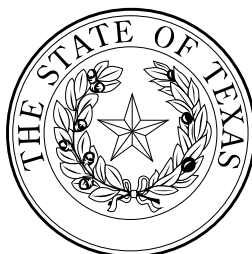


# State Preservation Board

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**Staff Report**



## **Texas Sunset Advisory Commission**

**1996**

## TEXAS SUNSET ADVISORY COMMISSION

### Membership

Representative Patricia Gray, Chair

Senator Ken Armbrister, Vice-Chair

Representative Fred Bosse

Senator J.E. "Buster" Brown

Representative Allen Hightower

Senator Frank Madla

Representative Barry Telford

Senator David Sibley

Mike Sims, Public Member

Dr. Isabella Cunningham, Public Member

Joey Longley  
Director

In 1977, the Texas Legislature created the Sunset Advisory Commission to identify and eliminate waste, duplication, and inefficiency in government agencies. The 10-member Commission is a legislative body that reviews the policies and programs of more than 150 government agencies every 12 years. The Commission questions the need for each agency, looks for potential duplication of other public services or programs, and considers new and innovative changes to improve each agency's operations and activities. The Commission seeks public input through hearings on every agency under Sunset review and recommends actions on each agency to the full Legislature. In most cases, agencies under Sunset review are automatically abolished unless legislation is enacted to continue them.

**STATE PRESERVATION BOARD**

**SUNSET STAFF REPORT**

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# **REPORT SUMMARY**

# Report Summary



The State Preservation Board (SPB) is responsible for restoring, preserving, and maintaining the Texas State Capitol, the Capitol Extension, the 1857 General Land Office Building, their contents and their grounds. Over the past 13 years, SPB has been managing the extensive restoration, renovation, and construction efforts in the Capitol Complex. These efforts have resulted not only in technologically-advanced buildings for executive and legislative officials and their staffs, but also in the remarkable revival of a historic landmark. For these reasons, the Capitol Complex is now visited by a growing number of tourists, nearly 1.5 million a year. As of January 1997, when the restoration of historic Capitol grounds are scheduled for completion, SPB's major restoration and construction responsibilities will be fulfilled. At that time, SPB will focus primarily on continuing preservation and maintenance duties, as well as on providing services to Capitol visitors and occupants.

SPB was initially scheduled for Sunset review in the 1994-1995 biennium. At that time, Sunset staff conducted an abbreviated review and determined that SPB's primary purpose — to restore and renovate Texas' historic Capitol building — was not complete. The Sunset Commission recommended to the Legislature that the Preservation Board be continued for two years. The Legislature delayed the review allowing SPB time to complete the Capitol restoration and make a transition from construction/restoration project management to preserving and maintaining the Capitol Complex.

In the current Sunset review, Sunset staff first evaluated the need to continue the Preservation Board. A key aspect of our work was our contact with staff of the Leadership — the Governor, Lieutenant Governor, and Speaker. Feedback from their staff indicated that SPB has fulfilled a critical role and that general support exists for the current agency. Staff reviewed the agency's developing responsibilities and looked for ways to improve the daily management of the Capitol Complex. We focused on the coordination between SPB and other agencies with direct interests in the Capitol to help ensure that the needs of all the people using and visiting the Capitol Complex are met. Staff also considered the need to continue and reinforce the public's role in determining the operations of the Capitol so all Texans can continue to enjoy the newly restored seat of government.

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*Contact with staff of the Leadership indicated support for the current agency structure.*

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## Review Activities

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In conducting the review the Sunset staff:

- Worked with SPB staff — executive management as well as division staff responsible for day-to-day operations;
- Worked with the offices of all the Board members including the Governor's Office, the Lieutenant Governor's Office, the Speaker's Office, the Chair of the Senate Administration Committee, and the public member;
- Received agency input from the Texas Historical Commission, the General Services Commission, the Department of Public Safety, and the Capitol Information and Guide Service;
- Toured the Capitol, the 1857 General Land Office Building, the Capitol Extension and their grounds;
- Accompanied SPB staff on construction reviews and inspections of approved public uses of the Capitol Complex; and
- Researched the efforts of other states in restoring and preserving their Capitols.

## Results

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### 1. Continue the State Preservation Board for 10 Years.

The construction and renovation of the Capitol Complex required a \$187 million investment that should be protected. The contents of the Capitol are irreplaceable artifacts of Texas history and require special attention to ensure they can continue to be enjoyed by the public. The Capitol Complex is also a thriving office that must meet the contemporary needs of legislators, their staffs and the numerous other state agencies and officials that work in the Capitol Complex. A single agency is needed to coordinate the many uses of the Capitol Complex and protect the state's investment.

***Recommendation:*** Continue SPB for 10 years so it can be reviewed in the future with related agencies. In addition, as a management action, SPB should clearly define and formalize its working relationships with other agencies and establish advisory committees to provide input on major building management issues, policies and concerns.

## Fiscal Impact Summary

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The recommendation to continue the State Preservation Board would require its annual appropriation of approximately \$1.4 million to continue.

**ISSUE**



# Issue 1



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## Continue the State Preservation Board for 10 Years.

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### Background

By the early 1980's, the Texas State Capitol had deteriorated to the extent that it had lost many of its historic architectural features and posed safety hazards to its occupants. Restoration and preservation efforts became critical to retaining the Capitol's historic qualities for future generations. Thus, the Legislature created the State Preservation Board (SPB) in 1983 to restore, preserve, and maintain the State Capitol, the 1857 General Land Office Building (Visitors Center), and the Capitol grounds. In 1988, SPB determined that additional office space for the Capitol was critical to preservation of the original Capitol building, so in 1989 the Legislature approved the construction of the Capitol Extension.

Although the building restoration and construction projects are basically complete, significant agency staff time is currently spent on managing the Capitol grounds project to restore the historic Capitol grounds to their turn-of-the-century appearance. After the grounds project is complete in January 1997, SPB's primary duties will then shift to ongoing preservation and management of the buildings, contents, and grounds in the Capitol Complex. Preserving the historic qualities of the Complex include activities such as reviewing and approving all changes to the buildings, furnishings, and grounds. SPB also approves and oversees public events in the Complex to ensure that the activities of the event do not damage or restrict access to the buildings.

SPB must not only care for the buildings, but also their contents. Under a statutory directive for curatorial duties, SPB uses museum standards for the care and documentation of the items and maintains a collection of new and historical furnishings, artwork, and artifacts. SPB also acts as a repository for architectural drawings, photo documentation of the restoration, and other information regarding the Capitol. As part of its responsibility as property manager, SPB runs the Visitors Center Gift Shop and the Capitol Extension Bookstore.

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*The Legislature created the Preservation Board at a time critical to retaining the Capitol as an historic structure.*

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SPB also develops and makes available educational materials, events, and exhibits that show and describe Texas Government and the Capitol.

Even though SPB has statutory responsibility for maintaining the Capitol Complex, the Legislature appropriated funds for maintaining the Capitol Complex to the General Services Commission (GSC). As a result, GSC provides maintenance and custodial care for the buildings. SPB has requested in its 1998-99 Legislative Appropriations Request that the Legislature appropriate future custodial and maintenance funds directly to SPB.

In a Sunset review, continuation of an agency and its functions depends on certain conditions being met, as required by the Sunset Act. First, a current and continuing need should exist for the state to provide the functions or services. In addition, the functions should not duplicate those currently provided by any other agency. Finally, the potential benefits of maintaining a separate agency must outweigh any advantages of transferring the agency's functions or services to another agency. The evaluation of the need to continue SPB and its current functions led to several findings which are discussed in the following material.

## Findings

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*Protecting the public investment of \$187 million will prevent another costly renovation.*

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- ▼ **Protecting the immense public investment in the Capitol Complex now is more cost effective than paying later for another costly restoration.**
  - ▶ The Capitol restoration and expansion cost about \$187 million in appropriated funds. The Capitol building and the Visitors Center were restored at a cost of \$116 million; the Capitol Extension was built at a cost of \$63 million; and the Capitol grounds renovation will cost about \$8 million. In addition, approximately 92 percent of all art and antique furnishings have been restored at a cost of about \$2.5 million in donated funds.
  - ▶ Since 1995, protecting the investment of these newly restored buildings and historical artifacts has been accomplished by spending approximately \$1.4 million a year for SPB operations and building repairs, a sum that represents less than one percent of the original amount invested in the restoration.

▼ **The State Preservation Board has gained invaluable knowledge about preserving and managing the Capitol Complex during its 13 years of restoration and construction.**

- ▶ More comprehensive oversight and management of building modifications, changes and repairs are now a primary aspect of effectively managing and maintaining the Capitol. The Preservation Board has a tremendous interest in overseeing any changes made to the Capitol to minimize damage to the historical integrity provided by the recent restoration. At the same time, SPB must balance its interest for preservation against the occupants' need for modern day, functional work environments. As a result, SPB must integrate 400 miles of communications cables and 6,600 telephone and computer jacks with a turn-of-the-century, historic structure.

In its attempt to strike the appropriate balance, the agency reviews and approves an average of 29 building change requests a year (including requests for moving electrical and phone outlets). In fiscal year 1996, the agency made 31 required modifications in response to legislative direction or functional necessity (including additional lighting in areas with vaulted ceilings and the replacement of the Six Seal Medallions on the Capitol exterior). SPB also made 30 emergency repairs in that same time period.

- ▶ The Capitol also requires a more extensive program of maintenance to ensure the longevity of the recently restored building and grounds. Capitol maintenance is different than the maintenance of other state buildings because of the need to preserve the building's historical integrity and unique building materials. For example, the terrazzo tile floors, brass railings, wool carpets, wall and ceiling plasterwork, and wood molding ornamentation must be specially cleaned.

In addition, because of the heavy public use of the buildings, basic custodial care must be more frequent. Maintaining and servicing the major electrical, data, and mechanical systems in the complex, such as the building's heating/cooling and plumbing systems, requires special care to prevent damage to the historic integrity of the buildings. In addition, preventing and repairing the leaks in the Capitol Extension, inherent in a below-ground building, requires expertise.

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*With construction and renovation nearing completion, SPB is now poised to manage and maintain the Capitol building and Complex.*

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- ▶ The Capitol now serves as home to an increasing number of historically-significant furnishing and artifacts. Since 1983, SPB has added nearly 2,000 pieces of original art and artifacts to the Capitol's historical artifact inventory through an extensive effort to identify and re-acquire privately-owned pieces and pieces in the collections of other state agencies. Currently, the Capitol is home to over 3,000 historically-significant artifacts. Because SPB has worked so diligently to acquire these artifacts, it has a keen interest in managing and protecting them appropriately. For the continued responsible management of these valuable state assets, SPB catalogues and photographically documents the antique furnishings and artwork, many of which are original to the Capitol from before the turn-of-the-century.
- ▶ Management of retail services for Capitol visitors and building occupants has also become an important feature in managing the Capitol. The Capitol Gift Shop in the Visitors Center and Capitol Extension Bookstore showed a combined profit of \$110,000 in fiscal year 1996. As a business manager, SPB staff develops gift products that will reflect well on Texas and contracts for the manufacture of those items. Special consideration is given to Texas-made products. For example, last year, SPB negotiated to have Texas inmates manufacture Texas-branded wooden paperweights made from trees removed from the Capitol grounds during the grounds restoration project. In addition to managing the retail stores, SPB also manages the contracts for food and vending services in the Capitol Complex. As part of this responsibility, SPB must maintain all of the equipment in the Capitol Dining Room kitchen.
- ▶ The increased number of visitors with interest in the history and art in the building have resulted in heightened educational efforts as well. For example, SPB is working on developing a self-guided tour brochure for the Capitol and Capitol grounds as well as educational materials for 4th and 7th graders to teach them about Texas history, government, and the Capitol. SPB currently has a curator of education on staff to develop educational materials on the Capitol and provide information on the furnishings and artwork in the Complex. SPB also employs an education coordinator at the Visitors Center.

▼ **No other state agency has the expertise to fulfill the wide range of functions currently being performed by the State Preservation Board.**

- ▶ The responsibilities of the State Preservation Board unify the traditionally separate functions of property and building management with architectural and curatorial expertise. No other state agency integrates architectural, curatorial, and property management functions which together provide a strong basis for balancing the competing interests of building function and historical preservation.
- ▶ Although the General Services Commission has primary responsibility for maintaining most state office buildings, that responsibility has not traditionally required judgments based on the historical significance of those buildings. Without the experience and expertise on staff for making architectural and curatorial decisions, the preservation of the Capitol could not be ensured. In addition, the attention of GSC is divided between 53 state buildings, which would not allow GSC to give the Capitol Complex the specialized attention it requires.
- ▶ Although the Historical Commission has the expertise to make architecturally and curatorially-sensitive decisions about the preservation and maintenance of the Capitol, it does not have the experience or property management expertise necessary to maintain and manage the Complex with numerous occupants whose working needs must be balanced against the historic preservation needs of the buildings.
- ▶ Although GSC and the Historical Commission could coordinate and share responsibility for preserving and maintaining the Capitol Complex buildings, past fragmentation of these functions between agencies caused problems. Before the restoration, maintenance of the building and care of the historical artifacts were not overseen with architectural and curatorial expertise, and the unique materials and historical artifacts in the Capitol were not preserved appropriately for future generations. In addition, changes to the building were made without a thorough review of the necessity, safety, or historical impact of the change. As a result, by 1983, the Capitol was in a neglected state.

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*SPB duties are a unique blend of property and building maintenance with architectural and curatorial expertise.*

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▼ **As the Preservation Board further develops its multi-faceted management and preservation role, some improvements in the area of coordination are needed.**

► The Capitol Complex is home to many agencies, all of which contribute to the daily functioning of the Complex as the seat of Texas government. For example, the Texas Department of Public Safety (DPS), GSC, and the Capitol Information and Guide Service all have Capitol Complex responsibilities. To ensure the smooth functioning of the Complex, SPB has been given broad management responsibilities that necessitate regular coordination with those agencies. However, without clearly defined agreements regarding the relative responsibility and role of each agency, problems and duplication of functions could result. As SPB shifts its role toward managing and maintaining the Complex, documenting and formalizing its coordinated responsibilities with other agencies will become even more important.

► For example, SPB coordinates with DPS on Capitol Complex security services, but because the relationship has developed informally over the years, the relative responsibilities of the two agencies have not been defined. As it stands, DPS has primary statutory responsibility for Capitol Complex security services, and SPB has statutory responsibility for approving any modifications to the building. Thus, the two agencies work together to ensure that security-related building modifications do not unnecessarily damage the buildings.

Recently, however, SPB has taken a more active role in security-related matters that makes a formal agreement more important. For example, SPB is now contracting for security consulting services on its own, and the question arises as to whether DPS will need to sign-off on any changes the consultants recommend. The lack of a formal agreement poses the risk that certain aspects of the security system might not be addressed by either agency because of the lack of clarity.

► Duplication of functions might also become a problem in the future. For instance, SPB has an ongoing successful relationship with the Capitol Guide Service. SPB, as keeper of the historical archives on the Capitol and its contents, advises the tour guides about the history of the different features,

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*SPB needs to improve and formalize coordination with other agencies that have a role in Capitol Complex activities.*

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furnishings, and artifacts in the buildings on an as-needed basis. However, as SPB moves away from managing construction and becomes more involved in developing educational materials as well as self-guided tour brochures, a function currently split between the agencies, duplication might become more of a problem. Both could benefit from a more formalized approach to coordination, including SPB training for the tour guides, if appropriate.

- ▶ In addition, duplication and other problems could result if SPB and GSC do not work out a formal agreement concerning their shared areas of responsibility. Currently, SPB has statutory responsibility for maintaining the building, but GSC receives the funds to maintain the building. Even though this situation has necessitated coordination, GSC and SPB have not executed a formal agreement outlining their separate responsibilities. If the Legislature appropriates the maintenance funds to SPB for the 1998-99 biennium as requested, a formal agreement outlining the responsibilities of the agencies during and after the transition will be very important.

▼ **Because SPB's responsibilities require a wide range of expertise and affect the public's investment in and enjoyment of the Complex, the establishment of advisory committees could be beneficial.**

- ▶ The Board's current mechanism for gathering input on management and policy issues works well, but is limited in scope. The Board, which meets infrequently, uses an informal group composed of board member staff liaisons to discuss Capitol Complex issues with SPB staff. At these meetings, SPB staff briefs the group and gains their input and perspective on the needs of building occupants. The liaisons provide feedback on agency issues to their respective Board members.
- ▶ While the informal working group has served the Board well, SPB should also work to establish advisory committees for the benefit of the Board. SPB has many responsibilities that affect the public and a number of state agencies. In the past, SPB had the benefit of a permanent advisory committee, comprised of the executive directors from a number of related agencies and three public members, that brought public perspective and

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*The Board would be well-served by having input from the public and other related state agencies.*

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building management and preservation experience to the Board at the critical time when the plans for the restoration were being developed. After the design was completed, the permanent advisory committee was abolished by the Legislature in 1995.

- ▶ Although a permanent advisory committee may not be necessary, the Board would still be well-served by having input from the public and from those agencies familiar with particular issues when appropriate, for instance, when major policy decisions regarding the use of the building or prospective rule changes are being discussed. Providing the Board with a way to obtain outside perspective on changes or additions to Capitol Complex policies is especially important given the great public interest and investment in the Complex.

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*The State Preservation Board is most appropriate as the manager of the Capitol Complex and should be maintained.*

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## Conclusion

Without appropriate preservation, maintenance, and management efforts, deterioration of the newly restored and constructed Capitol, Visitors Center, Capitol Extension and grounds would be inevitable. As a result, the immense \$187 million public investment in the restoration and construction would be jeopardized. To prevent this deterioration and to secure the taxpayer investment, SPB puts forth considerable preservation, maintenance, and management effort. The agency reviews and approves any changes to the buildings and oversees their proper execution. SPB reviews and approves events and ensures that during the events no damage is done to the buildings or artwork. With its professional curatorial staff, the agency manages and protects the large collection of historically important artwork, artifacts, and furnishings. Finally, it manages the retail outlets and contracts for food and vending services in the Complex.

No other agency has the expertise to manage these diverse functions. Neither GSC nor the Historical Commission have the requisite experience with both property management and preservation. In addition, because SPB has been given such broad responsibilities, the Board could benefit from formalizing its relationships with other state agencies and by periodically using advisory committees. In that way, SPB can ensure that all responsibilities have been addressed, and at the same time, ensure that the Board can access additional perspective and outside opinion on Capitol Complex policies when appropriate.



## Recommendation

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### Change in Statute

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- **Continue the State Preservation Board for 10 Years.**

The Sunset Commission delayed the review of SPB for two years, from 1994 to 1996, to better evaluate the need for the agency after completion of the restoration. This recommendation would continue the Board for 10 years rather than the standard 12 years, resulting in a Sunset date of 2006, so that SPB's Sunset date is realigned with the Sunset dates of the Texas Historical Commission, the Texas State Libraries and Archives Commission, and the Texas Commission on the Arts, as originally scheduled.

Preservation efforts serve the long-term cost-effective goal of attempting to prolong the future need for restoration work that has proven so costly. Without preservation efforts, the Capitol could quickly deteriorate into its pre-restoration state — a visual disappointment as well as a safety hazard. By continuing SPB, this recommendation would ensure that the needs of visitors, occupants, and retailers in the building are properly managed by one accountable agency.

### Management Action

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- **SPB should more clearly define and formalize its working relationships with other agencies.**

Formalizing its ongoing relationships with other state agencies through memorandums of understanding would ensure that the roles and responsibilities of each agency are clear and understood by both parties. For example, a formal agreement between SPB and DPS would ensure that each facet of security in the Capitol Complex has been addressed. This recommendation would not require the Preservation Board to execute agreements with agencies that it coordinates with only occasionally or for short-term specified services.

- **SPB should establish advisory committees to provide input on building management issues and concerns.**

This management action would encourage the Board to use advisory committees to gain public perspective on the operation of the Capitol, as well as the expertise of other agencies, when major policy decisions regarding the use of the building or prospective rule changes are being discussed. This should provide a flexible and inexpensive way for the Board to use advisory committees when appropriate. For example, the Board could appoint

appropriate public and agency members to short-term advisory committees for specific projects. In this way, the Board could most effectively use the expertise available to it for the long-term preservation of the Capitol Complex buildings and grounds.

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## Fiscal Impact

If the Legislature continues the current functions of SPB using the existing organizational structure, its annual appropriation of approximately \$1.4 million would continue to be required. If the Legislature funds SPB directly for its maintenance responsibilities, an additional appropriation would be required. SPB has estimated that it will need an additional \$3.6 million to take over those responsibilities.

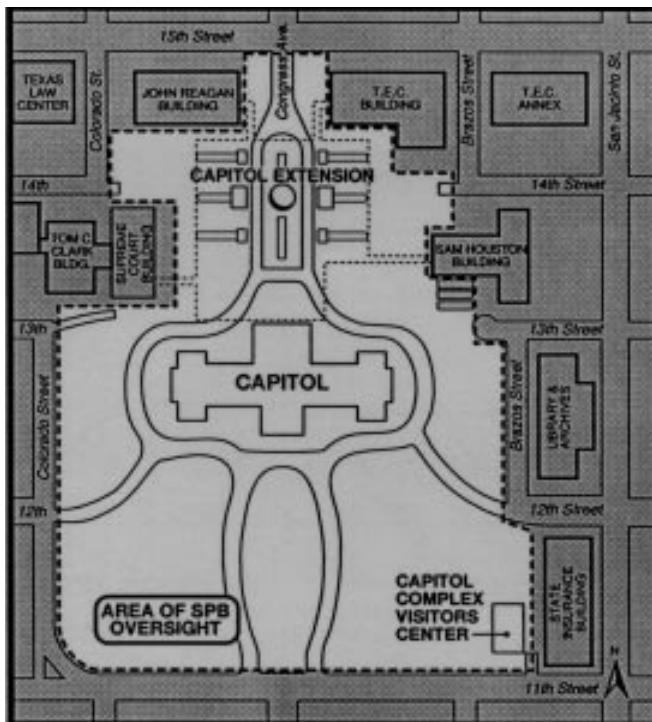
# **BACKGROUND**

# Background

## Agency History

In 1983, the Legislature created the State Preservation Board (SPB) to restore, preserve, and maintain the State Capitol, the 1857 General Land Office Building, the Capitol Extension, their contents, and their grounds. In this report, the term “Capitol Complex” refers to the buildings and grounds for which SPB is responsible, as shown in the illustration, *State Preservation Board Area of Oversight*.

### State Preservation Board Area of Oversight



Since its completion in 1888, the Capitol slowly deteriorated, losing historic architectural features and posing safety hazards. As occupancy grew to twice the intended capacity, modern plumbing, heating, and air conditioning systems were installed and office space subdivided in a patchwork fashion that made the Capitol interior unsafe, crowded, and unsightly.

In February 1983, a fire originated in the Lieutenant Governor's apartment and spread through the structure, severely damaging the east wing of the Capitol. This event led to emergency legislation appropriating \$6 million to the Senate to repair the fire damage and restore the back hall of the east wing. The fire also encouraged the Governor and Legislature to pursue a restoration program for the Capitol and to create the State Preservation Board to administer it.

With the exception of the \$6 million appropriated to the Senate in 1983 to repair the fire damage, the General Services Commission (GSC) maintained, remodeled, and repaired the Capitol before the creation of SPB. The chart, *Capitol Building Responsibilities Before 1983*, shows GSC's and other state agencies' statutory powers and duties regarding the Capitol before SPB was created.

<b>Capitol Building Responsibilities Before 1983</b>	
<b>Agency</b>	<b>Powers and Duties</b>
General Services Commission (GSC)	<ol style="list-style-type: none"> <li>1. Controlled the halls, chambers, and committee rooms while the Legislature was in recess.</li> <li>2. Provided custodial services for the Capitol.</li> <li>3. Responded to changes, repairs, and remodeling requested by the Capitol's occupants.</li> </ol>
Texas State Libraries and Archives Commission	Inventoried and maintained paintings in the Capitol.
Texas Commission on the Arts	Provided advice on matters related to the artistic character of the Capitol, such as acquisitions and remodeling.
Texas Historical Commission and Texas Antiquities Committee	Reviewed the Capitol for historic landmark status.

The legislation creating SPB transferred all powers and duties related to the care, maintenance, and preservation of the Capitol and the 1857 General Land Office Building to SPB from other state agencies.<sup>1</sup> However, GSC still provides maintenance services, the Texas Department of Public Safety provides security, and the Historical Commission annually reports to the National Park Service on the Capitol's status as a National Historic Landmark.

## Policymaking Structure

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The State Preservation Board has three ex officio members and three appointed members. The ex officio members are the Governor, Lieutenant Governor, and Speaker of the House of Representatives. The three appointed members are a Senator appointed by the Lieutenant Governor, a Representative appointed by the Speaker, and a citizen appointed by the Governor. Traditionally, the Lieutenant Governor and the Speaker appoint the chairs of the Senate and House Administration Committees to serve on the Board.

The Board oversees the agency's administration of construction and restoration projects, maintenance and preservation, and adopts rules to guide these responsibilities. Further, the Board awards general contracts for design, construction, and preservation. The statute requires the Board to review building changes requested by the occupants. In practice, the Board has delegated this power to the agency's Executive Director, except for major changes to the building, to the master plan, or to rules and policy.

Originally, the statute called for the Board to establish a Permanent Advisory Committee to make recommendations concerning the design and construction of the Capitol.<sup>2</sup> Since the restoration of the Capitol, the 1857 General Land Office Building, and the Capitol Extension have been completed, the Permanent Advisory Committee was no longer necessary and was abolished.

SPB has since established an informal advisory group composed of Board member liaisons. This group meets periodically to discuss issues related to SPB operations. The primary purpose of the group is to keep the Board advised about ongoing SPB projects.

SPB maintains one advisory committee, the Collections Review Advisory Committee. This committee advises the curatorial staff in choosing and purchasing art and artifacts for the buildings in the Capitol Complex.

### *THE MASTER PLAN AND CAPITOL PROJECT*

The statute required SPB to develop a 20-year master plan for restoring the Capitol and the 1857 General Land Office Building to their original architecture. The master plan was intended to serve as the foundation for all efforts to maintain, preserve, restore, and modify the Capitol and its grounds.

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*State Leadership -  
the Governor,  
Lieutenant  
Governor, and  
Speaker serve as  
members of the  
Preservation Board.*

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In December 1989, SPB approved the master plan for the Capitol, which included construction of an underground extension to increase office and parking space without obstructing the north view of the Capitol.

To accomplish the construction and restoration projects, the master plan set 12 program goals, which are listed in the chart, *Master Plan Program Goals*.

<b>Master Plan Program Goals</b>
1. Preserve Texas' heritage as symbolized by the Texas State Capitol.
2. Provide a safe working environment in the Capitol.
3. Preserve the structural integrity of the Capitol.
4. Make the Capitol a functional seat of state government.
5. Place any new construction underground.
6. Restore the Capitol to its original grandeur.
7. Begin exterior work as the first step in the restoration sequence.
8. Concentrate on establishing four levels of restored space in the interior of the Capitol: <ul style="list-style-type: none"> <li>● Significant historical areas that should be restored to their original form as built in 1888;</li> <li>● Functional significant historical areas, such as the back halls in the east and west wings, that can be subdivided while retaining evidence of their original spatial quality, primarily through the use of glass partitions;</li> <li>● Functional areas, such as legislators' offices, that can be subdivided as needed to provide useful office space; and</li> <li>● Utilitarian areas that are strictly used for building support, such as mechanical rooms, janitor closets, and restrooms.</li> </ul>
9. Integrate all mechanical, electrical, and plumbing systems and services into the building structure with minimal effect on the restored original appearance.
10. Provide natural lighting for offices whenever possible.
11. Create a stable environment in the Capitol with limited change required in the future.
12. Make the Texas Capitol an outstanding national example of historic preservation.

Source: State Preservation Board

The master plan called for the exterior of the Capitol to be restored to its original 1888 appearance and for 11 significant historic areas inside the Capitol to be restored to their original architectural and interior detailing

circa 1888 - 1915. These interior areas include the rotunda and public corridors, Senate and House chambers, original Governor's office, Secretary of State's office, and Legislative Reference Library, and several other historic spaces. The Capitol project is nearly complete with only the grounds restoration remaining. The grounds project is scheduled to be finished in January 1997. Significant dates for the Capitol Complex projects are shown in the chart, *Brief History of the Capitol Restoration*.

*The Capitol project is nearly complete with only grounds restoration remaining.*

<b>Brief History of the Capitol Restoration</b>	
February 1983	Fire extensively damaged the Lt. Governor's quarters and east wing of the Capitol.
September 1983	SPB began operations.
1983-1987	Various repair projects on the Capitol and preparation for full-scale restoration.
December 1988	Project architects for Capitol restoration hired.
May 1990	Excavation of sixty-foot deep hole for the underground Capitol Extension began.
July 1990	Restoration of the General Land Office Building began.
January 1991	Construction of Capitol Extension began.
June 1991	Exterior restoration of the Capitol began.
August 1992	Interior restoration of the Capitol began.
September 1992	Restoration of General Land Office Building completed at a cost of \$3.2 million.
January 1993	Capitol Extension completed at a cost of \$63 million.
February 1993	Exterior restoration of the Capitol completed at a cost of \$10.25 million.
April 1994	General Land Office Building opens to the public as the Capitol Complex Visitors Center.
January 1995	Capitol completed at a cost of \$113 million and fully occupied.
April 1995	Rededication of restored Capitol.
March 1996	Restoration of Historic South Capitol grounds began.
January 1997	Grounds Restoration scheduled to be completed.

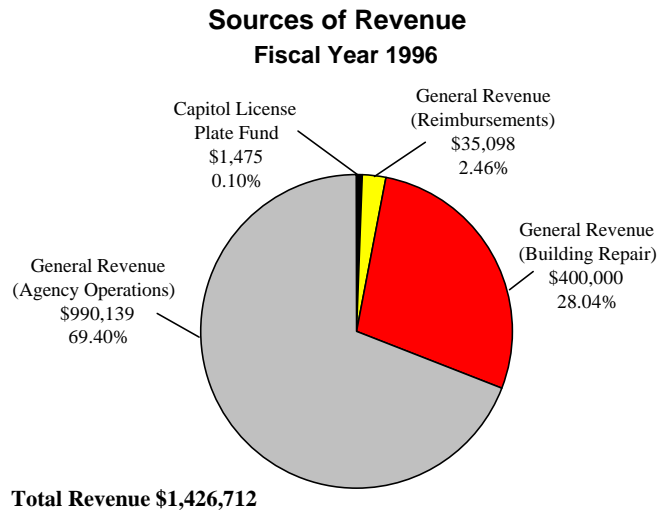
Source: State Preservation Board

## Funding and Organization

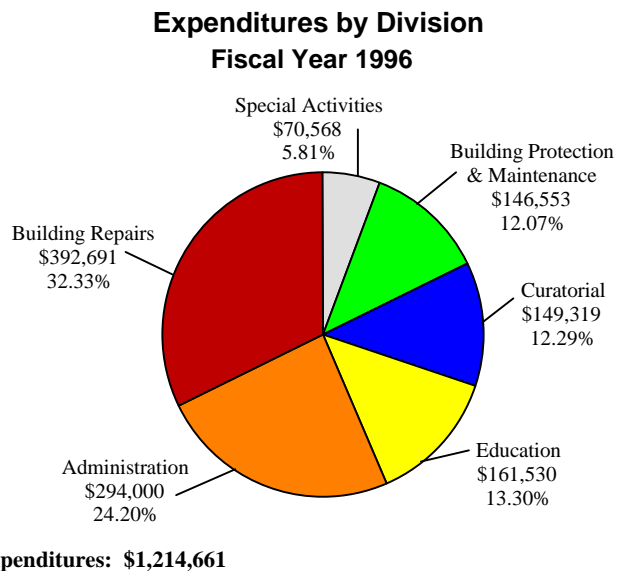
The State Preservation Board receives appropriations from the General Revenue Fund for agency operations and for management of the construction, restoration and preservation of the Capitol Complex. In addition, SPB receives private donations from individuals and groups to be used for furnishing and restoring areas of the Capitol and the 1857 General Land Office Building and grounds.



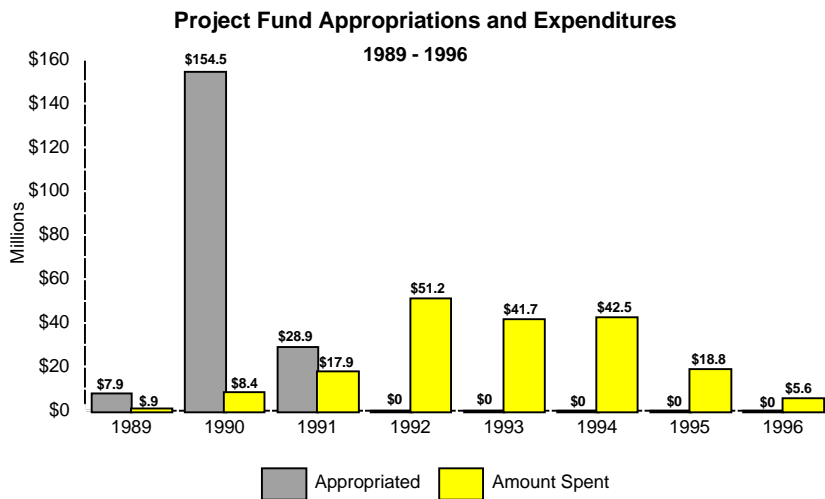
The Legislature appropriated \$1,426,712 to the agency in fiscal year 1996. Of that appropriation, \$990,139 was for agency operations and \$400,000 for building maintenance. SPB also sells photos, blueprints, and plans of the Capitol. Those revenues are deposited in the General Revenue Fund and are appropriated back to SPB. The chart, *Sources of Revenue — Fiscal Year 1996*, shows that agency operations were supported primarily by general revenue.



The State Preservation Board spent a total of \$1.2 million in fiscal year 1996 — \$539,244 on building repairs and \$675,417 on agency operations. The chart, *Expenditures by Division — Fiscal Year 1996*, shows the agency’s expenditures by division. The unspent funds were encumbered in fiscal year 1996, but were not spent by August 31, 1996.



During the early part of the restoration project, SPB received large appropriations for the restoration and construction of the Capitol, the Capitol Extension, the 1857 General Land Office building, their contents, and the building grounds. The total cost of the project was \$187 million. The Legislature appropriated these funds exclusively for construction, restoration, and preservation expenses. Funds that were not spent by the end of the fiscal year were rolled forward for use by SPB during subsequent fiscal years. The chart, *Project Fund Appropriations and Expenditures, 1989-1996*, shows the appropriated funds and total expenditures for construction, preservation and restoration efforts undertaken by SPB since 1989.



The chart, *Project Budgets and Expenditures - Fiscal Years 1989-1996*, shows that as of the end of fiscal year 1996, SPB had spent \$186,922,237 for the restoration of the Capitol interior, exterior, and grounds, and the construction of the Capitol Extension, leaving it with approximately \$4,174,794 to finish the Capitol grounds project and pay for any unanticipated costs.

An additional source of project funding was authorized in 1989 when the Legislature established the Capitol Trust Fund to hold private contributions for furnishing and restoring areas of the Capitol and the 1857

Project	Budget	Expended	Description
Capitol, Capitol Extension, General Land Office	\$185,100,594	\$184,313,672	Project was completed January 1995.
Grounds	\$6,783,359	\$2,608,565	The grounds include the following: The Great Walk, sidewalks, curbing, paving, striping, irrigation, security lights, historic lighting, fencing, monument restoration, new trees, tree maintenance, signs, and new fire protection.
<b>TOTAL</b>	<b>\$191,883,953</b>	<b>\$186,922,237</b>	

General Land Office building. Currently, the Capitol Trust Fund has over 51 separate accounts that hold private donations as well as revenues from the Visitors Center Gift Shop, the Capitol Bookstore, the Capitol cafeteria, and Capitol equipment and events fees. SPB's statute gives it the authority to spend these funds without an appropriation from the Legislature.<sup>3</sup> However, the funds are restricted by statute and donors for specifically designated purposes. For example, a donor may give SPB \$30,000 to be used only for art purchases. Those funds would be placed in a separate account in the Capitol Trust Fund to ensure they are used appropriately.

The Comptroller's Office invests and manages all donations at the Safekeeping Trust Company. The chart, *Capitol Trust Fund, Donations, Income, and Expenditures, Fiscal Years 1991-1996*, shows the amount of donations and income deposited to and expended from the Capitol Trust Fund since 1991.

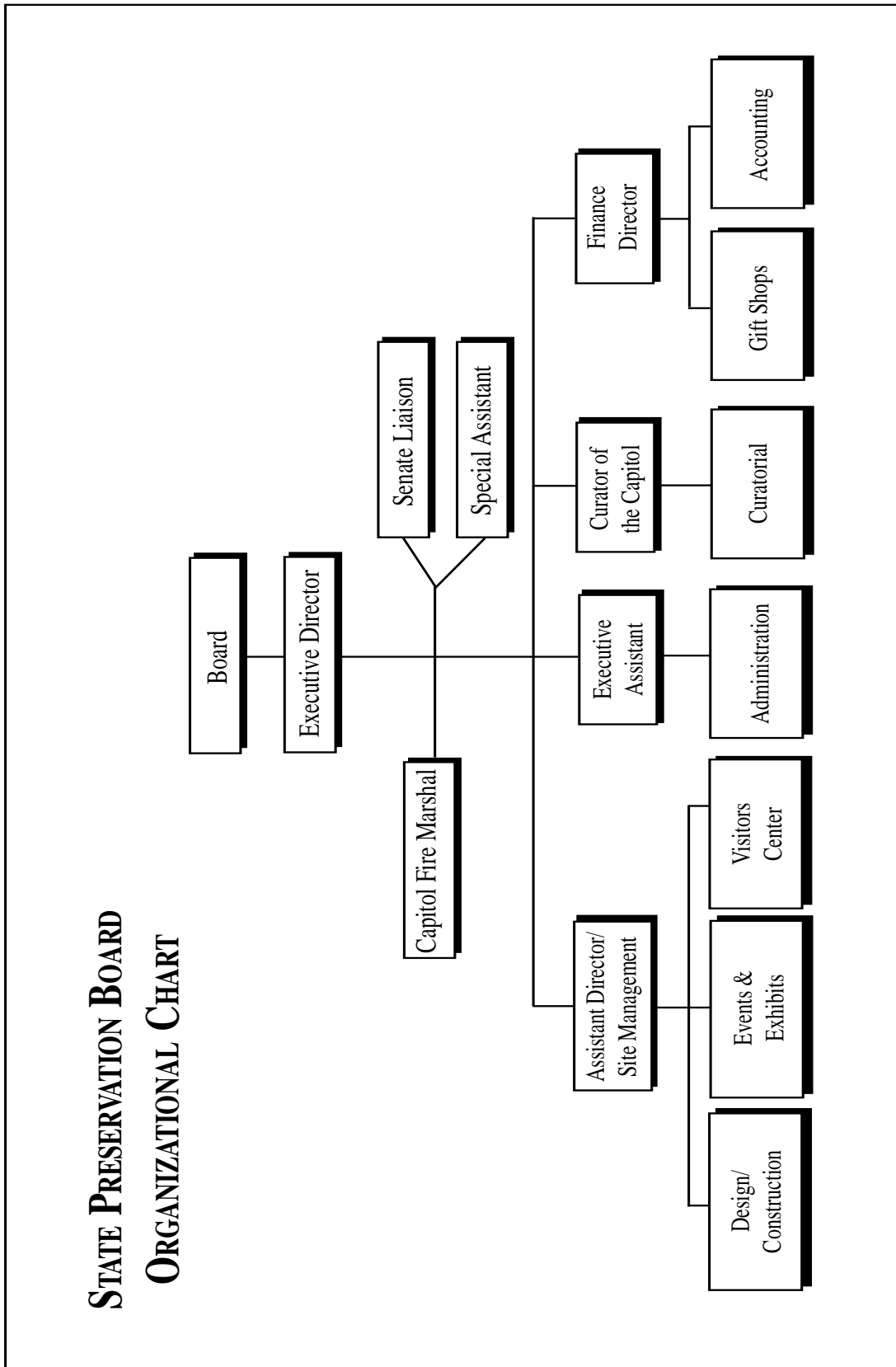
<b>Capitol Trust Fund Donations, Income, and Expenditures Fiscal Years 1991 to 1996</b>			
<b>Year</b>	<b>Total Income and Donations</b>	<b>Total Expenditures</b>	<b>Annual Balance</b>
1991	\$3,675	\$3,675	\$0
1992	\$10,403	\$9,903	\$500
1993	\$472,376	\$153,382	\$319,494
1994	\$1,835,082	\$686,978	\$1,467,598
1995	\$2,772,359	\$1,773,897	\$2,466,060
1996	\$851,580	\$1,314,228	\$2,003,412
<b>Total</b>	<b>\$5,945,475</b>	<b>\$3,942,063</b>	

SPB has contracted for over \$190 million of preservation, renovation, and construction goods and services. The agency's use of historically underutilized businesses (HUBs) in 1996 is described in the chart, *Purchases from HUBs, Fiscal Year 1996*.

<b>Purchases from HUBs Fiscal Year 1996</b>	
Total purchases of goods and services	\$7,159,147
Total spent with certified HUBs	\$870,644
Percent spent with certified HUBs	12.16%
Statewide average	15.89%
State goal	30%

The State Preservation Board was budgeted for 30.5 full-time employees in fiscal year 1996 and supports 28 full-time and 4 part-time employees. The organizational structure and allocation of staff among the agency's divisions is illustrated in the chart, *Agency Organizational Chart*.

# STATE PRESERVATION BOARD ORGANIZATIONAL CHART



A comparison of the agency's workforce composition to the state's female and minority workforce goals is shown in the chart, *Equal Opportunity Employment Statistics-1996*.

**State Preservation Board  
Equal Employment Opportunity Statistics - 1996**

Job Category	Total Positions	Minority Workforce Percentages					
		Black		Hispanic		Female	
		Agency	State Goal	Agency	State Goal	Agency	State Goal
Officials/Administration	3	0%	5%	0%	8%	66%	26%
Professional	21	0%	7%	5%	7%	76%	44%
Technical	2	0%	13%	0%	14%	0%	41%
Protective Services	0	N/A	13%	N/A	18%	N/A	15%
Para-Professionals	6	0%	25%	50%	30%	66%	55%
Administrative Support	10	20%	16%	30%	17%	80%	84%
Skilled Craft	0	N/A	11%	N/A	20%	N/A	8%
Service/Maintenance	0	N/A	19%	N/A	32%	N/A	27%

## Agency Functions

Now that the construction and renovation of the Capitol Complex is almost complete, SPB is changing its operational focus from construction management to building maintenance and management. In doing so, SPB must meet the needs of an active office building, a historical landmark, and a tourist attraction.

*SPB's role now is to meet the needs of an office building, historical landmark, and tourist attraction.*

The Capitol Complex houses offices for all state legislators, their staffs, and numerous legislative agencies. Therefore, SPB must support the needs of one of the most technologically-advanced buildings in the country, containing nearly 400 miles of communications cables and 6,600 telephone and computer jacks.

The Capitol complex also serves as a historical landmark, filled with 3,100 priceless pieces of art and artifacts of Texas history. In addition, the Capitol, along with the Alamo, is one of the most popular tourist destinations in Texas, hosting nearly 1.5 million visitors a year.

The State Preservation Board's mission is to restore preserve, maintain, and restore the Texas Capitol, the General Land Office Building, the Capitol Extension, their contents, and their grounds. The agency has developed four strategies to support its mission.

**Complete the restoration of the Capitol, the 1857 General Land Office Building, the Capitol Extension and their grounds.** SPB has worked over the past seven years to build the Capitol Extension, renovate the Capitol, and renovate the 1857 General Land Office Building. Restoration and construction of the buildings is complete, but SPB is currently spending a significant amount of its time managing the restoration of the historic Capitol grounds to their turn-of-the-century appearance. The Great Walk, roadways, fountains, monuments, fences, underground utilities, and landscaping are all being restored or renovated. The grounds project is scheduled to be finished in January 1997.

SPB's Design and Construction Division oversees Capitol construction and renovation efforts. While most of the Capitol restoration project is finished, this division also directs major renovation and design changes.

The Architect of the Capitol originally headed the agency's staff and was responsible for developing and maintaining the master plan. However, in 1991, the Legislature created the position of Executive Director to manage the agency. As a result, SPB has not employed an Architect of the Capitol since 1992.

**Ensure the continued preservation of the historic buildings and protect the state's current investment.** Due to the state's significant investment in the Capitol restoration project, SPB made the continued preservation of the Capitol, the 1857 General Land Office Building, and their grounds one of its major strategic planning goals.

With the construction and restoration phase of the Capitol project basically finished, SPB has changed its focus from construction management to building management. Therefore, SPB spends most of its time making sure the Capitol Complex meets the daily needs of legislators, government staff, and the public.

SPB handles three different categories of building repairs and changes — emergency repairs, required modifications, and building change requests. Emergency repairs and required modifications are immediate repairs necessary to maintain the safety and primary functions of the Capitol. SPB completed 30 emergency repairs and 31 required modifications in fiscal year 1996.

SPB also handles numerous building change requests submitted by legislators ranging from enlarging offices to installing electrical outlets. Since the Capitol is a historical landmark with original structures, walls,

floors and ceilings, even hanging pictures in some locations must be approved by SPB to protect the original structure from being damaged.

SPB has developed guidelines for reviewing proposed building change requests. Representatives and Senators must get approval for building change requests from the Chair of House Administration and the Secretary of the Senate respectively. The House and Senate pay for most building change requests while SPB pays for emergency repairs and building modifications. When the agency receives a request for a change, SPB staff reviews the requests, checks for code compliance, building safety, and historic preservation requirements. Agency staff may provide design work for an approved change and may also oversee the actual construction work. Most building change requests are filed during session years. In fiscal year 1995, SPB reviewed 49 building change requests but received only nine in fiscal year 1996.

In addition to meeting the needs of government business and daily visitors, SPB schedules events and exhibits in the Capitol Complex. These activities are coordinated by SPB staff members who work to ensure that the Capitol complex is properly maintained and preserved during and after these events.

In its preservation efforts, the agency has established a repository of vital information regarding the Capitol. Files include architectural plans and records that describe the building, its mechanical systems, and previous renovations. SPB also maintains documents and photographs on the renovated Capitol complex buildings, contents, and grounds. Information has been organized into building, subject, and biographical files, along with files on individual historical items for historians, preservationists, and architects interested in the Capitol.

GSC provides custodial care and building maintenance responsibilities are currently split between SPB and GSC. Items under warranty that malfunction are investigated by SPB, which works with the responsible contractor to fix the problem. GSC provides all routine maintenance and service. For example, GSC attends to heating and air conditioning equipment as long as only routine service is needed and warranty work is not required.

Long-term arrangements for custodial, maintenance and grounds care for the Capitol have not been formalized since 1993. By statute, SPB is in charge of maintaining and preserving the Capitol Complex. GSC, however, is appropriated the funds to provide the maintenance services.

SPB has requested a change from the current arrangement in its Legislative Appropriation Request for the next budget cycle.

SPB also works with the Capitol Fire Marshal who is responsible for identifying fire hazards in the Capitol and for directing fire safety efforts in the buildings. A formal agreement has been signed between the two agencies.

**Develop and maintain a collection of new and historical furnishings, artwork, and artifacts.** SPB's third strategy is to develop and maintain a collection of new and historical furnishings, artwork, and artifacts. The main objective is to preserve and increase the size of the Capitol collection while maintaining museum standards for the care and documentation of the items. SPB has added nearly 2,000 pieces of original art and artifacts to the Capitol complex.

SPB has expanded the Capitol collection in four ways:

- by finding and returning state-owned items original to the Capitol complex buildings but distributed to other agencies;
- by re-acquiring privately-owned items originally used in the buildings;
- by acquiring historical artwork and other items from the significant period of the Capitol, circa 1888-1915; and
- by making accurate reproductions of original Capitol furnishings for the Capitol interior.

The Curator of the Capitol manages the Capitol Historic Artifact Collection with advice from the five-member Collections Review Advisory Committee, which is composed of history and museum professionals. The historic collection is filled with irreplaceable, original pieces of Texas history, the value of which are impossible to determine exactly. The Curator conservatively estimates the value at \$15 million.

Since 1989, SPB has inventoried over 3,100 items throughout the Capitol Complex. Since 1995, SPB added 50 items to the historical inventory. Restoration of all items in the collection is scheduled for completion by 1999.

**Educate the general public about the restoration and the history of the buildings, their contents, and their grounds.** SPB also seeks to educate the public about the historic nature of the Capitol and the restored 1857 General Land Office Building to increase the public's appreciation and respect for these structures. A major effort in this area has been to use the Capitol Complex Visitors Center (the 1857 General Land Office

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*Although GSC currently provides for maintenance of the Capitol, SPB has requested a change in this arrangement for the next budget cycle.*

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Building) for educational purposes. The Visitors Center, which opened in April 1994, provides educational materials, exhibits, and tours.

The exhibits cover a broad range of topics related to the history of Texas state government, the Capitol building, the 1857 General Land Office Building, and the Capitol restoration project. The Capitol complex is also host to many privately-sponsored exhibits. SPB approves these exhibits, their place, and duration. SPB does not pay to set up or maintain these temporary exhibits.

SPB operates a gift shop in the Visitors Center and the Texas Department of Transportation maintains a Travel Information Desk at the Center that provides maps, brochures and general information for tourists. The Visitors Center Gift Shop and Capitol Bookstore sell Texas-made merchandise and souvenirs from the Capitol. In fiscal year 1996, the gift shop and bookstore made a \$110,000 profit.

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<sup>1</sup> Statutory provisions for the State Preservation Board can be found in Tex. Gov. Code § 443 (Vernon Supp. 1997).

<sup>2</sup> Tex. Gov. Code § 443.008 (Vernon Supp. 1997).

<sup>3</sup> Tex Gov. Code § 443.0101 (Vernon Supp. 1997).

**STATE PRESERVATION BOARD**

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