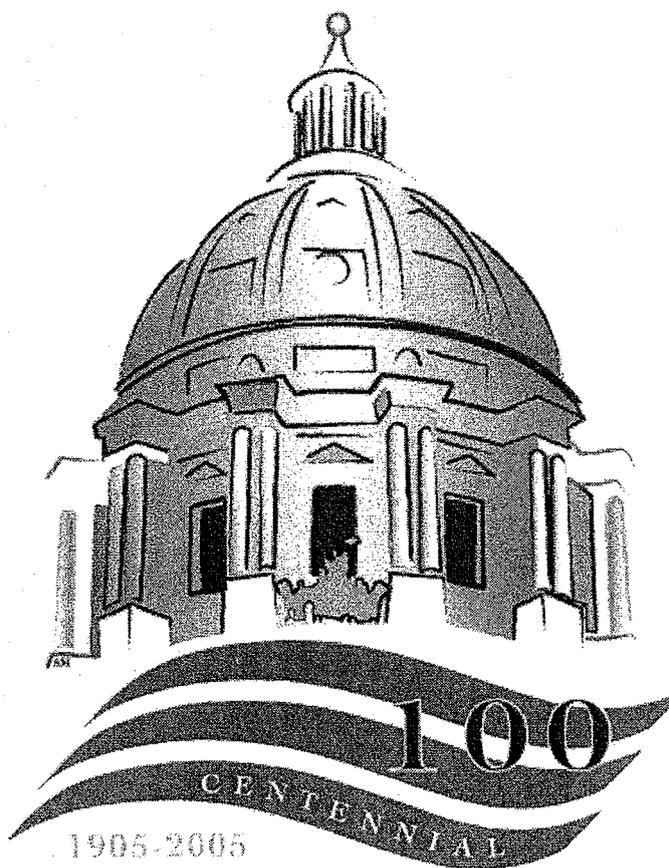


# Capitol Area Architectural and Planning Board

05 - 0165

**Biennial Report  
2004 – 2005**



**Capitol Building Celebration  
Saint Paul, Minnesota**

The Capitol Area Architectural and Planning Board (CAAPB)—then a Commission—was established by the 1967 Legislature. One of the CAAPB's 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 the Governor on the status of implementation of the comprehensive plan together with a program for capital improvements and site development.

### *Acknowledgement*

The cover logo is courtesy of the Minnesota Capitol 2005 Commission and their Centennial Celebration.

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

January 2005

## 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. With the Centennial of the Capitol Building, a clear consensus has emerged to reunite the Capitol Area and the Capital City, so they may enter the next millennium with a shared sense of pride and purpose.

The realization of this Vision requires an understanding of issues that are rooted in past planning principles. The CAAPB's *Comprehensive Plan for the Minnesota State Capitol Area* builds upon these past efforts in providing a framework for action by the 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 per MN Statute 15B 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 1998, the Board completed a rewrite of its *Comprehensive Plan for the Minnesota State Capitol Area* along with *Rules Governing Zoning and Design for the Minnesota State Capitol Area* in 2000 that ensure orderly development in the Capitol Area.

An important difference between the new Comprehensive Plan 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.

Capitol Area design and development are guided by the 1998 Comprehensive Plan, in addition to the Department of Administration's *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.

## CAAPB PROFILE

Minnesota Statutes 15B provide for the Capitol Area Architectural and Planning Board (CAAPB) to preserve and enhance the Capitol Area's unique aesthetic and historic character, and to plan and guide its future development by maintaining a framework for its physical growth. CAAPB was established by the 1967 legislature to ensure the architectural integrity of the Capitol, the buildings immediately adjacent to it, the Capitol grounds, and the Capitol Area.

The Board is comprised of 10 members, chaired by the lieutenant governor, with both House and Senate representation, as well as gubernatorial and city appointees. Board performance focuses on good design, long-range planning, and efficient use of the public dollar. The Board often is in a position to coordinate and leverage public improvements in a cost-effective and result-orientated manner. An Advisory Committee of three professionals—two architects and a landscape architect—serve the Board, along with four staff.

As overseer of Capitol Area development, the CAAPB's responsibility for public projects cover all phases of design and construction. Individual project planning occurs within a long-range framework for the area's physical development. The Board's 1998 *Comprehensive Plan for the Minnesota State Capitol Area* and the *Specific Actions for Implementation of the Comprehensive Plan* are the framework for its daily agenda, along with the *Rules Governing Zoning and Design for the Minnesota State Capitol Area*, serving the 60-block area around Minnesota's Capitol, published in January 2000. The CAAPB works closely with many state agencies, especially the Department of Administration, the city of Saint Paul, neighborhood planning district councils and development groups, and with private sector architects, engineers, and developers.

The Board normally meets every two to three months to review or approve issues directly affecting zoning/planning development or design within the 60-block area of the Board's jurisdiction.

Based on solid planning tools and guidelines developed in concert with the *Comprehensive Plan* and the *Zoning and Design Rules*, the Board's influence has positive impact on the overall appearance of the Capitol Area and beyond. In recent years, the agency assisted in the design and construction of the Department of Revenue building, the Korean War Veterans Memorial, and the Woman's Suffrage Memorial. In addition, the agency is involved in the ongoing restoration of the Capitol Building, including the "Rathskeller" cafeteria, the exterior and immediate grounds, and the completion of the *Predesign Study* for interior restoration of the building, as well as participation in the review of recent design work for the new Ag/Health Lab and Office Buildings, the Department of Human Services Building, and a continuing number of memorials.

The Board is currently assisting the chair and 14-member unfunded Capitol 2005 Commission in planning the 100-year birthday celebration of the Capitol, and ensuring its endowment for the next 100 years.

Based on the Board's success in implementing a higher design standard, the advice of the Advisory Committee and staff is sought after by:

- Other state capitols in their approaches to planning and development.
- The Saint Paul Design Center.
- Surrounding district councils and citizen action groups.
- Professional planning and architectural organizations interests.
- Nonprofit and community based initiatives; for example, Public Art Saint Paul, Summit Park redevelopment effort, Riverfront Corporation, Saint Paul Farmers' Market, and others.

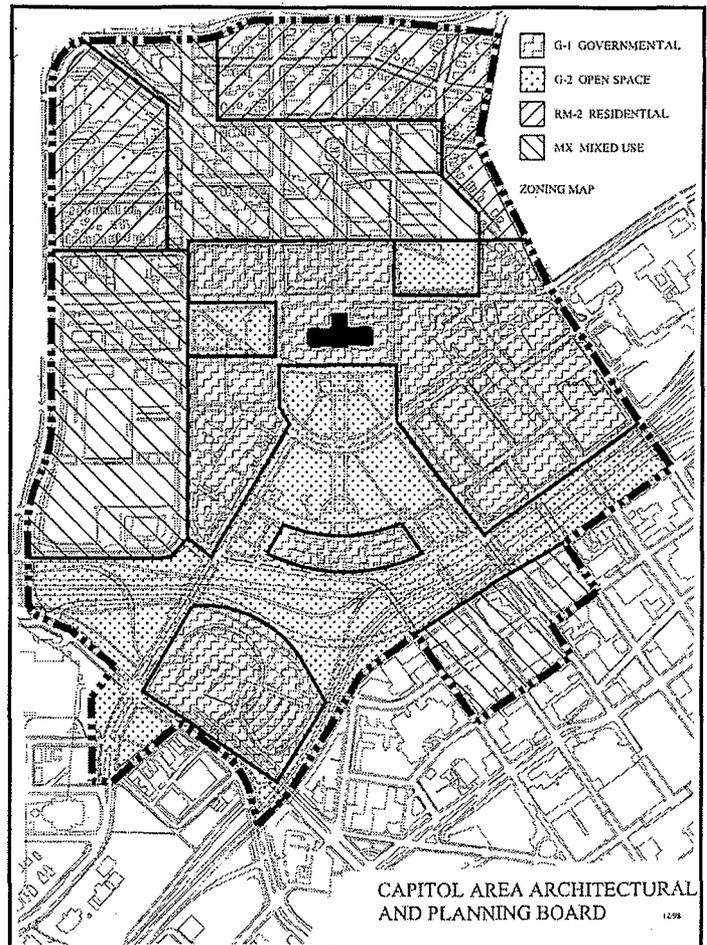
## CAPITOL AREA ZONING

As the planning and regulatory agency responsible for architectural design and long-range planning for the Capitol Area, the CAAPB has exclusive zoning jurisdiction and design review over both the state government complex and the surrounding commercial and residential neighborhoods.

The Capitol Complex is comprised of a 60-block area that contains 15 state office buildings (two million gross square feet of office, ceremonial, and public spaces), six blocks of commercial/retail space, 12 residential blocks, and one primary care hospital campus.

### Key Service Strategies:

- Initiate funding requests, promoting timely design, restoration, and maintenance of the Capitol Building.
- Provide framework for the development and maintenance of the Capitol Mall and its memorials.
- Manage internal agency operations, planning, and projects.
- Provide planning tools and guidelines for future Capitol Area development.
- Coordinate all historical documents for the Capitol Area.
- Provide open communication and coordination with all clientele.
- Manage the Board's human resources effectively.
- Support Executive Order initiatives as they relate to the Capitol Building or Capitol Area.



## CAAPB BUDGET

The CAAPB's Base Budget is appropriated from the General Fund. An over 20% budget reduction in FY2004-05 has limited salaries to 80-90% for four permanent employees, and limited the per diems for the 3-member Advisory Committee and the 10-member non-partisan Board.

If the CAAPB's current base budget of \$262,000 per year remains in FY2006-07, there is no guarantee the Board will be able to maintain 90% of salaries (72-hour pay periods) for its employees, while continuing to service all zoning and design review activities of the Board, four major memorial projects on the Capitol Mall, and provide administrative support for the chair and 14-member unfunded Capitol 2005 Commission.

The impact of a 20% budget reduction and the increased unfunded work involvement by staff for the Capitol 2005 Commission has produced the following deficiencies in our service to the public and other state agencies:

- Noted for rapid response to questions of the public, legislature, city, and other agencies, the Board is not able to maintain as rapid turnaround of information.
- A limited number of Board meetings and Advisors' reviews for projects have compromised some project schedules.
- The Board no longer maintains a full-time open state office.

## CAPITAL IMPROVEMENTS

As the Capitol Area Architectural and Planning Board (CAAPB) observed its 37<sup>th</sup> year in 2004, 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 four decades.

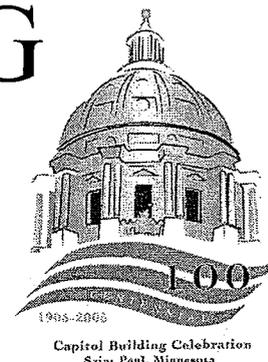
- Redesign of all freeway bridges linking the Capitol Area with downtown Saint Paul.
- Construction of the History Center and the Judicial Center, designs for which were selected through CAAPB-sponsored competitions.
- Capitol Mall development, including memorials, such as the more recent Korean War 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 the Stassen Revenue Building in 1997 with interior/exterior Percent for Art contributions, and an accompanying 900 car parking ramp, developed through a design-build method with cooperation between the Department of Administration and the CAAPB, along with the client agency.
- Construction of a new Ag/Health Office Building and a new Lab Building, as well as the new Elmer Anderson Human Services Building, immediately south of the freeway, accomplishes next-to-the-last piece of infill for the east Capitol Area.
- 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.
- 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 a new building for the Saint Paul Public Housing Authority in downtown Saint Paul.
- Since the mid-1980s, \$27 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 House and Senate chambers.
- Completion of the *Minnesota State Capitol Predesign Study* in June 2001, for interior restoration of the Capitol Building.
- Recently, reviewed and approved emergency water intrusion restoration to the Capitol Building's third floor and dome.
- Facilitation of the newly created 14-member volunteer unfunded Capitol 2005 Commission; public and legislative appointees who are planning for the Capitol Building's Centennial Celebration in 2005.

## CAPITOL 2005 CELEBRATION

# 100 YEARS YOUNG

By Chao Xiong  
Star Tribune Staff Writer

A big birthday bash to remember  
marked the centennial of the  
stately and elegant State Capitol.



### Capitol 2005 Commission Members:

A. William Sands, Chair  
Duane Benson  
Joanne Benson  
Cay Shea Hellervik  
Hubert H. "Skip" Humphrey, III

John Labosky  
George Latimer  
Joseph T. O'Neill  
Len Price  
Jim Rhodes

Peter Rodosovich  
Rep. Phyllis Kahn  
Sen. Cal Larson  
Sen. Ann Rest  
Dana Badgerow (ex officio)

# Civic Centennial

The Minnesota State Capitol celebrates 100 years  
of playing host to history. *By Nancy A. Miller*

ARCHITECTURE MINNESOTA

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, the timely 2001 *Minnesota State Capitol Predesign Study* for the Capitol's interior renovation, was developed through a comprehensive survey and detailed analysis of needs for all building tenants and users.

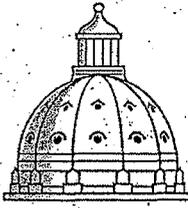
**The Minnesota State Capitol is recognized nationally as one of Cass Gilbert's most significant buildings, and its design set a precedence for other state's capitol's construction.**

The Capitol 2005 Commission, appointed by former Governor Ventura and reauthorized by Governor Pawlenty, is well on its way to planning a great year of Celebration for the Capitol's 100-year Birthday in 2005. In addition to the Celebration, the Executive Order has asked the Commission members to advocate for improvements to the Capitol and its grounds through private funds as well as public money.

The Commission has established a 501 (c)(3) nonprofit organization entitled "Friends of the Minnesota State Capitol" to assist in current restoration to the Capitol Building and endow the Capitol's future maintenance and restoration for the next 100 years.

All Centennial Celebration activities and Capitol history can be accessed on "[www.ourhouse100.com](http://www.ourhouse100.com)".

# Saint Paul Legal Ledger



www.legal-ledger.com

DOLAN MEDIA GROUP

\$2.00 Vol. 78 No. 67 Twice-Weekly Capitol and Public Notice Newspaper Monday, January 17, 2005

A preservation board says the century-old state Capitol requires \$60 million in repairs and upgrades, including interior restoration, more public hearing space, and a host of mechanical, electrical and HVAC improvements.

## Capitol showing increased wear and tear

BY BRIAN JOHNSON  
Finance and Commerce

“The capitol provides not just a backdrop for monuments and gatherings, but a benchmark against which citizens can measure their ideals and accomplishments.”

## Capitol Investment

Now a century old, the Minnesota State Capitol requires continual repair and restoration. Can the state find the political will to keep its own house from crumbling?

BY PHILLIP GLENN KOSKI, AIA

Citizen Architect

ST. PAUL

## Capitol needs repairs

Restorers hope centennial  
will inspire lawmakers

BY JASON HOPPIN

AAR - Star Tribune

This grande dame, at 100, needs Minnesota's help

Lori  
Sturdevant

Sunday January 24, 2005

## 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, the Minnesota Historical Society, 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 now found in the *2001 Predesign for the Minnesota State Capitol*, 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, and the integrity of some of the building's aged materials.

By the end of 2001, all work on the exterior was, for the most part, complete. Next is the pressing need to 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 \$27 million in improvements, mostly addressing the exterior. 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 \$60 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.*

The 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, the study looks to bring the Capitol into the 21<sup>st</sup> Century and prepare it for a second century of use. The study looks at mechanical, electrical, and technology needs as well as all related restoration work, establishes 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.*

## 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 has been 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. A key example of this work is the Fitzgerald Park Precinct Plan, which examines future developments for those blocks of downtown Saint Paul north of Seventh Street and south of the freeway.

The *Strategic Plan for Locating State Agencies* involves 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 provides 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.

- 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.

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.

Scheduled for siting, design, and construction on the Capitol 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.

Recent private funding efforts have led to completion of the Woman Suffrage Memorial, as well as work to renovate/restore other artworks on the Capitol Mall. 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.

*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.*

# **CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD**

## **BOARD MEMBERS**

Lieutenant Governor Carol Molnau, Chair  
M. Ann Buck, Vice-Chair  
David Reiling, Second Vice-Chair

David Lanegran  
Don Grundhauser  
Marge Romero  
Sheila Smith  
Jean Velleu  
Senator Sandra Pappas  
Representative Mary Liz Holberg

## **ARCHITECTURAL ADVISORS**

Thomas Blanck, RA - CAAPB Appointee  
Rosemary McMonigal, AIA - AIA Minnesota Appointee  
William Sanders, FASLA - Arts Board Appointee

## **STAFF**

Nancy Stark, Executive Secretary  
Renita Dellwo, Accounting & Financial Officer  
Paul Mandell, Principal Planner  
Patricia Morrisette, Administrative Assistant

## **LAYOUT and DESIGN of REPORT**

CAAPB Staff

## **WEB PAGE**

**[www.caapb.state.mn.us](http://www.caapb.state.mn.us)**