

**Arizona State  
Capitol Complex  
Master Plan Update  
1979**

**Willdan Associates  
Phoenix, Arizona**

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# **Introduction to the Plan**

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**Background**

**Plan Purpose**

**Planning Considerations**

**Conclusions and Recommendations**

## **BACKGROUND**

The decision to select a consultant to aid in development of a Master Plan Update for the State Capitol Complex was a result of several factors. First, the Warnecke Master Plan developed for the Complex in 1969 was becoming outdated, both in its approach and its coverage. Many changes in State administrative policy, departmental organization, and Federal legislation and responsibilities limited the effectiveness of the 1969 Plan for facility planning purposes.

Second, growth in State government employee populations had created an office space crisis within the Complex. Many departments were forced to lease space outside the Complex to house staff members and programs. This increase in leased space was seen as an inappropriate use of funding, given the long term cost savings of new construction. As a result of these factors, a consultant was contracted to provide planning for future State office space needs.

## **PLAN PURPOSE**

The Master Plan Update for the Arizona State Capitol Complex is part of an overall effort to coordinate the development and use of State facilities within the Capitol Complex itself. The Plan focuses on the State's presence in, and impact on, the core area of the city, and establishes a framework for guiding the State in meeting its office space needs and using its lands in the Capitol Area. As might be expected, the Plan incorporates a different set of assumptions and guidelines than were the basis for the 1969 Master Plan, reflecting current concerns and necessities. Properly sized State buildings, improved alternative means of access, energy conservation, and continued planning to satisfy State needs are key goals.

The Plan proposes an action program for land acquisition and construction to 1990. This program, which is flexible in nature to accommodate future changes in State needs and priorities, will also enable the City of Phoenix, Maricopa County, and the private sector to update their own plans with some degree of certainty as to the State's actions in the future.

Essentially, the Plan is a State policy document. While it recommends specific actions which affect other agencies involved in Governmental Mall development, its purpose is to serve as a guide for an ongoing State planning and development process.

## **PLANNING CONSIDERATIONS**

The major issue to be faced in development of the Master Plan Update was the location and sizing of structures to be built to meet space needs until 1990, the target date for this phase of planning for the Complex. The recent construction of three new buildings, and the appropriation of funds for construction of the Wesley Bolin Plaza, have reduced significantly the amount of land currently available for building construction. The impact of that reduction in vacant buildable land is major, considering the current boundary constraints of the Governmental Mall

Plan. The focus of the Master Plan Update as a result, is a future land acquisition and construction program which can satisfy the long term needs of the State and its commitment to the concepts of the Governmental Mall Plan.

The following planning considerations and recommendations focus on factors which contribute to the derivation of a recommended land acquisition and construction program for the State Capitol Complex. The organization of the following sections includes discussions of: 1) expected employee growth by department within State government to 1990, 2) the intent and final recommendations of the 1969 Master Plan for the Capitol Complex, 3) the Governmental Mall concept which has guided State development over the past ten years within the downtown Phoenix area, and 4) current design elements such as land use, land ownership, existing structures and vacant buildable land within the Complex. Finally, analysis of these factors in light of future state office space needs forms the basis for conclusions and recommendations for land acquisition and construction within the Governmental Mall area.

**Employee Projections and Space Needs.** Prior to the development of concepts for the Master Plan Update, Willdan Associates conducted a space utilization study of individual departments within State government to identify space or organizational needs not currently being met within the Capitol Complex. As a part of this work effort, Willdan also developed projections, on a department-by-department basis, of employee populations within the Complex between 1980 and 1990. These projections provide information for determining necessary construction requirements to meet space needs during the decade, based on space standards developed for the Space Utilization Study.

Employee projections were developed from analysis of: 1) historical growth in employee numbers for each department, focusing on impact created by changes in departmental policy, 2) modified Federal or State programs or mandates, or 3) changes in an increasing service population within the State. Departmental administrators and Legislators were interviewed to determine programs and policies likely to affect growth in various departments over the ten year time frame of the study, and projections were developed based on this input and an evaluation of expected State population growth.

Findings from this analysis are presented in Table I. The findings are organized by major department, with many of the smaller agencies or 90-10 agencies aggregated into one category. The projections indicate that nearly 9,000 employees may be housed in the Capitol Complex by 1990, compared to the current total of approximately 6,000. Major staff growth is expected in the Department of Revenue as governmental limiting legislation promotes measures to maximize State revenue collection. Similar staff increases are seen for the Department of Law and the Courts, where State population growth and increasing litigation will cause necessary increases in staff. Several other departments, including DES and ADOT, may acquire significant numbers of new staff to be housed in the Capitol Complex over the ten year period.

By utilizing a space standard of 200 gross square feet per person for estimation of necessary space to house an average employee, staff increases for departments within the Complex will require the construction of an additional 585,000 square feet of office space by 1990. Coupled with a current office space deficiency of 15,000 square feet, as identified in the Space Utilization Study, space needs for the

TABLE I

Projected Capitol Complex Employees  
by Department or Group 1980, 1985, 1990

1974-1978 Average Annual Growth		Projected Growth Percent (Annual)	Capitol Complex Office Staff (Actual)** 1978-1979	Projected Employees		
				1980	1985	1990
na	Administration	5%	458	481	613	764
14.02	Attorney General	10% <sup>1</sup> , 7%	130	143	212	297
2.9	Revenue	10% <sup>1</sup> , 7%	456	502	744	1,044
6.12	DES	2%	970	1,009	1,092	1,206
-1.2	ADOT	5% <sup>1</sup> , 1.5%	1,440	1,512	1,743	1,877
8.09	Courts	7% <sup>1</sup> , 5%	104	111	147	187
-0.54	DHS	3%	438	451	523	607
4.26	Education	3%	389	401	465	539
9.14	Corporation Commission	5%	194	204	260	332
11.56	Corrections	7%	123	132	185	260
3.56	Industrial Commission	4%	195	203	246	300
9.44	Land Department	7%	108	116	163	228
-0.64	Agriculture <sup>3</sup>	2%	87	88	98	108
5.7	Legislative Staff <sup>4</sup>	7%	206	220	308	432
-1.38	OEPAD <sup>5</sup>	3%	102	105	120	140
4.0	Tourism <sup>5</sup>	4%	37	38	46	56
na	Energy <sup>6</sup>	7%	12	13	18	24
na	Property <sup>7</sup>	7%	84	90	126	176
na	Other Commerce/Misc. <sup>8</sup>	3%	255	263	305	353
TOTAL			5,911	6,060	7,318	8,991

\*\* Reflects staff housed in office space within the Complex. Support staff requiring no office space are not included in these figures.

1. Three-year span
2. Five-year span
3. Includes Agriculture and Horticulture and Livestock Sanitary Board.
4. Includes Library Archives and Public Records, Auditor General, and Joint Legislative Budget Committee.
5. Includes Office of Tourism and Secretary of State.
6. Includes Oil and Gas Commission and Solar Energy Commission.
7. Includes Real Estate and State Parks Board.
8. Includes the following boards, departments, and agencies:

Tax Appeal  
Mine Inspector  
Accountancy  
Nursing  
Cosmetology  
Racing Commission

Liquor Licensing  
Indian Affairs  
Pardons and Paroles  
Contractors  
Pharmacy  
Insurance

State Treasurer  
Regents  
Banking  
Pesticide Control  
Egg Inspection

Source: Willdan Associates, 1979

Capitol Complex over the next decade total approximately 600,000 gross square feet of floor area. This figure has been used as the basis for planning future structures within the Capitol Complex.

Numerous other planning considerations have come to bear on the completion of a final plan, as well as goals, objectives and actions, to guide development in the State Capitol Complex. These considerations include the impact of previous plans, including the 1969 Master Plan and the Governmental Mall Plan, on current planning for land uses and construction in the Capitol area. In addition, existing land use patterns, current construction patterns, and vacant buildable lands, were analyzed prior to development of a recommended plan of action. Each of these planning considerations, discussed in the following paragraphs, has contributed to formalizing a recommended plan of action.

**The 1969 Warnecke Master Plan.** The development concepts of the 1969 Master Plan for development of the Capitol Complex are presented in Figures 2 and 3. As in the current planning process, the plan concepts focused on satisfying future space needs of State departments, as identified in the 1968 Theodore Barry Space Study. The Plan did not, however, include references to potential expansion of Highway department facilities south of Madison, nor did it evaluate development opportunities between 10th Avenue and 13th Avenue. The Plan did identify, that 884,000 gross square feet of space would be required to meet the needs of State government to 1980.

Because of a constantly changing political situation, many of the construction concepts were not implemented in the form identified in the 1969 Plan. During the decade of growth since the Master Plan was developed, the State constructed nearly 1 million gross square feet of space within the Complex, nearly 120,000 square feet more than recommended in the 1969 Plan.

The substantial difference between recommended and actual office space needs in the Complex was a result of major changes in State policies and the inception of many new Federal programs, factors not foreseen in the development of projected employee populations and space needs.

The design concepts of the 1969 Plan have, for the most part, provided the basis for development over the past decade. Many of the buildings identified in the 1969 Plan have been constructed under other names, but the locations of those structures have not changed drastically. Construction within the Complex has essentially followed the format of a promenade of buildings along Washington-Adams and Jefferson, backed by parking areas providing direct access to associated structures for visitors and employees alike. Only the construction of the new Department of Law building has represented a deviation from previous plan concepts.

**The Governmental Mall.** After Legislative mandates for planning in the Capitol area were established in 1967, several planning programs were established in a program aimed at optimizing use of the downtown area. The "Governmental Mall" concept, developed concurrently with the Warnecke Master Plan by the City of Phoenix Planning Department, was adopted by the City Council in 1969 as the guide for implementation of a multi-agency governmental corridor in the downtown area.

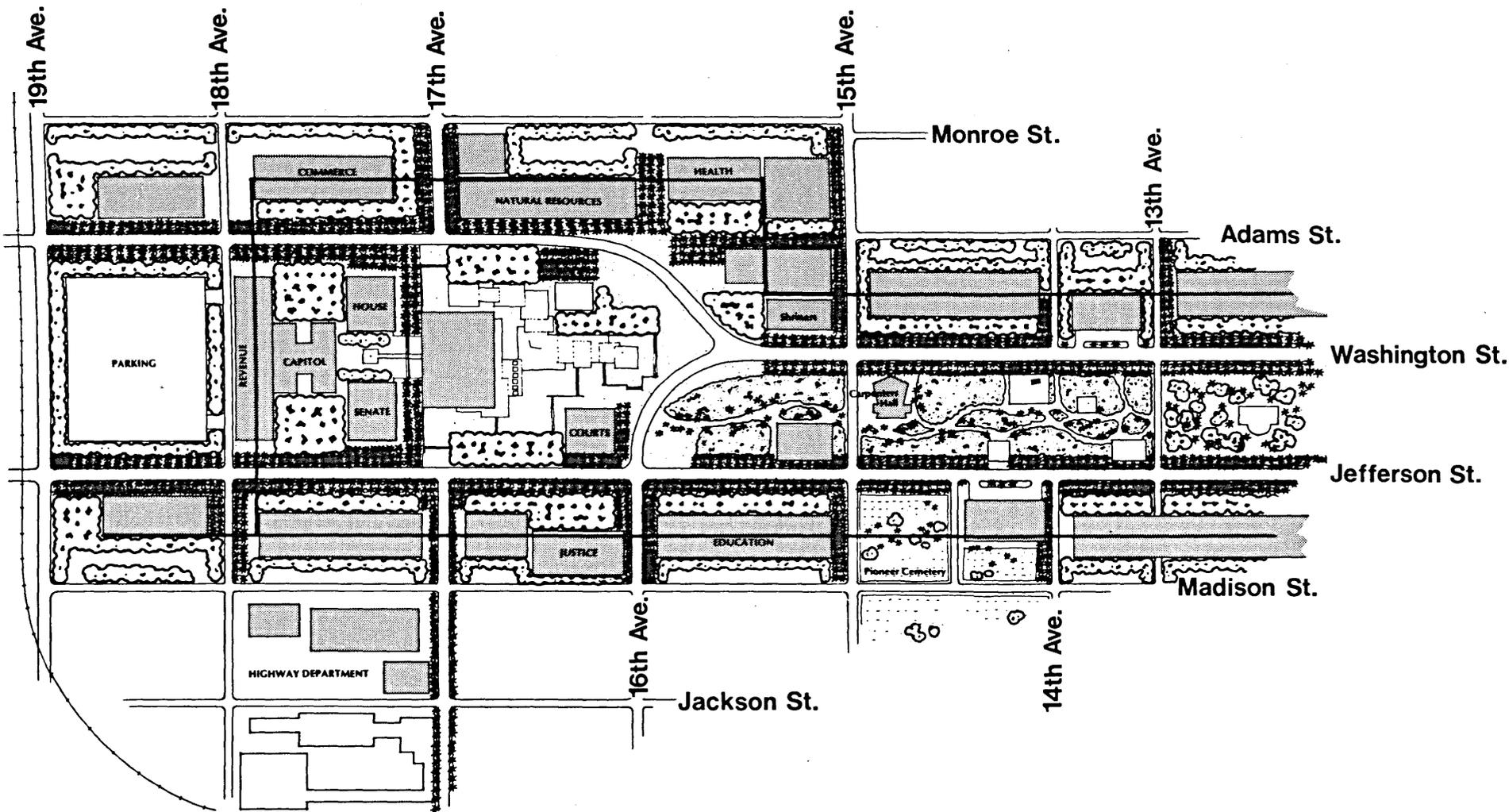
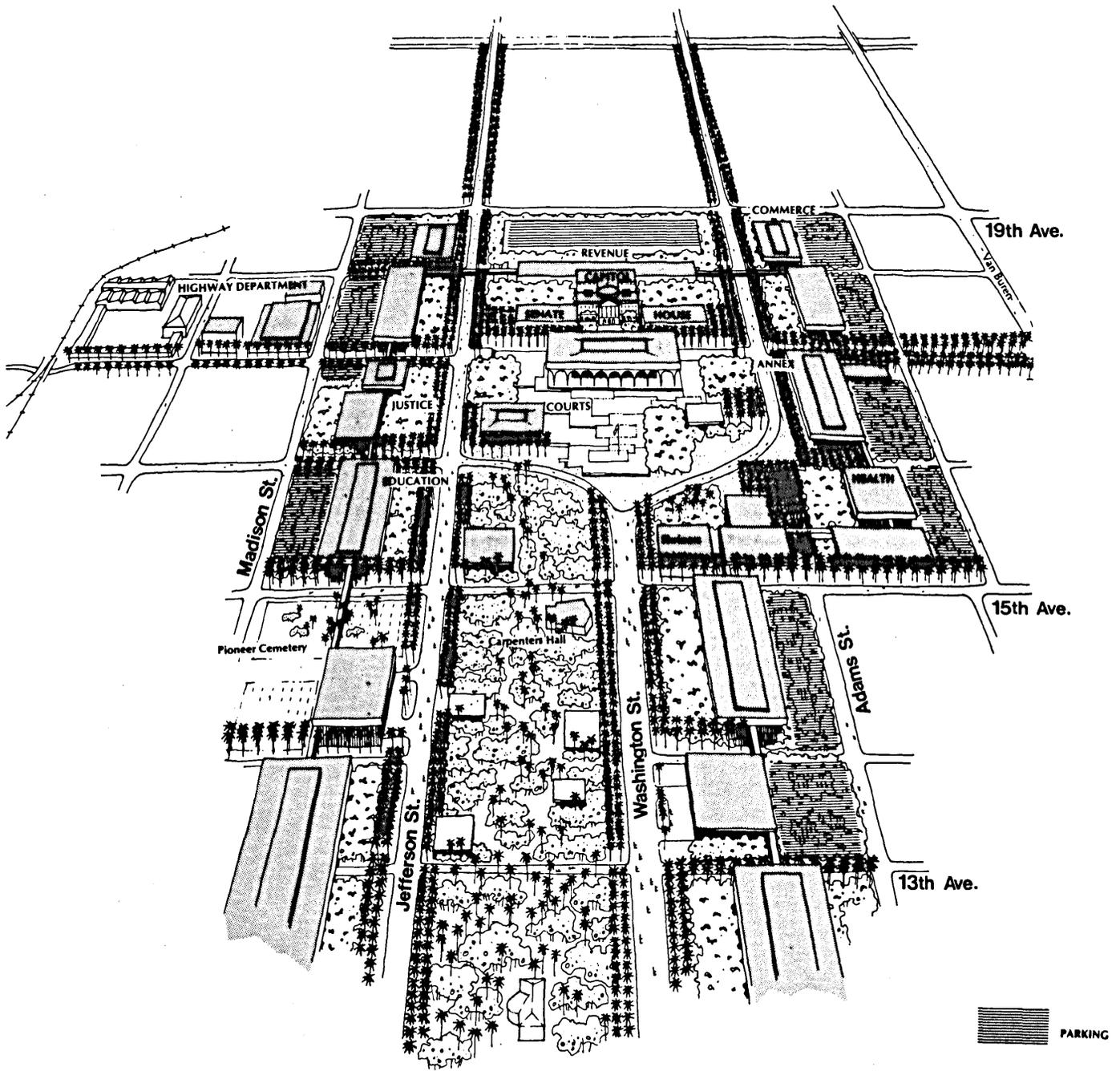


Figure 2:  
1969 Warnecke Master Plan



**Figure 3:**  
**Perspective View of Evolved 1969 Master Plan**

The Governmental Mall Plan, presented in concept form in Figure 4, segmented portions of the area between Central Avenue and 19th Avenue on the east and west, and Adams and Madison on the north and south, for development by various governmental agencies. City and County governmental staff would be housed in buildings to be constructed between Central and 7th Avenues, Federal staff would be located in structures between 7th and 10th Avenues, and State structures and staff would be located between 10th and 19th Avenues. Each of the involved agencies would be responsible for land acquisition and construction programs within their designated area, and a coordinated program of implementation of mall concepts was foreseen.

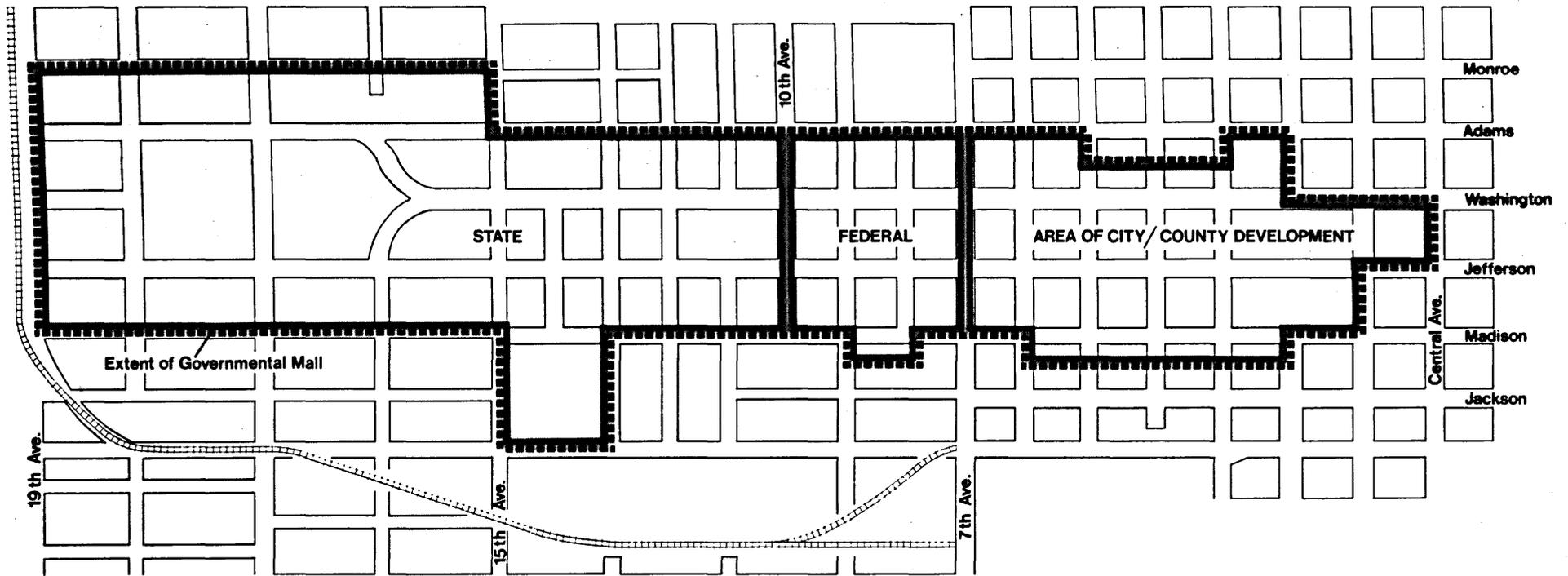
In keeping with the concepts of the Governmental Mall plan, the State has initiated, and has continued, a program of land acquisition in advance of its construction needs. The bulk of that acquisition and development program focused between 13th and 19th Avenues due to relatively higher costs for land between 10th and 13th Avenues.

Given the amount of recent construction activity by the State and the disassociation from Governmental Mall planning by the Federal government over the past several years, the State may need to acquire and develop property within the Federal development area to meet office space and parking needs to 1990. It is obvious that the fulfillment of the concepts of the governmental mall is of great importance in the complete development of the downtown area. State planners are continuing to consider ways and means to implement optimal development within the governmental mall corridor.

However, the State will undoubtedly require additional lands for development of needed office space in the long term future. As a result, the State should seek an update of the Governmental Mall concept that will allow formal modification and extension of Mall boundaries. The Mall boundary has, for all intents and purposes (but not officially), been extended south of Madison to encompass development of the Arizona Department of Transportation, and east of Central to encompass refurbished City of Phoenix office structures. The construction of nearly 585,000 square feet of State office space and associated parking areas to 1990, as well as additional construction beyond that date, will require that additional land be purchased and developed by the State beyond the existing boundaries of the Governmental Mall.

**Design Considerations and Concepts.** Several factors have contributed to the development of a plan for land acquisition and construction to meet State office needs for the next decade. Land ownership patterns, land use patterns, and the locations of existing structures, public facilities such as streets and parking areas, and amenities such as open space, have contributed in large part to decisions made regarding recommended development of the State Capitol in the 1980's. Each of these elements is discussed in greater detail below.

- o **Land Ownership.** Land ownership patterns in the Capitol Complex area are presented in Figure 5 and indicate the increasing control of land ownership by the State within their portion of the Governmental Mall and west of 19th Avenue. In meeting the concepts of the Governmental Mall plan, the State intends to acquire lands to 10th Avenue, and perhaps beyond, to develop office spaces and parking needs associated with the development of the Department of Revenue Law near Library Park.



**Figure 4:**  
**Governmental Mall Development Areas**

- o **Land Use.** Land use within the Governmental Mall is currently in transition, with a mixture of residential, commercial, and industrial land scattered in and near the enterprises within Capitol Complex. The State land holdings are currently abutted by residential uses on the west, commercial development to the north along Van Buren, and industrial uses associated with the railroad on the south. A mix of commercial and industrial uses adjoins State development on the east. These generalized land use patterns are shown in Figure 5.

The major impact of changing uses within the study area is that related to displacement of housing and commercial uses in favor of governmental structures. No specific assessment of the impacts of this change in land use has been made since the development of the Governmental Mall Plan, although several impacts are likely. Mall development is seen as a "higher and better" use by all agencies involved in the Plan. It is unknown exactly what social impacts might result from increasing State development within the Governmental Mall corridor, though some displacement of residents must occur. The following economic impacts can be directly attributed to long term development within the Complex, including increases in the number of construction jobs and persons employed by the State:

1. Displacement of some residents is probable.
2. The number of construction jobs available to local residents may be maintained or increased as a result of State construction programs.
3. State staff needs will likely increase in certain other job areas that may also provide neighborhood residents better opportunities for employment.
4. State construction may affect land values in surrounding areas, although the potential positive or negative effects cannot be quantified.

It seems that the initial development concepts of the Governmental Mall Plan considered governmental structures and ancillary facilities "higher and better" uses of the land than existing residential, commercial, or industrial uses.

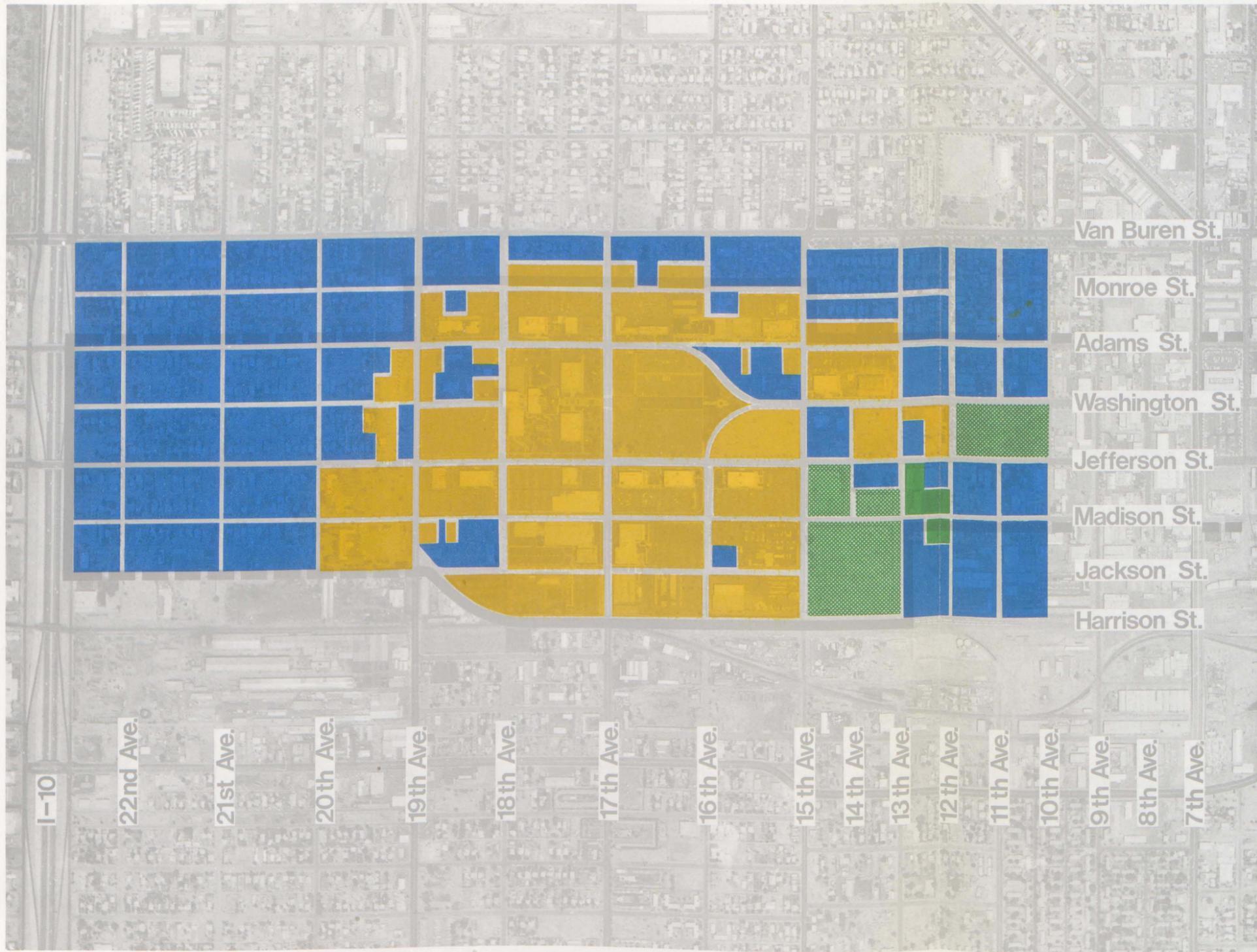
- o **Existing Structures.** The location of existing State structures and vacant buildable land within the Capitol Complex are indicated in Figure 7. In many cases, current development has limited the capability for new "infill" development, although some infill sites have been identified and proposed for use. The goal of the Plan is to locate new office space to meet longer term needs of many State departments within close proximity, if not on the same site, as current development. In addition, the clustering of departmental structures (e.g., DES) will reduce some administrative problems resulting from dispersion of departmental staff throughout the Complex.

Lands dedicated to uses other than for structures have also played a major role in formulating final recommendations. Commitment has been made (through appropriation) for development of the Wesley Bolin Memorial Plaza immediately east of the Capitol. The development of this large scale, pedestrian-oriented plaza in 1980 will require the closure of 17th Avenue between Adams and Jefferson, and will permanently displace

nearly fifty percent of the surface parking currently available east of the Capitol, reducing the number of spaces from 1200 to 600. When developed, the Plaza will serve as the major focus of the State Capitol Complex, complimenting the Capitol building and serving as a major view receiver and tourist attraction.

- o **Major Transportation Routes and Parking.** Access to the Capitol Complex has been part of the overall implementation of Governmental Mall concepts, and has included the development of the one-way couplet of Washington-Adams and Jefferson Streets and the rerouting of westbound traffic along 16th Avenue and Jackson Street. As a result of this development, these streets serve as major movers of both auto and bus traffic to and from the Complex. Bus route access and stops within the Complex are shown in Figure 8 along these major routes.

Parking within the Capitol Complex for employees and visitors is provided for the most part by off-street surface parking lots. Additional metered parking is available along the major streets within the Complex, although this parking represents a minimal amount of the total parking availability within the Complex. The location of these off-street parking areas is shown in Figure 8.



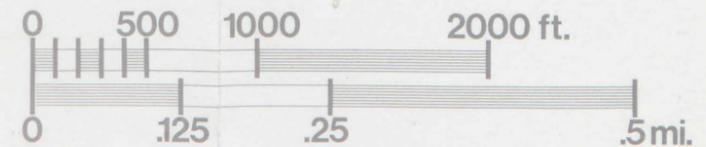
**Legend**

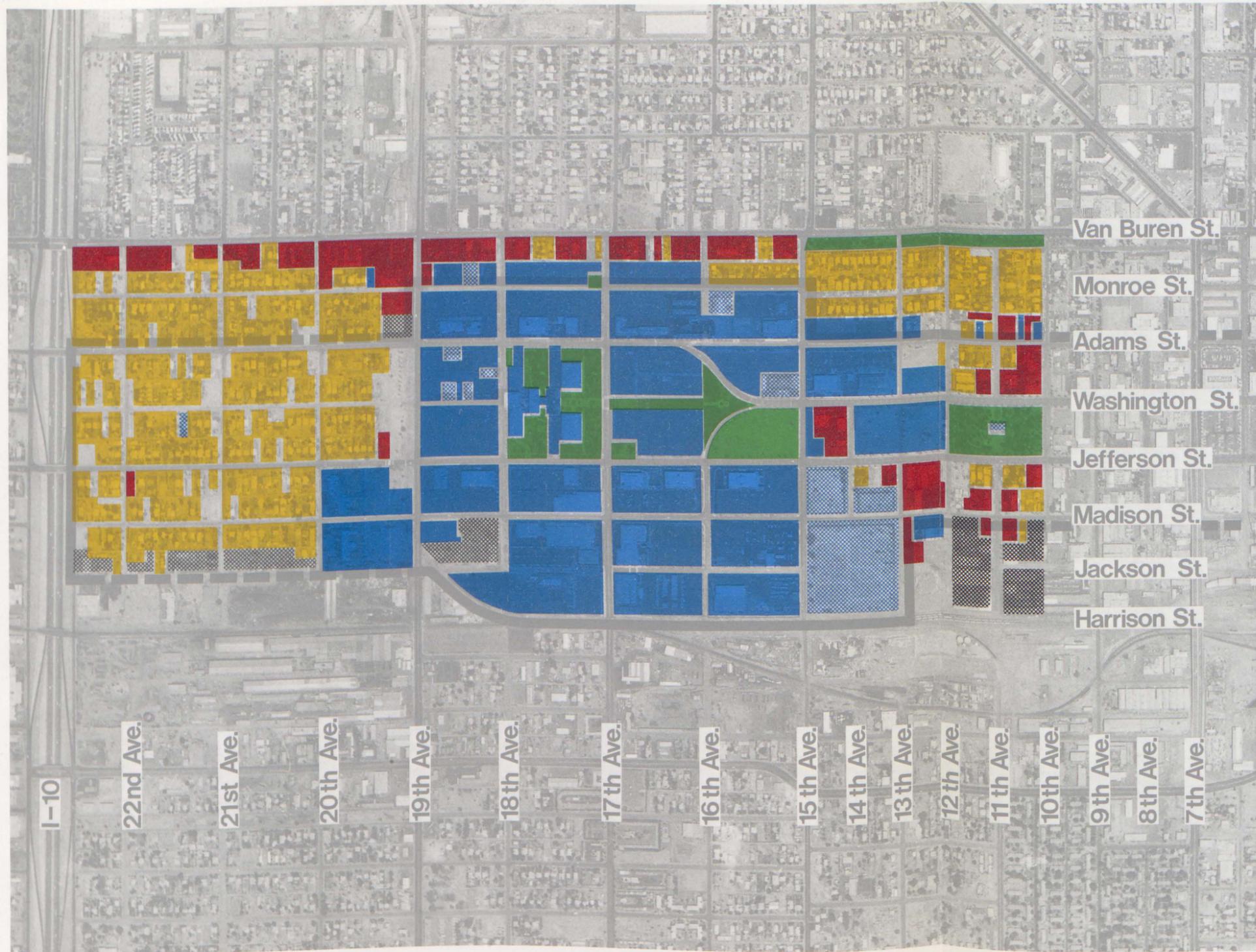
- State of Arizona
- Maricopa County
- City of Phoenix
- Private

Figure 5

**Existing Land Ownership**

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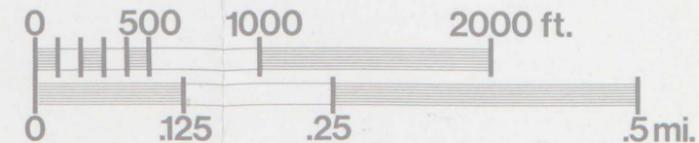
**Legend**

- State Facilities
- Other Public/Semi-Public
- Industrial
- Open Space
- Commercial
- Residential

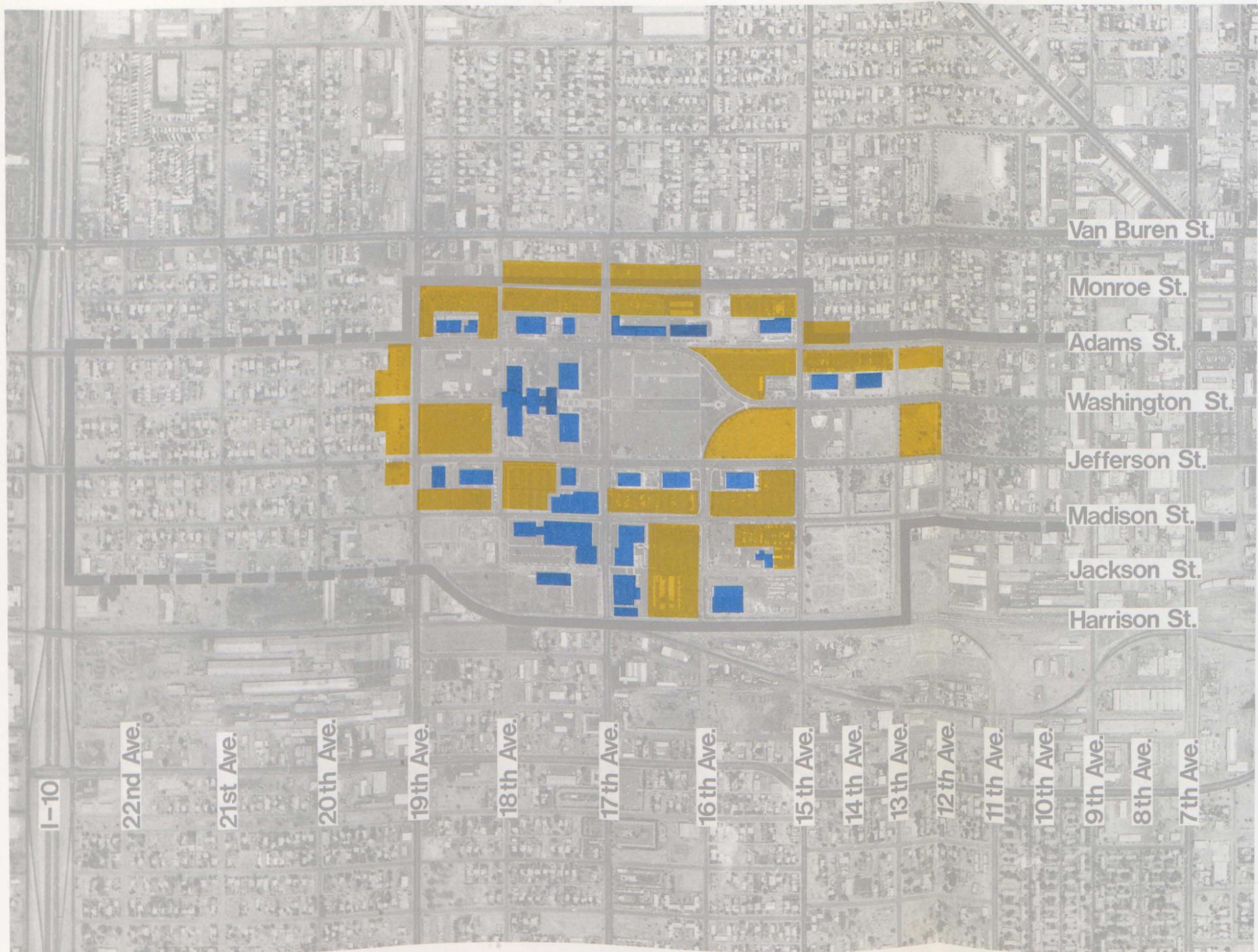
Figure 6

**Land Use**

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Phoenix, Arizona



**Arizona State Capitol Complex - Master Plan Update - 1979**



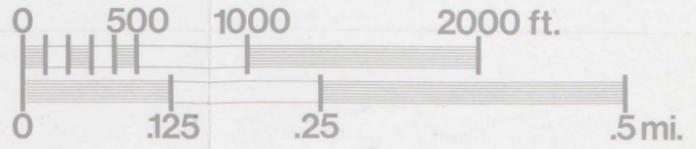
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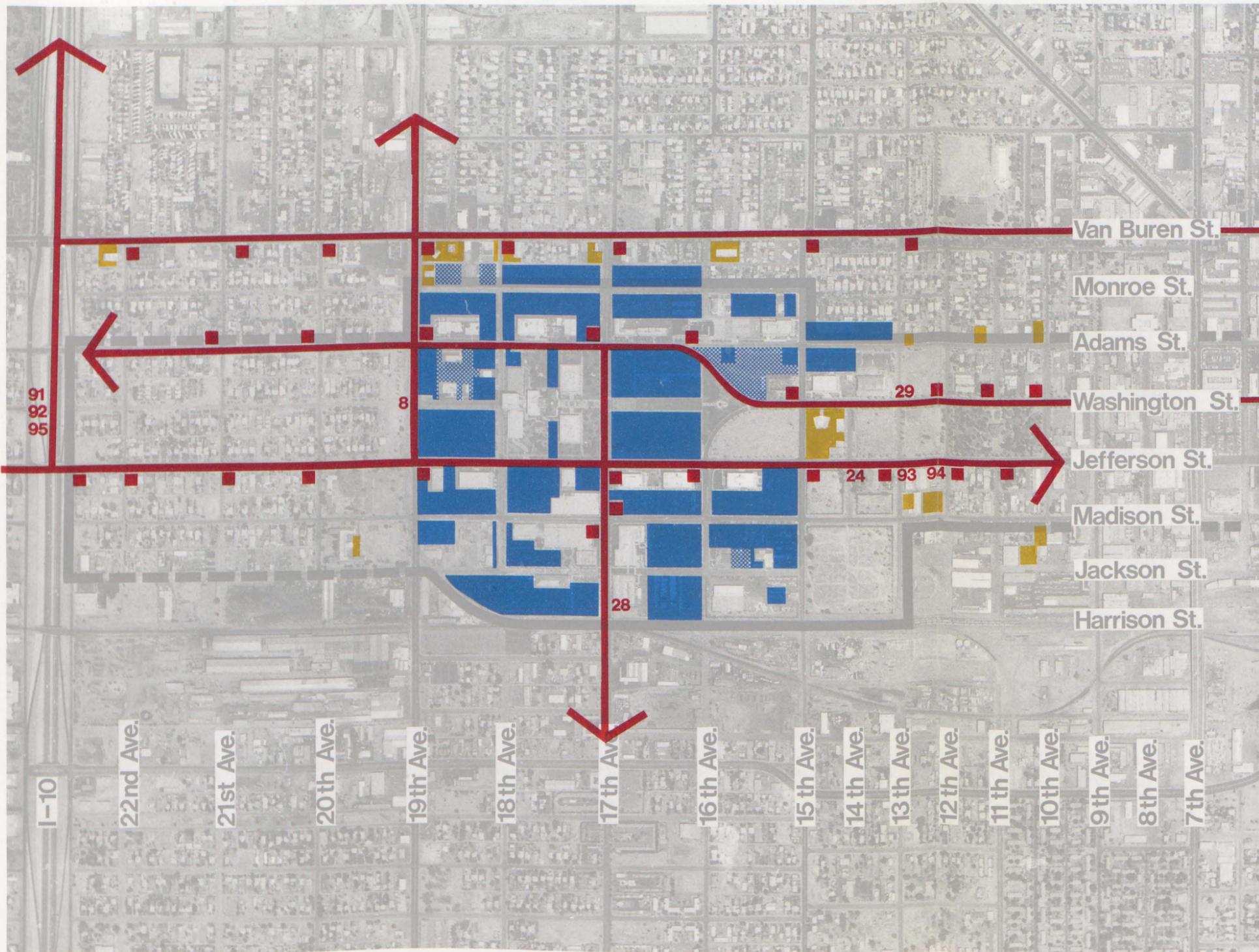
- Vacant Buildable Lands
- Existing Structures

Figure 7

**Existing Structures and Vacant Buildable Lands**

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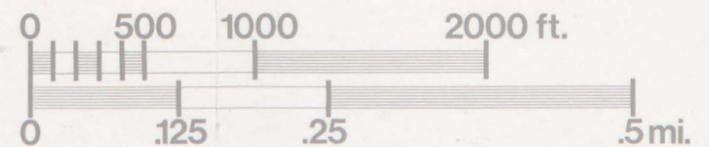
**Legend**

- State Owned Parking Area
- Other Parking (Semi-Public)
- Other Parking (Commercial)
- Bus Stop
- Bus Route
- Route Numbers

Figure 8

# Major Transportation Routes and Parking

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## CONCLUSIONS AND RECOMMENDATIONS

Analysis of the factors involved in development of the State Capitol Complex to meet office needs to 1990 suggests the following conclusions:

1. Current office space is inadequate to meet the needs of a growing State governmental body.
2. Currently available land within the Complex is insufficient to meet the needs for construction over the next ten years.
3. The State must acquire more land within the Complex and outside of current Governmental Mall boundaries to support long term construction and parking needs.
4. Surface parking lots will be lost in several areas to new construction, and demand for directly accessible parking in several areas of the Complex may reach critical levels within three years.

The following recommendations have been developed as a part of the Master Plan Update process, and have in large part guided the development of goals and objectives presented in the following sections of this Plan. These recommendations represent the guiding principles with which the Recommended Land Acquisition and Construction Program has been developed.

**Office Space.** The State should develop 585,000 square feet of new office space, and 15,000 square feet to meet current space deficiencies, to satisfy the needs of individual departments to 1990. This space figure is based on responses by administrators and legislators to factors understood for 1979. Any changes in policy or programs at the State or Federal level may significantly affect State employee numbers and the space required to house those employees.

**Land Acquisition.** Currently available lands within the existing boundaries of the Governmental Mall are not sufficient to meet long term State needs for the development of new office structures and associated parking areas and amenities. The State must seek to acquire other land within the Governmental Mall or beyond to meet its long term needs. This land acquisition program should be focused, in part, between 7th and 10th Avenues, where recent Federal disassociation with the Governmental Mall program has left a gap in the completion of the Mall. The responsibility for development of this area, however, in light of steadily increasing costs for land, and the relatively poor capability for use of that land for office construction on any large scale, should not lie solely with the State. City commitments and aid should be a part of an agreement for State involvement between 7th and 10th Avenues.

In addition to the potential for development of lands between 7th and 10th Avenues, the State should continue its program of land acquisition west of 19th Avenue, and should work with the City to formally amend Governmental Mall boundaries to include lands west of 19th Avenue between Adams and Jefferson. Current State ownership of westside frontage of four city blocks along 19th Avenue provides the means and reason for examination of this extension. In addition, the lower costs of property west of 19th Avenue is a major factor in assessing the

development feasibility of west versus east ends of the Capitol Complex. In light of the focus on governmental cost reductions, acquisition of property west of 19th Avenue for expansion of the State's office complex is more cost effective than development to the east.

# **Recommended Land Acquisition and Construction Program**

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**The Program  
Plan Goals and Objectives**

## THE RECOMMENDED LAND ACQUISITION AND CONSTRUCTION PROGRAM

The Master Plan Update developed in this document is significantly different than the Master Plan developed in 1969. The dynamic nature of State government limits the capability to develop a specific locational plan for meeting the State's office space needs. As such, the recommendations presented in this plan must be sufficiently adaptable to meet changing State administrative and legislative attitudes and actions. For that reason, the 1979 Master Plan Update contains as its basic guide a Recommended Land Acquisition and Construction Program Map presented on the following page. The principle purpose of this map is to assure that available lands are provided for construction of appropriately sized new State office structures, or for the provision of necessary amenities for employees and visitors, such as parking areas, garages, and open spaces.

The Map will essentially provide a framework within which individual planning decisions, such as the exact location of a new Courts building or Department of Law, can take a flexible course. On a block-by-block basis, the Map identifies the necessary land acquisition and gross square footage of office space considered appropriate for the block locations. To some extent, these figures and locations have been based on current needs, and may be subject to change over time.

The concepts presented on this Map represent a recommended land use pattern to which specific construction plans may be keyed. The Map represents a workable interpretation of the needs and desires of the State in developing the Complex. It is expected that this interpretation will evolve over time, as more specific needs and opportunities are addressed in the development process.

The principal purposes of the Map are to assure that required land acquisition and construction needs of the State are identified, and to assure that flexibility is retained to make development decisions in the future, based on information available at the time. Given the Map guidelines for location of land purchases and building construction, the Plan objectives and policies (presented in expanded form in the following section) will provide the mechanism for control and modification of that recommended approach.

## PLAN GOALS AND OBJECTIVES

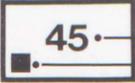
The goals, objectives, and policies for the Master Plan Update are taken in part from the 1973 Report of Findings and Recommendations of the Committee for Arizona Capitol Mall Development and are presented below. They are the basis for this planning effort and are guidelines for interpretation of the Plan in the future.

### State Office Space Needs

There is a defined need for the provision of office buildings, including related service facilities, near the State Capitol to meet the future office space requirements of several departments of the State of Arizona. The design of these buildings should provide properly sized working spaces for employees. The Plan also proposes to consolidate State offices of several departments that are currently scattered throughout metropolitan Phoenix by relocating those agencies to the Capitol Complex. This consolidation will permit an improvement of the efficiency

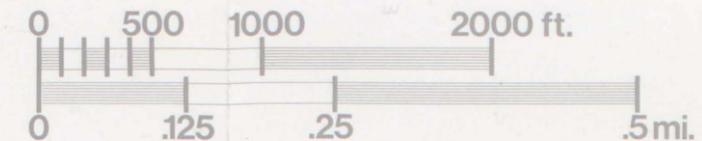


**Legend**

-  New Office Space (Thousands of gross square feet)
-  Parking Structure
-  Land Acquisition to 1990
-  Parking Structure Only

**Recommended Land Acquisition and Construction Program**

Willdan Associates  
Phoenix, Arizona



of operation of those dispersed agencies, and will permit a long-term reduction of outside lease costs to the State.

**Objective:** To provide offices and related services to meet present and future space requirements for the State of Arizona near the State Capitol in the most cost-effective manner.

**Policy:** Develop a program to meet projected needs for State office space in the Complex in a cost-efficient manner, including acquisition of necessary lands, new construction of State-owned offices, and rehabilitation of existing structures for more efficient office use.

**Policy:** Rehabilitate existing State office buildings to provide more efficient use of space, with attention to energy usage, safety, aesthetics, employee work environment, and access for the handicapped.

**Policy:** Design new construction in the Complex maintaining the Capitol as the focus to develop a sense of "campus", utilizing consistent design themes and materials, and office-related and non-office uses in the same structure when possible and appropriate, in both new and rehabilitated buildings.

**Policy:** Develop a mechanism for continually evaluating State office space needs projections and for coordinating the updating of the Master Plan to reflect these needs.

## Land Use

The Capitol Complex should relate to its adjacent neighborhoods and be planned to complement existing land use patterns and facilities. The tourist attraction of the Capitol should be utilized to enhance the overall improvement of the downtown area.

The State, as a major landowner in the area, should seek to integrate proposed State building with public and private development, to provide a viable economic community in the downtown Phoenix area. An integrated governmental corridor coupled with private development, would ensure mutual support of the existing downtown business district.

**Objective:** To establish patterns of land use in the Capitol Area which are responsive to the goals of the Capitol Complex Master Plan, that provide for flexibility in meeting future State needs, and that protect the State's long-term interest without inhibiting the development process.

**Policy:** Coordinate land development plans for the Capitol Complex with the City of Phoenix to assure that the long-term best interests of the State and the community are met.

**Policy:** Assure that the impacts of State land acquisition and construction programs on local neighborhoods are evaluated, and that potential major negative impacts serve as the means to generate changes in those programs.

**Policy:** Develop and maintain a plan for the use of each parcel of the Capitol Complex. The plan should be flexible and amenable to change over time.

## Transportation

In coordination with City, County, and regional transportation planning agencies, a balanced transportation system within the Capitol Complex should be emphasized. Such a system should encourage the utilization of mass transportation systems now in existence and those planned for the future, and discourage the use of the single occupant automobile. Every effort should be made to allow persons using public transportation to reach places within the area in a manner just as convenient, or more convenient, than by automobile. However, it is a fundamental assumption that the Plan should not be based on immediate radical changes in transportation lifestyles, but rather should provide incentives for encouraging desirable shifts in transportation patterns which are adaptable and financially feasible, over time. A combination of parking garages, surface parking lots, and transit alternatives is proposed, and flexibility in the ultimate combination of elements is recommended.

**Objective:** To develop strategies, patterns and systems of movement into and within the Capitol Complex that will provide adequate mobility for people, adequate parking, and enhance the area's environment.

**Policy:** Significantly reduce the number of automobiles driven into and parked in the Capitol Complex by developing a coordinated program of incentives and actions to discourage State employees from using single-occupant automobiles for their trips into the Complex.

**Policy:** Improve the environment of the Capitol Area for office workers and visitors by controlling vehicular and pedestrian circulation patterns.

**Policy:** Provide alternative parking locations for State employees during and subsequent to new construction activities, and provide parking spaces for future projected demand in surface parking or garage form.

## Open Space and Public Amenities

The State Capitol, the Wesley Bolin Plaza, and the backdrop of the Capitol West Wing should be the focal point of the Capitol Complex. Buildings, fountains, pedestrian areas, and landscaping surrounding this center of State government should complement and beautify the area. There should be a variety of open spaces within the Complex placed on a network of shaded routes that people travel from one building to another.

**Objective:** To develop within the Capitol Complex a network of attractive and convenient open spaces and access routes to improve the environment for workers and visitors, and to encourage a favorable response to alternatives for moving within the Complex.

**Policy:** Connect existing and future open spaces with a network of pleasantly landscaped, shaded pedestrian paths to permit easy and enjoyable access to all spaces and offices.

**Policy:** Rehabilitate existing open spaces to make them more serviceable and accessible to the public.

**Policy:** Incorporate open space into new and existing buildings (and building clusters) as a general design requirement.

**Policy:** Develop a system for directing people to various focal points within the Capitol Complex.

**Policy:** Encourage office space allocation near the Capitol for State facilities of major interest to tourists.

### **Implementation/Relationship to Local Plans**

The State should ensure a continued, coordinated, planning effort. State Administrators and Legislators should oversee the Plan, its implementation, its updating, and its orderly development. This Plan should serve to update the original Government Mall concept, in light of numerous changes since the development of the 1969 Governmental Mall Plan.

**Objective:** To assure the effective implementation of the Plan by maintaining communication and coordination between all agencies and constituencies, and by updating the Plan as needed.

**Policy:** Establish a single State agency to function as the "master developer" for the Capitol Complex, thus assuring the involvement and understanding of the Legislature in the development process.

**Policy:** Coordinate the State's on-going Capitol Complex planning effort with all affected local governmental bodies to assure integration of the planning activities which affect the State and on which the State's actions have an effect.

**Policy:** Coordinate the provision of public services to the Capitol Complex with appropriate agencies and jurisdictions.

### **Energy Use and Conservation**

The concept of conservation is interpreted in the Plan as making the best use of existing Capitol Complex resources and preserving future options for use of those resources. The principle of conservation is an integral aspect of the building program, including the reuse of suitable existing structures to conserve not only money and materials, but also the history and unique qualities of the Capitol Complex. In addition, much State-owned land in the Capitol Complex is currently being used in an inefficient fashion. A new land-use pattern must evolve which will allow more intensive use of the land to meet the State's needs and to establish a desirable office community.

**Objective:** To assure that the evolution and the development of the Capitol Complex is aimed toward an increase in the intelligent and efficient use of energy resources, existing structures, and land within the Capitol Complex.

**Policy:** Improve the efficiency of energy use in the State's offices in the Capitol Complex through introduction of changes in operating methods and standards, through energy-wise designs of new office buildings, through energy-oriented rehabilitation of existing office buildings, and energy conservation through training programs for State employees.

Policy: Improve the energy efficiency of the State-related transportation activities within the metropolitan Phoenix area.

Policy: Examine the potential for reevaluation of current city building height limits within the Governmental Mall area to provide for taller, more efficient office structures.

# **Program Elements of the Plan**

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**State Offices**

**Land Use**

**Transportation**

**Open Space and Amenities**

**Relationship to Local Plans**

**Energy Use**

## STATE OFFICES

**Objective:** To provide offices and related services to meet present and future space requirements for the State of Arizona near the State Capitol in the most cost-effective manner.

**Existing Conditions:** There are currently 6,000 State employees located in the Capitol Complex. According to growth projections developed in the Space Utilization Study, this number could reach nearly 9,000 persons by the year 1990.

Past increases in State office needs have led to a dependency on leased space throughout the greater Phoenix area which is both more expensive than State-owned space and less efficient (in some cases) because of its geographic dispersion. Several problems arise when the amount of office space leased by the State increases with respect to State-owned office space:

1. **Fragmentation:** Few major agencies in State government are consolidated in manageable office spaces or buildings, either in the Capitol Complex, or in buildings in the Phoenix area. One agency alone is distributed in 53 separate locations in Phoenix. Movement and communication between related agencies, and even within divisions of various departments, is time-consuming, inefficient, (confusing) and costly.
2. **Lack of Standards for Office Space:** Because of the current fragmentation of departmental office spaces, it is difficult to maintain an on-going check of employee working conditions. Casual growth patterns have fostered deficiencies in both State-owned and leased offices, including overcrowding and safety and health hazards.
3. **High Cost of Space Over Long Term:** Monies currently appropriated on an annual basis for leasing office space total nearly \$3.5 million. The Office of Facilities Planning suggest that this amount be significantly reduced and the savings used to finance construction of State-owned office buildings. By increasing the ratio of State-owned to leased space in the years ahead, the State government can achieve considerable savings over present costs.

**Policy I: Develop a program to meet projected needs for State office space in the Capitol Complex in a cost and space efficient manner, including construction of new State-owned offices and rehabilitation of existing buildings for more effective office use.**

- Actions:
1. Develop 600,000 additional square feet of State-owned space in the Capitol Complex by year 1990.
  2. Formulate and implement a development plan to assure location of office structures in accordance with the available land and to assure sufficient sizing of structures to meet long term office space needs.
  3. Maintain a smaller scale leasing program in satisfying State office space needs.

**Policy 2: Rehabilitate existing State office buildings to provide more efficient use of space, with attention to the energy usage, safety, aesthetics, employee work environment and access for the handicapped.**

- Actions:
1. Survey the existing office stock, identifying the elements of each building requiring rehabilitation, according to a set of standards to be established.
  2. Implement a rehabilitation program responding to identified needs both as an immediate response to current needs and as an ongoing program of maintenance and renovation.

**Policy 3: Design new construction in the Complex to develop a sense of "campus", utilizing consistent design themes and materials, and maintaining the Capitol as the focus of Complex development.**

**Policy 4: Encourage office-related and non-office uses in the same structure when possible and appropriate, in both new and rehabilitated buildings.**

- Actions:
1. Provide spaces in new State office buildings for such options as cafeterias and other related non-office functions.
  2. Provide for development of appropriate commercial support services for new buildings.

**Policy 5: Develop a mechanism for continually evaluating State office needs and for coordinating the updating of the Master Plan to reflect these needs.**

- Actions:
1. Develop, through the Office of Facilities Planning, a data bank of State agency information regarding currently available space and departmental growth potentials.
  2. Establish office space assignment by function, (e.g., legislative, administrative, judicial, etc.) and implement a phased program of space assignment changes as added space becomes available.
  3. Allocate, assign, or construct space to meet the growth needs of individual departments, thus optimizing the State's capital investment program over the long term.

## LAND USE

**Objective:** To establish patterns of land use in the Capitol Complex which are responsive to the goals of the Master Plan, which provide for flexibility in meeting future State needs, and which protect the State's long-term development intentions without inhibiting that development process.

**Existing Conditions:** The Capitol Complex and the Governmental Mall have been described in the first section of this document. The previous use of land has been typified by the development of vacant land as surface parking lots until further plans for those sites could be formulated. However, the recent burst of construction activity and development planning has significantly reduced the amount of developable land within the Complex.

**Recommendations:** The recommended approach to accomplishing the land use objective is to assure State ownership of sufficient Complex area land to provide office space to meet the State's short and long term needs. Acquisition of land contiguous to existing State lands protects the State's long-term interest in the use of the area; identifying the State's needs (for office space, transportation and parking facilities) for the next ten years permits a construction program to be planned to meet those needs.

**Policy 1: Coordinate the land development plans for the Capitol Complex with the City of Phoenix to assure that the long-term best interests of the State and the community are met.**

Actions: 1. To assure that there is agreement on future development plans within the Capitol Complex, a method of formally coordinating the Master Plan with the City's plans should be developed.

**Policy 2: Assure that the impacts of State land acquisition and construction programs on local neighborhoods are evaluated, and that potential adverse impacts on the neighborhood serve as the reasons for generating changes in those programs.**

**Policy 3: Develop and maintain a plan for the use of each parcel of the Capitol Complex. The plan should be flexible and amenable to change over time.**

Actions: 1. Clarify, update and modify the Recommended Land Acquisition and Construction Program Map as a working guide to reflect the continuing evolution of planning and actual development accomplished.

2. Establish a mechanism for modifying this Map that includes the input of all affected State agencies and the Legislature.

## TRANSPORTATION

**Objective:** To develop strategies, patterns, and systems of movement, into and within the Capitol Complex that will provide adequate mobility, adequate parking, and enhance the area's environment.

**Existing Conditions:** Motor vehicles (automobiles, trucks and buses) dominate the core area's transportation system and adversely affect the area's environment and quality of life with noise, pollutants, pedestrian hazards, and the visual monotony of acres of parking. A major portion of the Capitol Complex is currently devoted to employee parking. The State, as a major employer and land owner in the area, has a responsibility to take action to improve the environment and ameliorate the adverse effects of motor vehicles.

Only an estimated one-sixth of the Capitol Complex work force travels to and from work by means other than the private automobile. Approximately 4-5,000 automobiles, driven by State employees, enter and leave the Complex Area every workday. Tourists and visitors to the Complex are estimated to generate an additional 1-2,000 automobile trips per day. If this current mode of travel continues, 10-12,000 automobiles per day, would enter and leave the area by the year 1990. The majority of automobiles driven by State employees are parked in the morning, and remain for eight or nine hours, on surface lots or on the street. There are over 6,000 off-street parking spaces for State employee and visitor automobiles in the Complex. On-street metered parking spaces supplement currently available surface lots.

**Recommendations:** In addition to increasing the number of people parking in the Complex, new construction will reduce the amount of surface parking available. These two elements combine to create a parking space shortage that can be met in two ways. The first is to provide alternative parking sites for those people immediately displaced by construction activities. The second response is to seek to reduce the demand for parking spaces by providing transportation alternatives and by encouraging the use of those alternatives.

**Policy 1:** Significantly reduce the number of automobiles driven into and parked in the Capitol Complex by developing a coordinated program of incentives and actions to encourage State employees to use other than single-occupant automobiles for their trips into the Complex.

- Actions:
1. Encourage the City of Phoenix to provide additional bus service between suburban areas and the Capitol area.
  2. Develop pricing policies for State employee parking spaces which make other alternatives relatively more attractive.
  3. Reserve no-cost parking spaces in State lots adjacent to State buildings for car pool and van pool vehicles.
  4. Provide more State-operated van pools and encourage State employee car pools.

**Policy 2: Improve the environment of the Capitol Complex for workers and visitors by controlling vehicular and pedestrian circulation patterns.**

**Policy 3: Provide alternative parking locations for State employees during and subsequent to new construction activities, and provide parking spaces for future projected demand as needed.**

- Actions:**
1. Construct appropriately sized parking garages at selected locations within the Capitol Complex.
  2. Encourage the development of "park and ride" facilities in the suburbs that will be connected to the Complex by adequate City of Phoenix bus service.

## OPEN SPACE AND AMENITIES

**Objective:** To develop within the Capitol Complex a network of attractive and convenient open spaces and access routes to improve an attractive environment for workers and visitors, and to encourage favorable pedestrian-oriented alternatives for moving about within the Capitol Complex.

**Existing Conditions:** Open spaces can take a variety of forms, from pathways to parks, yards, gardens, plazas and malls. Pleasantly perceived open space areas in the Capitol Complex will transmit an appeal which greatly affects the attitudes of people toward the Complex.

The Capitol Area contains a number of currently undeveloped open spaces such as the proposed Wesley Bolin Plaza area. A few smaller open space areas have been developed within the Complex, and, while many of the streets in the area are tree-shaded and pleasant to walk on, there is no clearly delineated system of pedestrian pathways which encourages foot-traffic throughout the Complex for workers or visitors.

**Recommendation:** There is presently no sense of the "State Capitol" as a complex of public buildings and spaces linked together in an organized fashion. Master Plan implementation should include a system of street pathways combining a pattern of courtyards, small parks, landscaping, and street furniture, thus reinforcing the existing spaces by connecting them to one another. A unified system of "signage" would also enable office buildings, visitor parking areas, and significant landmarks to be easily located. The traditional public forum at the base of the Capitol will be greatly augmented by the development of the Wesley Bolin Plaza into a pedestrian-oriented outdoor gathering space.

**Policy 1:** Connect existing and future open spaces by a network of pleasantly landscaped paths to permit easy and enjoyable pedestrian access to all spaces and offices.

**Policy 2:** Rehabilitate existing open spaces to make them more serviceable and accessible to the public.

- Actions:
1. Pursue funding for beautification projects or other special programs which might enhance the atmosphere of the Capitol Complex.
  2. Add landscaping, street furniture, or other design features which will add to the attraction for pedestrian use of the Capitol Complex.
  3. Seek the means to acquire and improve Library Park as an eastern entry point to the Capitol Complex.

**Example:** The Bolin Plaza area, currently unusable as pedestrian space, will become a pleasant rest area with the addition of berms, trees and shrubbery, and furniture to accommodate picnics, exhibits, or just sitting and enjoying a view of the Capitol.

**Policy 3:** Incorporate open space into new and existing buildings as a general design requirement.

- Actions:
1. Design new buildings to include courtyards, plazas, decks, outdoor walkways, and balconies or terraces, all easily accessible to workers and visitors.
  2. Survey existing buildings for unused space which might be opened up to the public or to employees.

**Policy 4: Develop a system for directing people to various focal points within the Capitol Area.**

- Actions:
1. Develop an attractive, consistent system of signage, aimed at both pedestrian and auto traffic, that is easily recognizable from a distance.
  2. Establish a Visitor Information Center at some obvious point, perhaps in the Wesley Bolin Plaza, to distribute maps, transit information, and general guidance for those moving about the Capitol Complex.

**Policy 5: Encourage office space allocation near the Capitol which groups together State facilities of major interest or need to tourists.**

- Actions:
1. Maintain the State Library and State Archives close to the Capitol.
  2. Encourage the use of lobbies or other spaces in the immediate area for museum-type exhibits.
  3. Locate offices that might serve the needs of tourists or the general public on the ground floors of office buildings.
  4. Provide for parking tour buses and other tourist vehicles in a way which provides easy tourist access to Capitol Complex activities or points of interest.

## RELATIONSHIP TO LOCAL PLANS

**Objective:** To assure the integration of planning and development efforts in the Capitol Complex with the activities of all appropriate local government agencies.

**Existing Conditions:** The State's acquisition of the bulk of the property in the Capitol Complex has substantially solidified the concept of the Governmental Mall, although it is not often clear which government jurisdiction (City or State) is responsible for the area.

The State's activities have a major impact on the metropolitan Phoenix area: as an employer, as a property owner, as a landlord, and as an automotive fleet operator. This Master Plan Update is being developed as a part of a program to rationalize State policies towards the location and use of facilities in the Capitol Complex area. To accomplish this will require cooperation and coordination with all appropriate local government agencies and public service entities.

**Recommendations:** The coordination of the planning efforts by City, County, and other local public service jurisdictions, with the State's activities is essential. The Plan, as it exists in this document, has been developed with limited policy direction from the Governmental Mall Plan, which is largely in need of updating. As this Master Plan is reviewed by other agencies, each will be able to understand the State's needs and intentions. Hopefully, this Plan Update will provide the impetus for updating the Governmental Mall Plan. Then, as the Mall Plan is modified, and concepts redefined, closer coordination between agencies will assure that concept modifications are feasible for them.

**Policy 1:** Establish a single State agency to function as the "master developer" for the Capitol Complex, thus assuring the involvement and understanding of the Legislature in the development process.

**Policy 2:** Coordinate the State's on-going Capitol Complex planning effort with all affected local governmental bodies, to assure an optimum amount of integration of the planning activities which affect the State and on which the State's actions have an effect.

**Actions:**

1. Work closely with the City of Phoenix in the integration of the Master Plan with the City's downtown planning efforts.
2. Work closely with the City of Phoenix Regional Transit Section to develop an approach for expansion of mass transit alternatives to meet the needs of the State's employees over a period of time, and seek the means to assure sufficient ridership to support that expansion of mass transit.

**Policy 3:** Coordinate the provision of public services to the Capitol Complex with appropriate agencies and jurisdictions.

## ENERGY USE

**Objective:** To assure that the evolution and development of the Capitol Complex accomplishes an increase in the intelligent and efficient use of energy resources, existing structures, and land within the Capitol Complex.

**Existing Conditions:** The State's activities in the Complex have a significant impact on the overall energy use in the area. As landlord and tenant, as employer, as automotive fleet operator -- the energy consequences of the State's operations are many. One of the principles of this Plan is that, in the development of approaches to each element of the project (offices, transportation, etc.), energy conservation must be a design and policy criterion. Although each program element in the plan already deals, at least implicitly, with energy use, the overall policies regarding energy are stated here to assure a specific focus on the need for reduced use of non-renewable energy resources, and increasing intensification of construction density within the Complex.

**Policy 1: Improve the efficiency of energy use in the State's offices in the Capitol Complex through continued improvement in operating methods and standards, through energy-wise design of new office buildings, through energy-oriented rehabilitation of existing office buildings, and through training programs for State employees.**

- Actions:
1. Inform, educate, and motivate State employees regarding the need for energy conservation and for compliance with voluntary energy conservation programs.
  2. Pursue further cost-effective reductions in energy usage in State buildings by such measures as control of interior lighting levels, use of sun screens or reflective coatings, and modifications to the heating and air conditioning systems.
  3. Incorporate the energy performance of buildings as a major component of planning for construction of new offices and rehabilitation of existing offices, including the use of solar technology where appropriate.
  4. Initiate installation of equipment to monitor performance and actual energy usage by activity in each building, thereby providing better accountability of energy use.

**Policy 2: Improve the energy efficiency of the State-related transportation activities within the metropolitan Phoenix area.**

- Actions:
1. Encourage ride-sharing or other multiple-person vehicle use for employee commuting.
  2. Improve energy efficiency of State fleet vehicles through revision of vehicle procurement and operating policies.
  3. Provide attractive and workable alternatives to single-occupant vehicles in the "core area", and promote policies which encourage car pools, mass transit and pedestrian movement.

**Policy 3: Examine the potential for reevaluation of city building height limits within the Governmental Mall area to provide for taller, more efficient office structures.**

# **Plan Implementation**

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**Carrying Out the Plan**

## CARRYING OUT THE PLAN

The process of carrying out the Capitol Complex Master Plan at the State level will be a long developmental activity requiring coordination between State administrators and the Legislature. The Recommended Land Acquisition and Construction Program which is presented in this document will be modified over time by the Facilities Planning Office, Department of Administration, to reflect changing needs and priorities. The specific development proposals in the Plan extend only into the immediate future (the next five to ten years), with the expectation that, as development activity proceeds, the Plan will be updated and modified.

### Administration

A key to the success of the Master Plan will be its effective administration. In this context, "administration" consists of the following elements:

1. Performing the developer's role of making the development activity of the entire Plan "happen".
2. Performing the coordination and liaison function between the Capitol Complex development activities and the rest of the State government.
3. Updating the Plan and reporting to the Legislature on progress being made.

The role of developer for the Capitol Area is a function essential to making the Plan a workable guide for development in the Complex. The role entails performing a variety of functions including; construction financing, construction management, property management, planning, project management, and design review. A single development office with direct operating responsibility for Master Plan implementation assures consistent response to the recommendations and policies in this Plan document.

It is recommended that the Office of Facilities Planning have responsibility for administering and updating the Master Plan and for coordinating the implementation of Master Plan policies within the State government.

Coordination and liaison between Capitol Complex development activities and the rest of the State government are critical to the efficient functioning of the entire Plan program. Although a number of innovations or changes in State procedure are suggested by the Plan, it is expected that these can be implemented through existing channels of State government. The role of the Office of Facilities Planning will be to facilitate integration of these activities into the appropriate existing organizations in State government.

In addition, the Office should perform the administration of the Plan itself; updating it, reporting to the Legislature as required, providing design oversight for development projects, maintaining control over land uses within the Capitol Area. It should serve as the policy review checkpoint for the developmental activities within the Complex.

## Financial Management

The financial implications of the Capitol Complex Master Plan can be divided into two traditional categories: capital expenditures and operating expenses. The rationale for the proposed Plan is based on consolidation and ownership of State office space to achieve operating expense reductions. It is more efficient to have State agencies consolidated in centralized office space than to have them situated in scattered locations all over the city. It is less expensive for the State to own the buildings it occupies than it is to lease them from the private sector. Thus, an opportunity is available to obtain long-term savings through a carefully developed building program.

To achieve these long-term savings in operating cost requires an initial capital investment to construct buildings proposed in the Capitol Complex. The projected budgets for the proposed office construction program are given in the following sections of this Plan document. The capital for the first of the buildings to be built in the Capitol Area has already been appropriated, and several other appropriations are proposed for fiscal year 1980-81. It has been traditional to finance State office buildings with direct capital outlay appropriations from the State's General Fund, so that no future obligation exists for the retirement of debt or payment of debt service. Whether or not this will be the case in the future depends on the State's other financial obligations, and some alternative financial mechanisms are briefly described below. However, the proposed amount of office construction seems well within the State's projected capital outlay capability.

Aside from the capital costs of State office construction, the Capitol Complex Master Plan will require a capital investment for the construction of parking facilities, for rehabilitation of existing State office space, and for development of aesthetic infrastructure improvements such as the Wesley Bolin Mall. Given the current State funding structure, few sources of capital exist other than the General Fund, to meet those needs, and financial flexibility is limited at this time to meet the needs, priorities, and conditions which may develop in the future. Several capital financing alternatives are presented below.

1. **Direct Capital Outlay Appropriation.** Capital outlay funds are appropriated from the State's General Fund as part of the annual budget. There is no direct cost of capital, since the funds are from current revenues, although the "opportunity" cost of other expenditures which must be foregone does represent an economic cost to the State. This has been the financing procedure used for construction of all State office buildings.

2. **General Obligation Bonds.** General obligation bonds are tax-exempt bonds backed by the full faith and credit of the State, which may be used for any purpose approved by the voters of the State. The cost of capital is the interest rate for tax-exempt bonds, plus certain administrative costs. This method of financing is not likely to be used for the types of activities envisioned in this Plan.

3. **Revenue Bonds.** Revenue bonds are tax-exempt bonds secured by revenues from the project being financed and not otherwise obligating the State. Such bonds might be issued by a joint powers authority, a State building authority, a city parking authority, a non-profit corporation, or a similar public entity which serves as the owner/developer of the facility being constructed. The revenues to back the bonds come from a long-term lease-purchase or straight lease agreement with the State for the use of the facility. The cost of capital is slightly higher than that for

general obligation bonds. This method of financing has been used extensively for construction of parking facilities and occasionally for office buildings and other facilities.

**4. Lease-Purchase Agreements.** This financing mechanism provides a means for the State to pay for the facility over the long term of the lease, at the end of which the facility becomes the State's property. The actual source of capital is private financing to the private developer/lessor of the facility. A long-term lease by the State serves as the security for the developer's financing, as in the case of the revenue bonds. The cost to the State is higher for several reasons: the developer pays a higher interest rate than the tax-exempt bond rate and the developer has to earn a return on his equity, and the facility stays on the local property tax rolls.

As indicated above, the appropriateness of each of these financing mechanisms will need to be evaluated for each specific future project and in light of the other needs and priorities of the State at the time.

The operating budget for Master Plan administration will be developed within the Department of Administration's annual operating appropriation as required. The principal costs of operations will be for staff to perform the functions indicated in the Administration section of this document. There may be specific costs for initiating new programs, but it is expected that the ongoing costs of such programs would be incorporated into the operating budgets of an appropriate department of State government. There may also be costs for supporting public amenities, but it is expected that these may be offset by rental revenues from agencies in the Capitol Complex.

## **Legislation**

To provide the legal basis for the Plan, several legislative program considerations are recommended to support the development intent of the Plan:

1. Adoption of the Capitol Complex Master Plan as the official Arizona State Plan for the development of State facilities in downtown Phoenix.
2. Provision for the continued evaluation and updating of the recommended development program for the Capitol Complex, consistent with the objectives stated in the Master Plan.
3. Establishment of authority for funds collected from the Capitol Complex properties to be applied in full to operation and upgrading of the area, and for the use of those funds to implement all of the policies covered by the Master Plan.
4. Authorization for the State to enter into long-term ground leases for parking garage sites in the Capitol Area, for the purpose of lease-purchase of parking garages on those sites.

LEASE INFORMATION  
1979-80  
STATE OF ARIZONA

Agencies	Location	Square Footage	Annual Rent	Price Per Sq. Ft.
D.E.S.	Phoenix Only	152,801	\$ 667,470.48	\$ 4.36
All Agencies	Phoenix Only	347,510	2,792,404.28	8.03
" "	Mesa - Chandler Scottsdale - Mesa - Guadalupe	59,431	259,945.60	4.37
" "	Yuma Area	9,527	53,312.20	5.59
" "	District I	419,914	3,359,553.88	8.00
" "	Tucson Only	157,178	1,027,110.38	6.53
" "	District II	202,951	1,128,320.10	5.55
" "	District III	53,263	147,595.00	4.33
" "	District IV	7,672	21,311.00	4.32
" "	District V	25,847	85,610.00	3.62
" "	Flagstaff	14,803	75,869.88	2.34
" "	District VI	22,066	101,678.92	2.60
" "	District VII	19,038	52,616.00	4.34
" "	All Districts	765,554	4,901,038.78	6.40