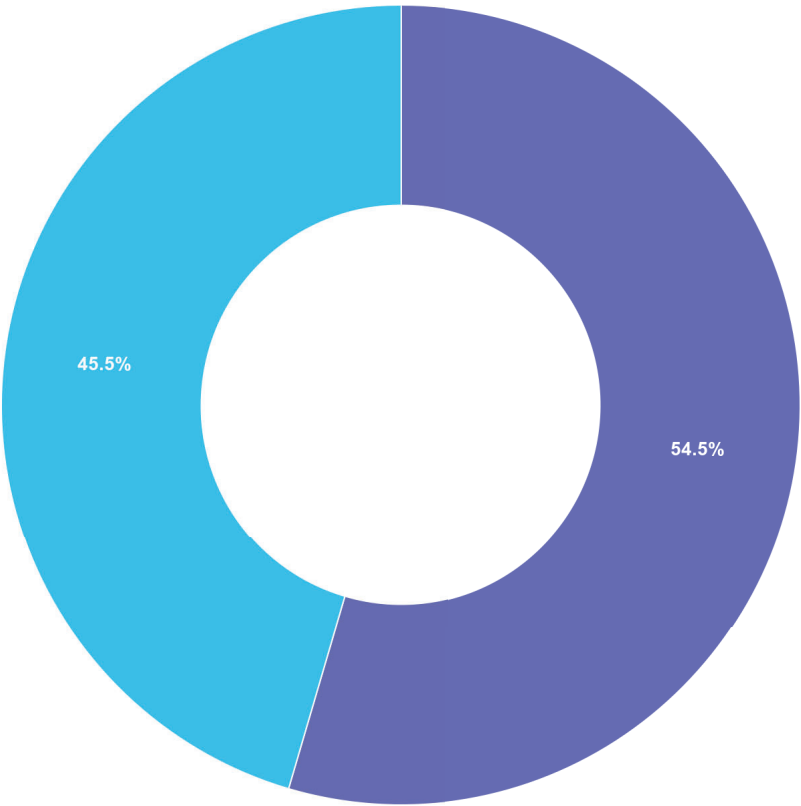
Q14 Is it necessary for the Office of Controller General to be located within the building?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	7
<div></div>	No	4

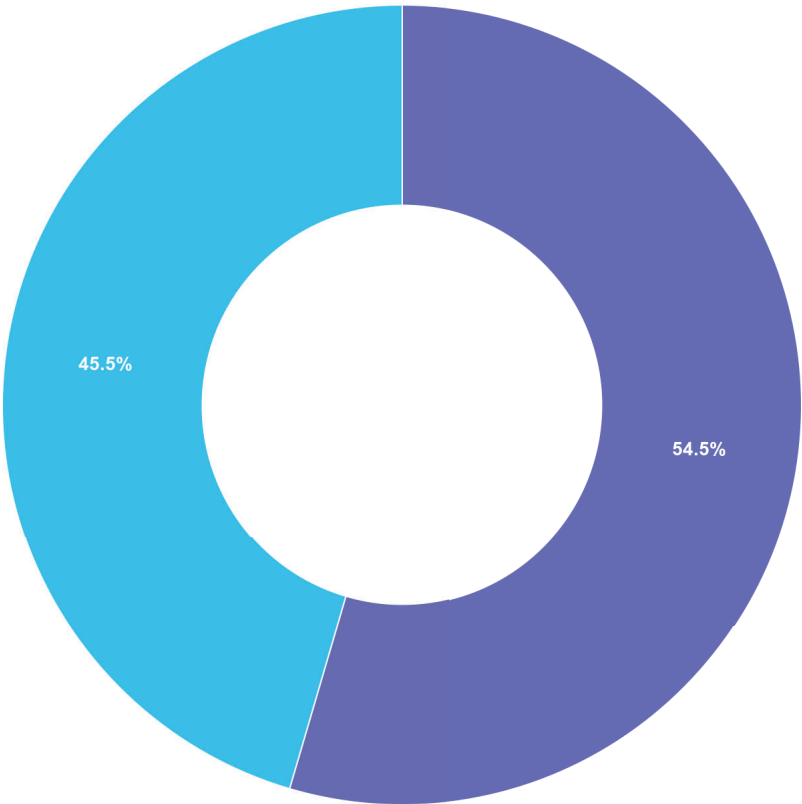
Q15 Is it necessary for the Division of Research to be located within the building?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	6
<div></div>	No	5

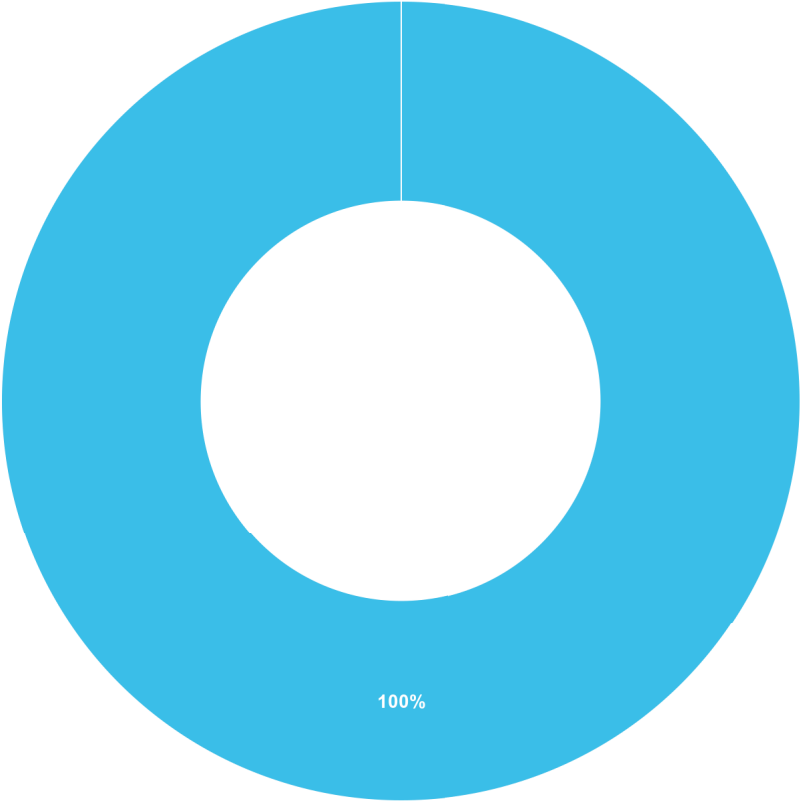
**Q16** Is it necessary for the Offices of the House of Representatives or Senate to be located within the building?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	6
<div></div>	No	5

**Q17** Is the size of current meeting rooms sufficient?



Answered: 11    Unanswered: 1

Choice		Total
<div></div>	Yes	0
<div></div>	No	11

Q18 What is the ideal occupancy of a meeting room?

Thursday, March 3, 2022, 11:12 PM UTC  
35-50

Thursday, March 3, 2022, 7:49 PM UTC  
The largest group is the house democrats and it could be 30 people

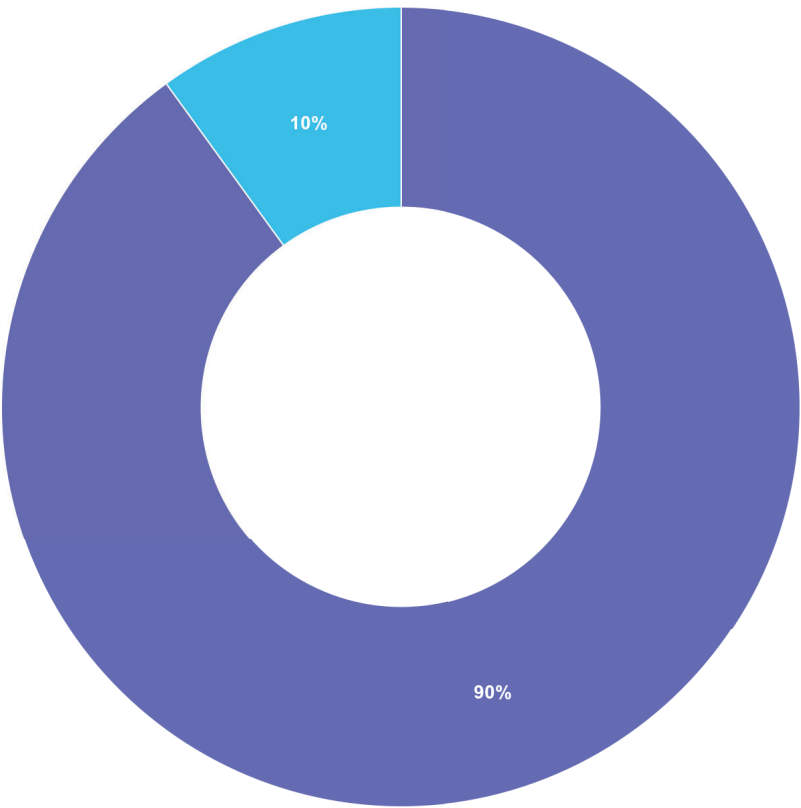
Tuesday, March 1, 2022, 4:46 PM UTC  
There should be various sizes: small (50 max), medium (100 max) and large (200 max)

Tuesday, March 1, 2022, 3:30 PM UTC  
The Building needs a variety of meeting rooms to accommodate both public meetings ( committee meetings, task force and other) and meetings with just members of the general assembly ( caucus meetings, leadership meetings, meetings with the gov's office )

Tuesday, March 1, 2022, 3:00 PM UTC  
We need a variety of options for the various types of meetings. I would like rooms that could hold 60-70 people comfortably. We also need a space that can hold 100+ people.

Answered: 10    Unanswered: 2

Q19 Would you consider an addition to Legislative Hall to address any spatial deficiencies?



Answered: 10    Unanswered: 2

Choice	Total
Yes	9
No	1



**Q20** Is there anything else you would like to tell us?

Thursday, March 3, 2022, 11:12 PM UTC

The need for staff in the building really depends on whether or not they are needed for Legislative session. If staff are relocated to another location, then there should be space provided within the building for them to work when they are required to be in the building.

Thursday, March 3, 2022, 7:49 PM UTC

Add shower facilities and an area for legislators to meet for discussions in an un- official setting.

Tuesday, March 1, 2022, 3:30 PM UTC

I think we should also explore two areas nearby legislative hall, the Tatnall building and the parking lot across from the Tatnall building. Our goal should be to put forth a long-term plan for growth. The resolution also required us to look at the security of the building and the grounds around the building (legislator and staff parking) and the technology needs this would include strong wifi for the public, and integrated technology that would allow meetings to be publically accessible on the website so they need to be properly outfitted with screens, cameras, recoding equipment.

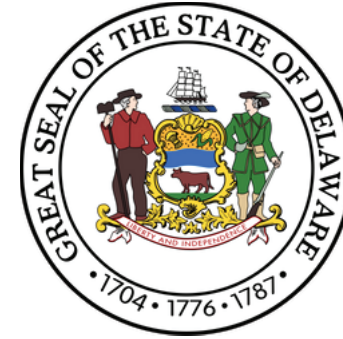
Tuesday, March 1, 2022, 2:20 PM UTC

Any additional meeting rooms should be outfitted with audio/visual equipment for ease of public access and staff and participant usage.

Wednesday, February 23, 2022, 5:19 PM UTC

I cannot speak for the Division of Research or Controller General as much as I can the Senate and the House in terms of office space, but I definitely feel that they should be located in Legislative Hall.

**Answered: 9    Unanswered: 3**



**Notes:**

This image shows a full page of white paper with horizontal blue or grey ruling lines. The lines are evenly spaced and run across the width of the page, typical of notebook paper. There are no margins, text, or other markings on the page.







## **FEASIBILITY STUDY COMPONENTS**

### **Introduction**

- Overview of scope of Feasibility Study
- Listing of study participants

### **Purpose of the Study**

- Outline of the history of Legislative Hall
- Outline of space requirements not currently met
  - Inclusion of summary results from previous study
    - Previous study in its entirety included as an Exhibit
- Outline of alternatives explored
  - Renovating existing space to provide greater flexibility and accommodations for more individuals
  - Moving certain departments to other buildings in the vicinity of Legislative Hall
  - Constructing a Legislative Hall Annex on a site near Legislative Hall
  - Adding additional space to the existing Legislative Hall

### **Assessment of Conditions**

- Analysis of existing conditions
  - Current building
    - Type of construction (exterior and interior)
    - Summary of building space
      - Reference made to previous study
    - Overview of current building condition
      - Architectural
      - Structural
      - Engineering
        - HVAC
        - Electrical
        - Plumbing
      - Hazardous material review
        - Asbestos containing materials and lead paint
    - Historic considerations
    - Building safety and security
  - Current site
    - Site civil characteristics
      - Geotechnical
      - Landscaping analysis
    - Parking
    - Pedestrian access
    - Site safety and security
    - Constraints

- General information
  - Zoning restrictions
  - Discussions with City of Dover and DelDot regarding future plans for area roadways and area development
  - Discussions with State of Delaware regarding potential future development with regard to Legislative Hall and surrounding buildings

### Assessment of Alternatives

- Review of alternatives
  - Renovating existing space to provide greater flexibility and accommodations for more individuals
    - Discussion of pros and cons
  - Moving certain departments to other buildings in the vicinity of Legislative Hall
    - Discussion of pros and cons
  - Constructing a Legislative Hall Annex on a site near Legislative Hall
    - Discussion of pros and cons
  - Adding additional space to the existing Legislative Hall
    - Discussion of pros and cons
- Recommendation on viable alternative(s)
  - Listing of alternative(s) deemed to be the best solution to the space requirements not currently met and why
    - Degree of meeting space requirements
    - Degree to which the solution is viable in terms of work efficiency and communications

### Conceptual Alternatives

- Analysis of each alternative
  - One or more options for each alternative would be included if there are possible feasible options
    - Space allocations/Room descriptions
    - Renderings
    - Schematic design drawings building & site
    - Virtual reality (if feasible)

### Cost Estimates

- Cost estimates for each alternative would be provided based upon *current* market conditions

### Recommendation(s) for Consideration

- Recommendation of a solution option and the reason for the recommendation.

### Exhibits

END