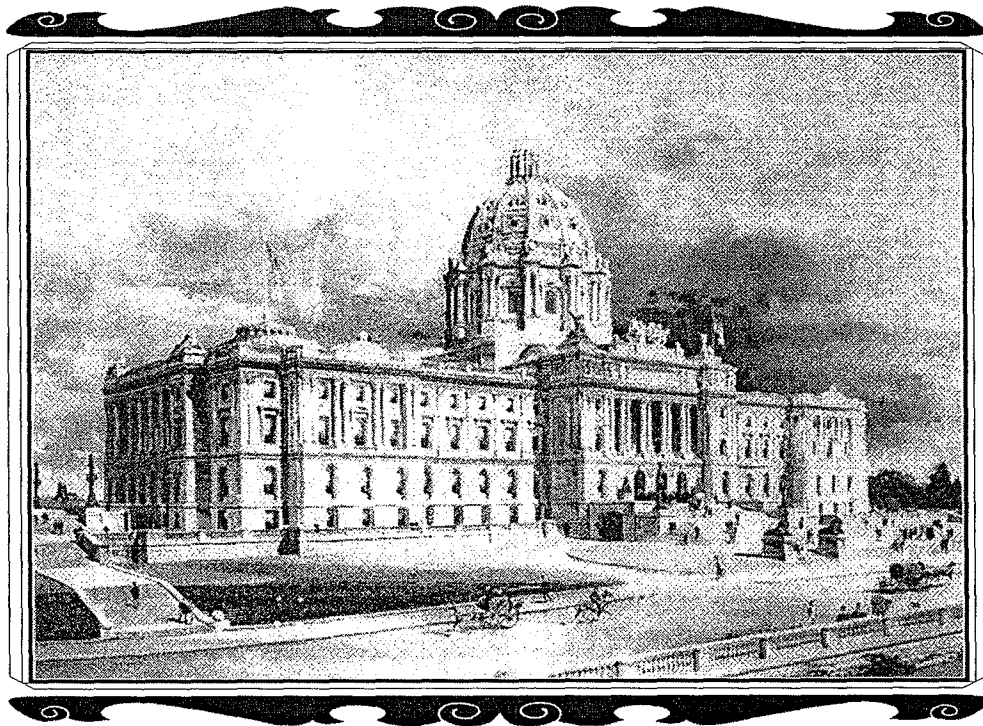


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Capitol Area Architectural and Planning Board

**Biennial Report
2002 – 2003**



"Minnesotans deserve to be proud of their state capitol, which has throughout this century been considered one of the nation's finest. They should be proud too that during the past decade alert citizens and concerned officials have worked together to preserve this outstanding historical monument."

— **The Minnesota Legislative Manual, 1973-1974**
(Saint Paul: State of Minnesota, 1973)

Acknowledgement

The cover photo is courtesy of the Minnesota Historical Society Collection.

This report was prepared by
the Capitol Area Architectural and Planning Board staff.

December 2002

THE VISION

The Vision is for a Capitol Area that is memorable as the symbolic heart of the State, and as a good and responsive neighbor to those who live and work nearby. As the centenary of the Capitol Building approaches in 2005, a clear consensus is emerging to reunite the Capitol Area and the Capital City, so they may enter the next millennium with a shared sense of pride and purpose.

An important difference between the new *Comprehensive Plan for the Minnesota State Capitol Area* and its predecessor is that it treats different parts of the Capitol Area differently, and in some respects, transcends formal boundaries. While the Capitol is acknowledged as a symbol and focus for the Capital City, the area in which it is located is recognized as an integral part of the city and its neighborhood structure.

The realization of this vision requires an understanding of issues that are rooted in past planning principles. The Comprehensive Plan builds upon these past efforts in providing a framework for action by the Capitol Area Architectural and Planning Board in its guidance of the area's development. It sets forth explicit purposes and objectives and emphasizes urban design and development guidelines that make it a useful and productive document.

CAAPB'S MISSION

The Board's statutory authority is to:

- 1) Preserve and enhance the dignity, beauty, and architectural integrity of the Capitol, the buildings immediately adjacent to it, the Capitol grounds, and the Capitol Area.
- 2) Protect, enhance, and increase the open spaces within the Capitol Area when deemed necessary and desirable for the improvement of the public enjoyment thereof.
- 3) Develop proper approaches to the Capitol Area for pedestrian movement, the highway system, and mass transit system so that the area achieves its maximum importance and accessibility.
- 4) Establish a flexible framework for growth of the Capitol Complex buildings that will be in keeping with the spirit of the original Cass Gilbert design.

In 2000, the Board completed a rewrite of its Comprehensive Plan along with the Zoning and Design Rules that ensure orderly development in the Capitol Area.

Capitol Area design and development are guided not only by the *Comprehensive Plan for the Minnesota State Capitol Area*, but also by the *Strategic Plan for Locating State Agencies* (1993) and its Supplement (1995). The latter incorporates and expands urban design principles set forth in the CAAPB plan.

INTRODUCTION: THEN and NOW

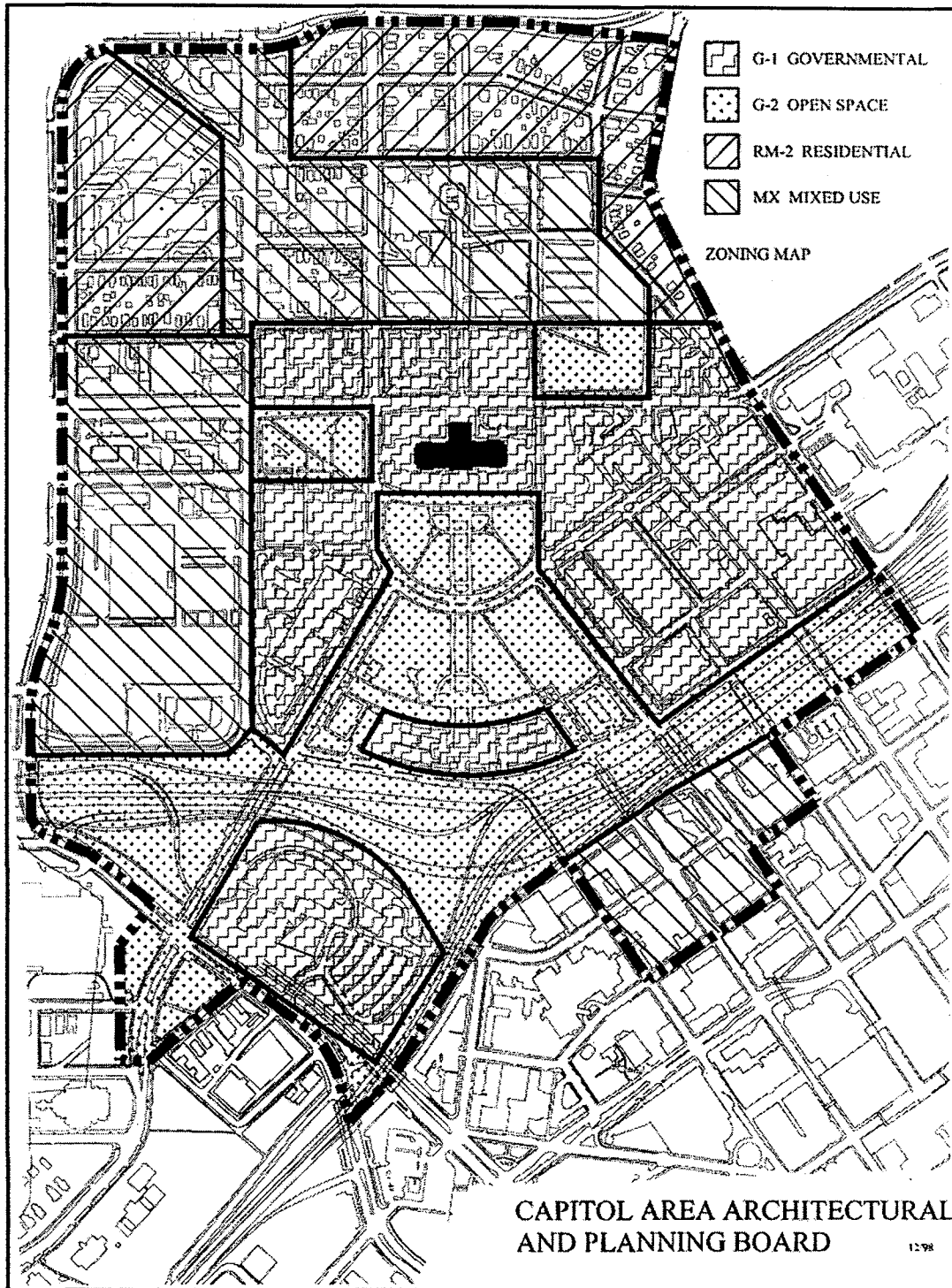
As the Capitol Area Architectural and Planning Board (CAAPB) observed its 35th year in 2002, it was instructive to look backward to the Board's first Comprehensive Plan (1970) and its earliest Biennial Report (1975) and assess what has been accomplished over nearly three-and-a-half decades.

The CAAPB—then a Commission—was established by the 1967 Legislature; one of its statutory responsibilities is to prepare a comprehensive use plan for the Capitol Area. In 1974, legislation was enacted to require the CAAPB to prepare and submit biennial reports to the Legislature and Governor on the status of implementation of the Comprehensive Plan together with a program for capital improvements and site development.

The "visually disunified complex" pointed out in the 1970 plan has not entirely disappeared, but the Capitol Area's appearance has dramatically improved since then. Some of those changes include:

- Redesign of all freeway bridges linking the Capitol Area with downtown Saint Paul.
- Construction of the History Center and the Judicial Center, designs for which were selected through CAAPB-sponsored competitions.
- Capitol Mall development, including memorials, such as the Korean War Veterans and the Woman Suffrage Memorial Garden, that attract hundreds of visitors each year.
- Extensive involvement in development and early implementation of *The Saint Paul on the Mississippi Development Framework*.
- Construction of a new Revenue Department Building with interior/exterior Percent for Art contributions, and an accompanying 900 car parking ramp, developed through a design-build method with extensive cooperation between the Department of Administration and the CAAPB, along with the client agency.
- Since the mid-1980s, \$25 million for exterior restoration, stabilization and limited interior restoration of the Capitol Building that included the dome and lantern, rebuilding exterior terraces, cafeteria restoration, and both chambers.
- Redesign of all campus lighting to improve the safety provided by street lighting with pedestrian-scale lighting along all walkways, and a completely new system of architectural lighting for the Capitol Building with improved effectiveness and efficiencies.
- Completion of the *Minnesota State Capitol Predesign Study* in June 2001, for interior restoration of the Capitol Building.
- Enhancement to the neighborhood north of the Capitol with the development of 25 town homes on the former Lot V.
- Realignment of the future LRT route through the Capitol Area with three station stops servicing state government and the surrounding neighborhoods.
- Preliminary zoning and design review of three new state buildings to be built within the Capitol Area, and a new building for the Saint Paul Housing Authority in downtown Saint Paul.
- Preliminary planning activities with the newly created 15-member Capitol 2005 Commission; public and legislative appointees who are planning for the Capitol Building's Centennial Celebration in 2005.

CAPITOL AREA ZONING



CAPITOL AREA ARTWORK

While applauding the legislative support and hundreds of Minnesota citizens whose gifts have enhanced the attractiveness of the Mall, the Capitol Area Board continues to be concerned about the lack of funding for maintenance of existing artwork, as well as for replacement of landscape materials now in decline.

Recent appropriations have led to completion of the Woman Suffrage Memorial and Korean War Veterans Memorial, as well as work to renovate/restore other artworks on the Capitol Mall: the "Promise of Youth" fountain and pool near the Veterans Service Building, and the statues and environs of the statues of Floyd B. Olson, Knute Nelson, John Johnson, and Charles Lindbergh. With this restoration work complete, the CAAPB and the Administration Department are working to create a long-term funding source for the necessary on-going maintenance of these state assets.

In December 1998, the CAAPB approved a new *Policy for Works of Art in the Minnesota State Capitol*. Based on the authority of the CAAPB's statutes and the Minnesota Historical Society's (MHS) Historic Features of State Capitol, the new policy provides standards and design guidelines for proposed works of art inside the building. The policy establishes a process by which the CAAPB and MHS will review proposed art and determine its compatibility with the existing architectural design and decorative framework of the Capitol. In June 2002, a new plaque titled "Unearthing History" was placed in the Capitol's Rotunda next to the Spanish-American War, 1898 Plaque. The Philippine Study Group of Minnesota (PSGM), using the new policy's guidelines, proposed a new bronze plaque recalling the Philippine-American War, 1899-1902. In thoughtful discussion, MHS and the CAAPB collaborated with PSGM to secure a work of art befitting the Capitol, and PSGM's request of a corrective plaque. To enhance public awareness and concerns for art in the Minnesota State Capitol, MHS is hosting a *Forum on its History and Its Art* in January 2003.

Also scheduled for siting, design and construction for the Mall is a new World War II Memorial, a Firefighters Memorial that would include the existing statue relocated from the Minneapolis/Saint Paul airport, and a Hubert Humphrey Memorial. New initiatives from the public include a proposed Minnesota Workers Memorial, dedicated to the contribution of all those whose work contributes to our society.

Adjacent to the Capitol Area along Marion Street, Western Park has become home to sculpture exhibition and community outreach programs sponsored by Public Art Saint Paul.

CAPITOL AREA DEVELOPMENT

Building off the new Comprehensive Plan and working with Saint Paul Planning and Economic Development, the State, the residents, and others of the North Capitol Area produced a new *Plan for Capitol Heights*. This document will help guide public and private investments in future years, the first of which may be seen in the redevelopment of up to 25 new market-rate town homes on the city property at Como Avenue and Cedar Street, formerly known as "Lot V". This new development provides new housing units, which includes three units finished by Habitat for Humanity as a form of "inclusionary housing". It will also help boost reinvestment in the residential neighborhood surrounding the Capitol Campus, and as such, it represents a wonderful collaboration of the state, city, and local neighborhood in guiding infill redevelopment.

At the same time, the CAAPB has continued to work with the Capitol River Council in downtown Saint Paul and with the St. Paul Design Center on a variety of planning efforts south of the freeway, all in order to provide greater housing opportunities and to improve the quality of life for those who live or work in or around the Capitol Area.

CAPITOL BUILDING RESTORATION

Restoration of the Capitol Building has always been the highest priority for the CAAPB since the Board's inception. A sense of urgency in completing the Capitol restoration—both interior and exterior projects—seems appropriate as the CAAPB, the Department of Administration (DOA), the Minnesota Historical Society (MHS), and other agencies plan for celebration of the Capitol's centennial in the year 2005.

Reflecting that urgency, the CAAPB and Administration officials have worked with the consulting architect for the Capitol, Miller-Dunwiddie Architects, to develop a strategic long-range plan for Capitol Building projects to be addressed over the next decade. In order of priority, the needed projects fall into three general categories: exterior stabilization, updating the building's electrical/mechanical/fire and life safety infrastructure systems, and completion of restoration of interior public/ceremonial areas. Greatly influencing all future restoration work is the advance of technology in a 100-year-old building.

By the end of 2001, all work on the exterior was, for the most part, complete. Next is the pressing need to then proceed on updating mechanical and electrical infrastructure within the building, after which a thorough interior restoration of the building, focused on tenant and public space needs, can occur.

This endeavor is not small...but to postpone it is irresponsible....

Nationally, as state capitol buildings continue to age, sometimes not so gracefully, they continue to serve the need of the citizens and their governments, and many are finding that the bill for deferred maintenance and upkeep has finally come due. A 1999 article in Saint Paul's Legal Ledger (9/7/99 by Glenn Adams) cited over one billion dollars in expenditures or commitments spent nationwide, with millions more to come. Some recent restoration projects to our nation's state Capitol buildings include:

- \$20 million in Nebraska (just for exterior stabilization)
- \$80 million in Kansas
- \$145 million in Wisconsin
- \$121 million in Ohio
- \$287 million in Texas (which included an underground annex)...and

in some cases tapping state surpluses and saving millions in interest or inflationary costs.

In the last fifteen years, Minnesota has spent approximately \$25.0 million in improvements. However, the balance of phased work to be done has been hampered by denial of adequate funding or lack of commitment to the urgent needs of a 100-year-old building. Unfortunately, the building's infrastructure is being taxed to its limits, along with visible architectural restoration needs, and the price tag is ever increasing as the building ages. Approximately sixty million is today's estimate for restoration, and while this represents a great deal of money, it pales in comparison to the cost of replacing the State's magnificent Capitol Building, which is estimated to cost \$800 million if it could ever be replaced.

The longer the wait...the more demanding the needs...the larger the bill.

A Predesign Study report funded by a 2000 appropriation, addressing the building's needs for interior restoration, was published in June 2001. Based on input by representatives from all the tenants, it looks to bring the Capitol into the 21st Century and prepare it for a second century of use, looking at mechanical, electrical, and technology needs as well as all related restoration work, establishing priorities and recommendations for sequential phasing to the least disruption of the building's occupants, and the benefit of all Minnesota citizens.

Its value will depend on the willingness of the state's political leadership to commit the funds needed to restore and maintain the people's Capitol Building to the grandeur that the citizens deserve and have a right to expect.

CAPITAL DEVELOPMENT RECOMMENDATIONS

By law, the CAAPB is required to submit a program for capital improvements and site development as a part of its Biennial Report to the Governor and Legislature. The following are possible considerations for proposed work to be requested in the future:

Design for Interior Restoration of Capitol Building	\$ 2,500,000
Upgrade Capitol Building Electrical and Technology Data Systems	\$ 6,800,000
Upgrade Capitol Building Mechanical Systems	\$ 12,500,000
Restoration of Capitol Building Rotunda	\$ 5,500,000
Restoration of Capitol Building Public Corridors	\$ 15,800,000
Rehab of Capitol Building East Wing and Upgrade of Fire and Life Safety Systems	\$ 12,000,000
New Signage in Capitol Building, Grounds and Tunnel System	\$ 900,000
Predesign for Capitol Annex Building/Parking Ramp north of University Avenue	\$ 500,000

PLANNING FOR NEW BUILDINGS

The Strategic Plan for Locating State Agencies involved a close cooperative working relationship between Finance, Administration, and the CAAPB. First released in 1993, the plan was updated in 1995. The plan addresses not only the location of state facilities, but also the connections of the Capitol Area with downtown Saint Paul; it has provided much of the background information for decision makers in the Legislative and Executive branches on development of new state buildings.

The 1995 *Supplement to the Strategic Plan* was issued to provide current facility development information reflecting changes in agency needs and economic conditions.

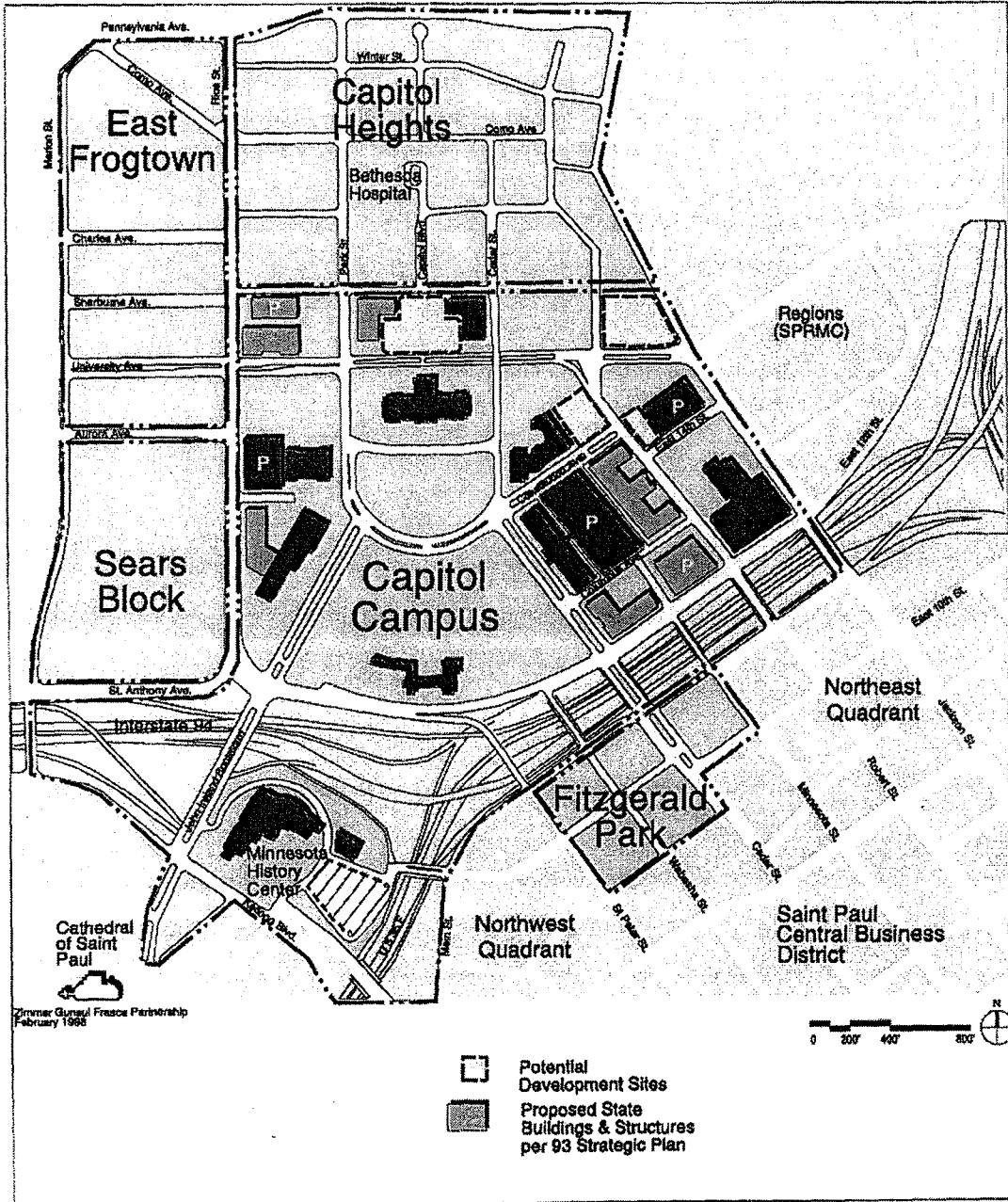
Revenue has moved to its new headquarters on the southeast edge of the Capitol Campus, just north of Saint Paul's central business district, and its current development of housing in the Northeast Quadrant.

Future building projects in the Capitol Area that will be guided by this plan and the 2000 *Comprehensive Plan for the Minnesota State Capitol Area* include:

- A new headquarters for Department of Human Services in the southeast area of the campus, immediately across the freeway.
- A new headquarters for Departments of Agriculture and Health with labs on the east side of the campus.
- A new legislative annex building and an underground parking ramp north of University Avenue.
- A new headquarters for education agencies at the current Armory site.

CAPITOL AREA DEVELOPMENT PLAN

Capitol Campus Potential Development Sites



This plan shows potential development sites on the Capitol Campus. The east campus has much development potential.

2005

In 1995 the Department of Administration, the Minnesota Historical Society, and the Capitol Area Architectural and Planning Board developed an internal plan to restore the Capitol for its Centennial celebration in 2005. This group also identified a need to look beyond 2005 as to how the Capitol will function in the next 100 years. Hence, it was the timely 2001 *Minnesota State Capitol Predesign Study* for the Capitol's interior renovation, developed through a comprehensive survey and detailed analysis of needs for all building tenants and users.

With the founding of the *Cass Gilbert Society* in Saint Paul in the fall of 1998, the CAAPB is most interested in maintaining a presence in this outstanding project developing on the east coast. **The Minnesota State Capitol is recognized nationally as one of Gilbert's most significant buildings.**

In 1999, the above state bodies greatly intensified their planning for the Capitol Building, focusing on 2005 and beyond. The agencies worked to establish a coordinated plan to generate more public support for the needed efforts, looking at ways to publicize the ever increasing needs that have resulted from a general failure to commit the necessary resources to maintain the building properly while also exploring possibilities to seek direct support from the private sector and the general public. This work will be directed by the results of the 2000 Predesign Study and led to Governor Ventura's Executive Order creating the Capitol 2005 Commission, an order anticipated to be renewed by Governor-Elect Pawlenty.

ADMINISTRATIVE CHANGES

In 2001 and 2002, the CAAPB said goodbye and a hearty thank you to Board members Marcia Farinacci (gubernatorial appointee), and Errol Fernandez-Edwards (mayoral appointee). Governor Ventura then appointed Sheila Smith and Saint Paul's Mayor Kelly appointed Marge Romero. The Board consists of the Governor having four appointees, the Mayor having three appointees, two legislative representatives, and the Lt. Governor as Chair.

With the election of Governor-Elect Pawlenty in November 2002, the CAAPB looks forward to Lt. Governor-Elect Carol Molnau as the Board's new Chair in 2003.

CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

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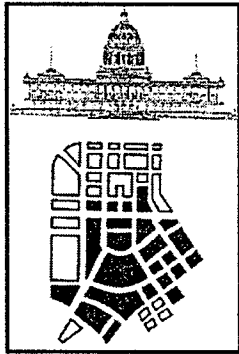
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