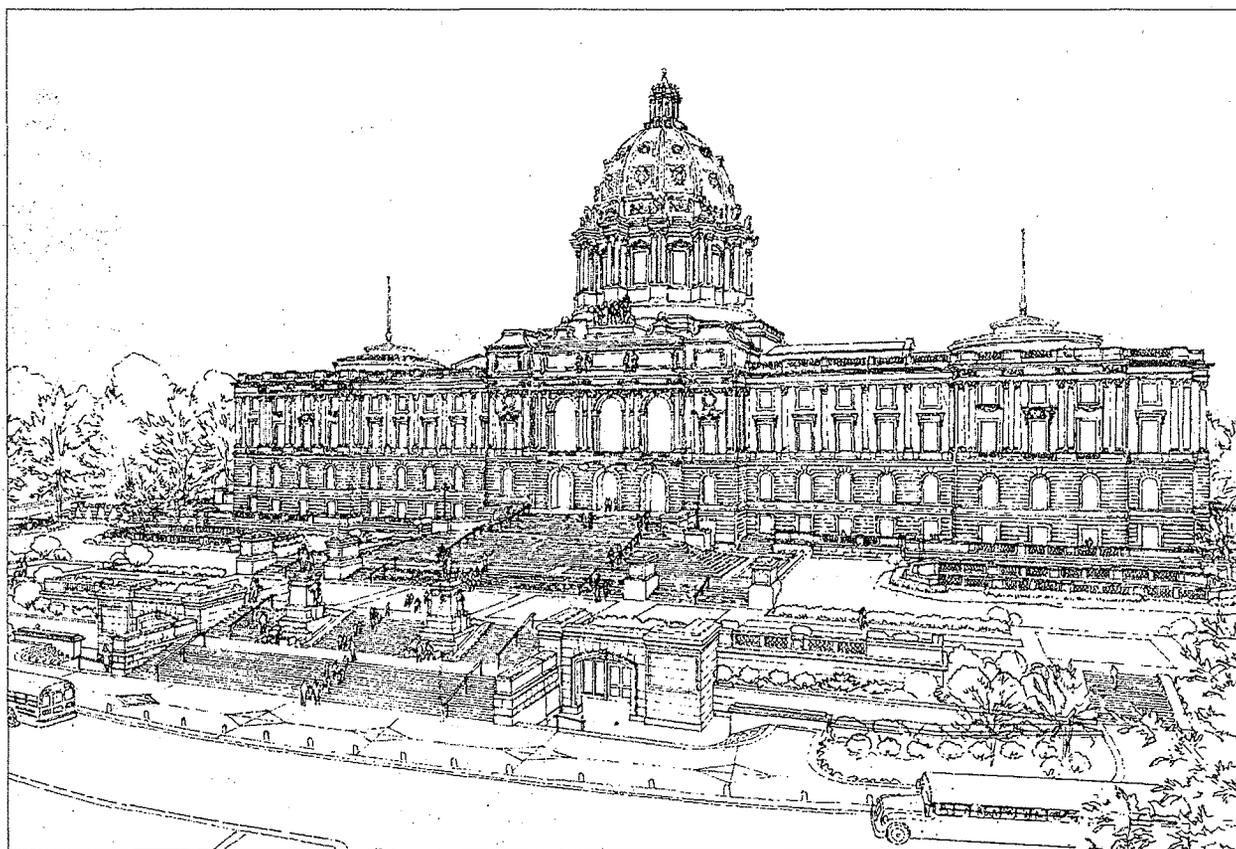
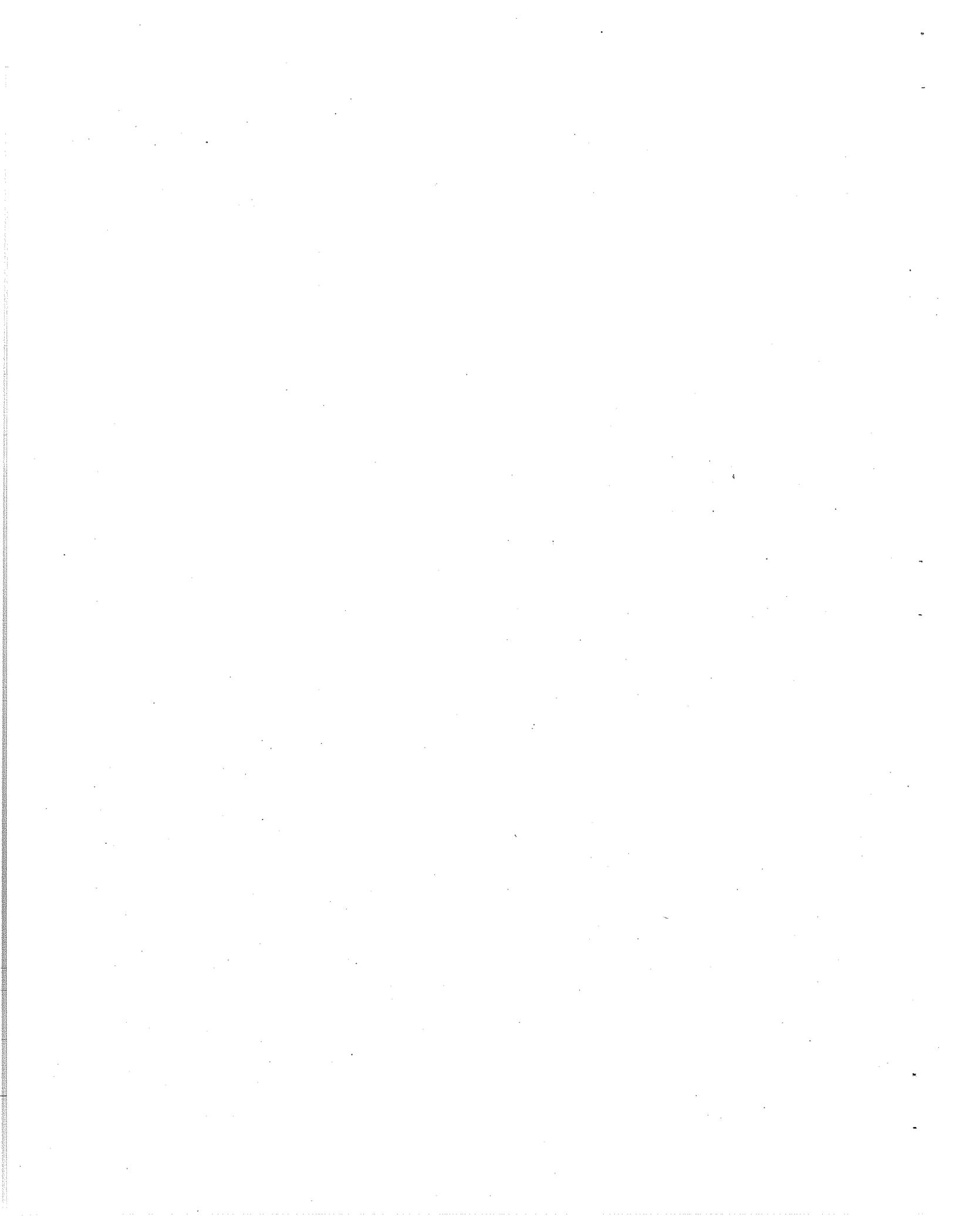


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Capitol Area Architectural and Planning Board

**Biennial Report
2006 – 2007**





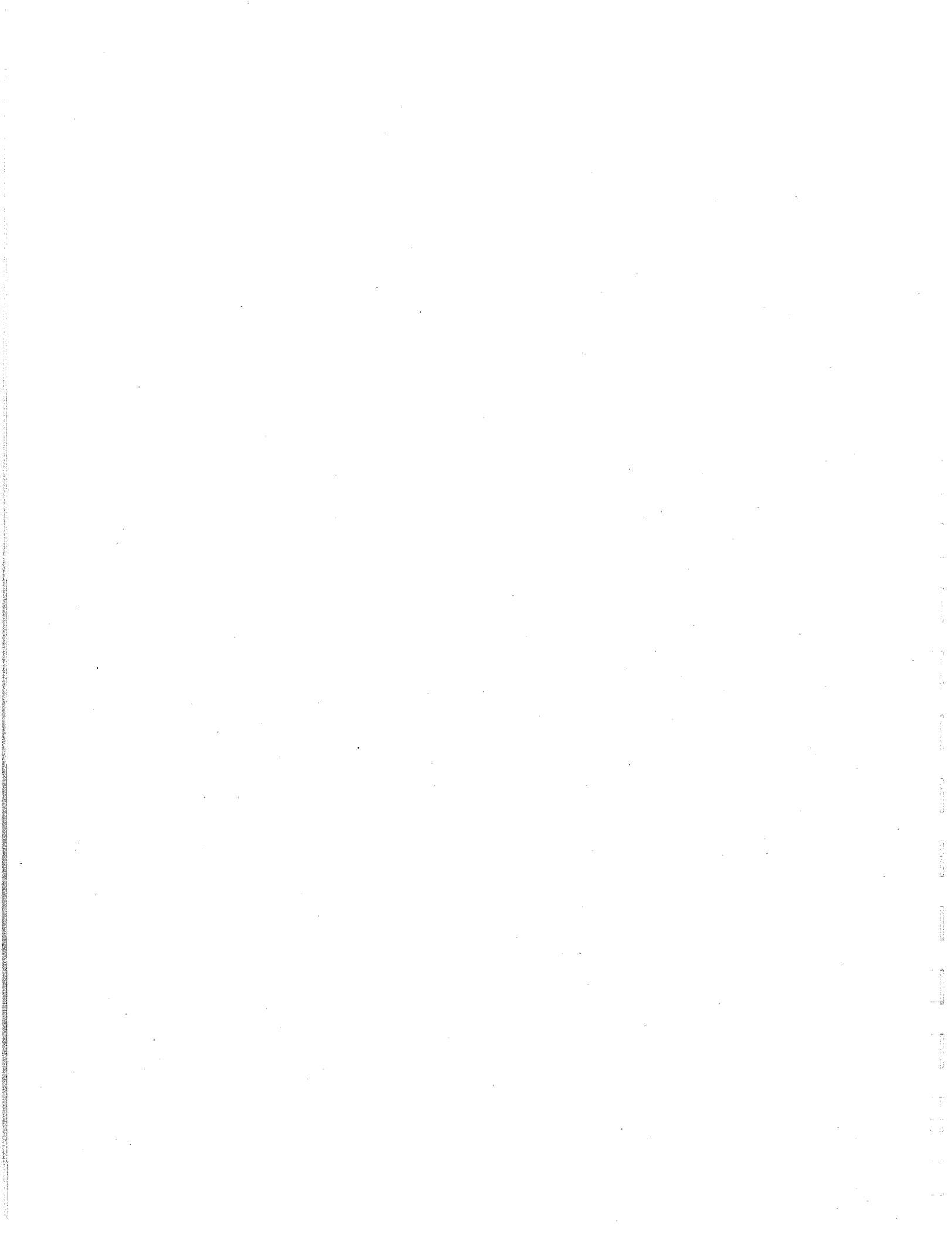
The Capitol Area Architectural and Planning Board (CAAPB)—then a Commission—was established by the 1967 Legislature. One of the CAAPB's statutory responsibilities is to prepare a comprehensive use plan for the Capitol Area. In 1974, legislation was enacted to require the CAAPB to prepare and submit biennial 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

Cover drawing is by Hammel Green and Abrahamson (HGA) and Schooley Caldwell Associates (SCA), architects of the Capitol Restoration Collaborative.

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

December 2006



CAAPB 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.

CAAPB'S PROFILE

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. An Advisory Committee of three professionals—two architects and a landscape architect—serve the Board, along with four staff.

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.

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, the Department of Administration, the city of Saint Paul, neighborhood planning district councils and development groups, and with private sector architects, engineers, and developers.

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 Stassen Office Building (Department of Revenue), the Anderson Building (Department of Human Services), and the Freeman Office Building and Lab Building (Ag/Health), and a continuing number of memorials. In addition, the agency is involved in the ongoing restoration of the Capitol Building, including the recent "Rathskeller" cafeteria, the exterior and immediate grounds, and the completion of restoration of the building.

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 policy, planning, and development. Collaboration also exists with the Saint Paul Design Center, surrounding district councils and citizen action groups, professional planning and architectural organizations interests, and 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 and DEVELOPMENT

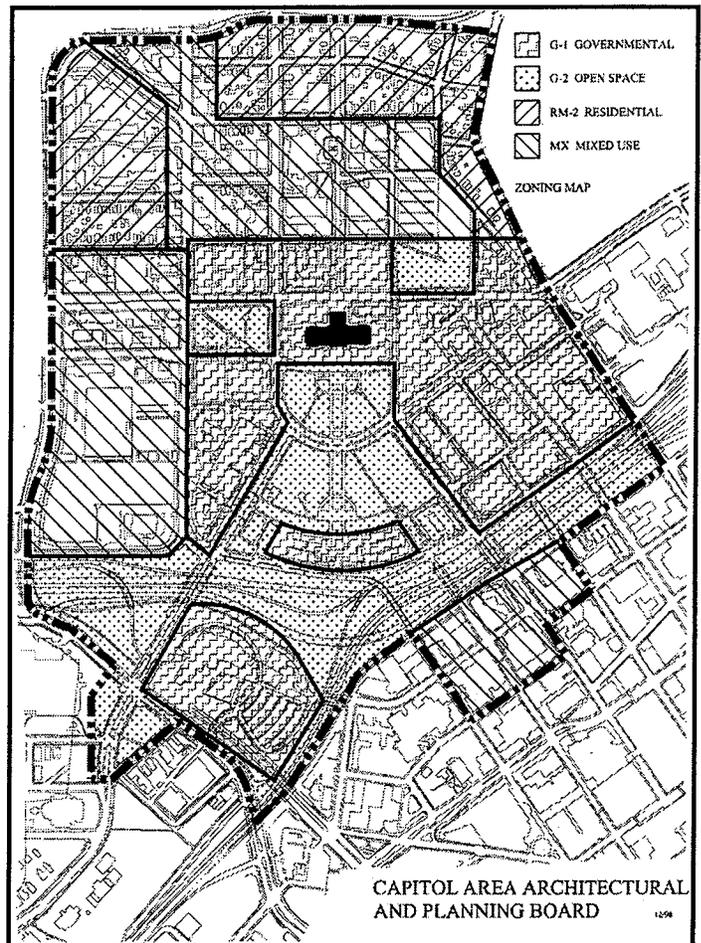
As the planning and regulatory agency responsible for architectural design and long-range planning for the Capitol Area, the CAAPB has exclusive zoning jurisdiction and design review over both the state government complex and the surrounding commercial and residential neighborhoods.

The Capitol Area contains 15 state office buildings (over three 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.

The CAAPB has continued to work with the Capitol River Council in downtown Saint Paul, and with the Saint 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 in the area.

The Administration Department's *Strategic Plan for Locating State Agencies*, first released in 1993 and updated in 1995, addresses the location of state facilities and 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.

Scheduled for siting, design, and construction on the Capitol Mall and joining the new World War II Memorial, are a Firefighters Memorial, a Hubert H. Humphrey Memorial, and the Minnesota Workers Memorial, dedicated to all whose work contributes to our society. 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.



LIGHT RAIL TRANSIT (LRT)

For twenty years, CAAPB Staff, Architectural Advisors, and the Board have been involved in all planning efforts focused on the Central Corridor, following our statutory charge regarding the Capitol Area. Current plans call for a route coming out of downtown Saint Paul on Cedar Street, the preferred alignment of all four LRT planning studies, crossing the Interstate along the median on Cedar Street Bridge, turning east along the north side of Twelfth Street, then north on Robert and west on University Avenue before it heads toward the University and Minneapolis. Capitol Area stations, approved by the Board in December 2001, are planned for Cedar at Tenth Street, Robert at Fourteenth (directly between the Stassen and Freeman Office Buildings), and at University and Rice Street. Construction could begin by 2010.

CAPITAL IMPROVEMENTS

As the Capitol Area Architectural and Planning Board (CAAPB) approaches its 40th year in 2007, it is 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.

1988-1992

- Redesign of all freeway bridges linking the Capitol Area with downtown Saint Paul.

1988-1992

- Construction of the History Center and the Judicial Center, designs for which were selected through CAAPB-sponsored competitions.

1985-2006

- Since the mid-1980s, over \$47 million for exterior restoration, stabilization, and some interior restoration of the Capitol Building that included the dome and lantern, rebuilding exterior terraces, cafeteria restoration, and both House and Senate chambers.

1992-2007

- Capitol Mall development, including memorials, such as the Vietnam Veterans Memorial (1992), the Korean War Veterans Memorial (1998), the Woman Suffrage Memorial (2003), and the more recent World War II Memorial (2007), that attract hundreds of visitors each year.

1993-2002

- Approved alignment of the future LRT route through the Capitol Area with three station stops servicing state government and the surrounding neighborhoods.

1996

- Redesign of campus lighting to improve safety along all walkways, and a completely new system of architectural lighting for the Capitol Building.

1997

- Collaboration on the development and implementation of *The Saint Paul on the Mississippi Development Framework*.

1998

- Approved zoning and design review of the Stassen Building in 1997 and an accompanying 900 car parking ramp, developed through a design-build method.

2005

- Although not a capital improvement, coordinator for the Chair and 14-member Capitol 2005 Commission in the celebration of the Capitol's 100th Birthday in 2005.

2005

- Approved zoning and design review of a new Orville Freeman Office Building and a new Ag/Health Lab Building, along with the new Elmer Anderson Building, immediately south of the freeway, nearly completing infill for the east Capitol Area.

2001, 2006

- Completion of the *Minnesota State Capitol Building Predesign Study* in June 2001, and more recently a Predesign Update completed in 2006 by Hammel Green and Abrahamson (HGA) and Schooley Caldwell Associates (SCA) in coordination with the Administration Department and MHS for restoration and expansion of the Capitol Building.

CAAPB BUDGET

The CAAPB's Base Budget is appropriated from the General Fund. In FY2003, the CAAPB had its base budget of \$323,000 reduced by 7.9%. In FY2004-05, a further reduction of the FY2003 budget reduced the CAAPB's base budget by a total of 24.2% since FY2003. The same reduction to the base budget followed in FY2006-07 budgeting.

In response, the Board, unwilling to compromise its mission and service to the public, immediately reduced its employees' salaries between 10-20% to maintain operations of the agency, and also the newly assigned 15-member Capitol 2005 Centennial Commission. As the CAAPB has no special programs, grant sources, or permanent revenue initiatives, the agency had to absorb the 24.2% reduction through its salary base, and consequently, the CAAPB has operated as a part-time state agency over the last two biennia.

As a small non-cabinet agency, the CAAPB does not have the flexibility of a large Cabinet agency's budget; therefore, the current budget allocates 80% for staff funded at only 80-90% time, depending on operational expenses, rent increases, step increases, insurance, and projects requiring Board action.

Prior to the 24.2% reduction, the CAAPB was proactive in achieving efficiencies of budget and shared services. Having already reduced operations to 4FTEs through attrition, the agency relocated into a building with a large Cabinet agency where savings are achieved by a sharing of space, equipment, LAN connections, IT support, and purchasing programs.

In FY06, the Legislature increased the CAAPB base budget for the biennium by \$15,000; however, the agency still remained part-time in operation.

CAAPB statutory language from 1993 and new changes in Laws of 2001, 2003, and 2005 allow the CAAPB to charge and reimburse the agency budget for services when the projects are pursuant to the Capitol Area and the jurisdiction of the Board. However, these costs are reimbursed only for the FY2006-07 biennium. The agency seeks to create language in the CAAPB's MN Statutes, Chapter 15B, providing for the Board to be reimbursed on a permanent basis. Although this potential for a revenue budget represents less than 3% to the agency's budget over a biennium, it does not restore the CAAPB to a full-time state office.

Known and anticipated agency cost increases for FY2008-09:

- Rent increase of 7% per year (14% biennium).
- Increased communication costs: phone, voice mail, central mail.
- Health care increase of 10% first year of biennium FY08.
- Health care increase for FY09.

Having previously reduced the number of FTEs from 5 to 4, the agency has no funds to take on the responsibility of the cost of employee layoffs. Should the CAAPB's base budget for FY2008-09 remain at \$270,000 per year, staff salaries will drop immediately to 64-hour pay periods, and the CAAPB will continue to remain a part-time state agency.

CAAPB BUDGET (continued)

Therefore, along with the CAAPB's current responsibilities, as stated in MN Statutes 15B, the Board is requesting the following three Budget Initiatives for FY2008-09:

Item 1) An adjustment to the agency's base budget in the amount of \$110,000 per year for a total of \$220K for the biennium:

- | | |
|---|------------------|
| • Salaries and basic operations - | \$ 90,000 |
| • Increases in rent, LAN, phone, and web site maintenance - | <u>20,000</u> |
| | \$110,000 |

This request returns the CAAPB to a full-time operating state agency.

Item 2) A one-time funding of \$65,000 to update the *Comprehensive Plan* and the *Zoning and Design Rules* for the Capitol Area, pursuant to the CAAPB's statutory responsibility, and in order to meet MN Statutes Chapter 473.864, Subd. 1 and 2, which requires this after ten years.

- | | |
|---------------------------------------|------------------|
| • Update of Comprehensive Plan - | \$ 20,000 |
| • Update of Zoning and Design Rules - | <u>45,000</u> |
| | \$ 65,000 |

Item 3) Create language in MN Statute, Chapter 15B, for the CAAPB to be reimbursed on a permanent basis.

Preliminary Budget Initiatives FY 2008-09 Biennial Budget

	Fund	FY 2008-09	FY 2010-11
Preliminary Budget Initiatives			
Item 1: An adjustment to the agency's base budget in the amount Of \$110,000 per year for a total of \$220K for the biennium.	GF	\$ 220K	\$220K
Item 2: A one-time funding of \$65,000 to update the <i>Comprehensive Plan</i> and the <i>Zoning and Design Rules</i> for the Capitol Area, pursuant to the CAAPB's statutory responsibility, and in order to meet MN Statutes Chapter 473.864, Subd. 1 and 2, which requires this after ten years.	GF	\$ 65K	
Item 3: Create language in MN Statutes, Chapter 15B, for the CAAPB to be reimbursed on a permanent basis.			
Total – Initiatives		\$ 285K	\$ 220K

MINNESOTA STATE CAPITOL RESTORATION

Restoration and maintenance of the Minnesota State Capitol Building is one of the highest priorities of the CAAPB.

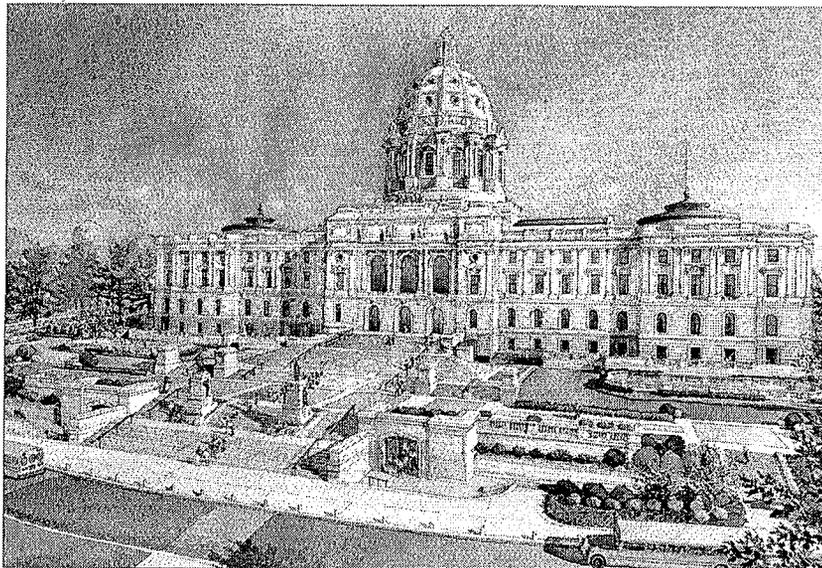
Today, the building suffers from one hundred years of hard use. Its heating and air conditioning systems are worn out and prone to failure, it does not meet **basic life safety codes** (for example, it has limited sprinkler system), and it is not **fully accessible** to people with disabilities. The Capitol is not equipped for the complexities of a modern legislature (or the support technologies), for the number of Minnesotans that come to the capitol to participate in government, or for the thousands of school children and others who visit to learn about our State's history, its architecture and its government. Greatly influencing all future restoration work is the advance of technology in a 100-year-old building, the integrity of some of the building's aged materials, compliance with codes, and the need to **re-examine security features** in a post 9/11 world.

Previous studies, including a 2001 Predesign study, have documented the problem areas in detail. These plans, however, did not adequately solve important peripheral issues that are essential to the restoration project's success, namely, swing space (how/where to move people temporarily displaced by construction – so they can continue to do their work), the need for additional space (there are functions that, although crowded, do not lend themselves to being moved from the Capitol), a lack of adequate hearing rooms (more people attend legislative hearings than ever before, in rooms that are too small, have poor sight lines and antiquated technology), and a profound need to provide facilities for the many visitors who come each year (from restrooms to interpretive educational displays).

The DESIGN CONCEPT is simple, elegant and modest. Using a design concept called "found space," it envisions converting under-utilized and crowded lower level space into interesting, efficient and productive "people" space. Included are a series of underground spaces with light wells to admit natural light into the newly-created lower level – and even into the tunnel. Under the existing main entrance stair will be a new multi-purpose room capable of seating about 500 people. Other underground spaces will accommodate mechanical equipment, a secure entry and a loading dock. Mechanical, plumbing, electrical and life safety systems will be replaced. All of this will be done with little to no visual impact on the original Cass Gilbert design.

The Capitol Centennial celebrations of a 2005 directed attention to both the vital importance of the Capitol and its current condition. The Capitol Restoration project will address all of the issues that have been identified.

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



MINNESOTA STATE CAPITOL RESTORATION (continued)

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. Examples of other capitol project costs (with cost escalated to today's dollars for comparable mid-point construction) include:

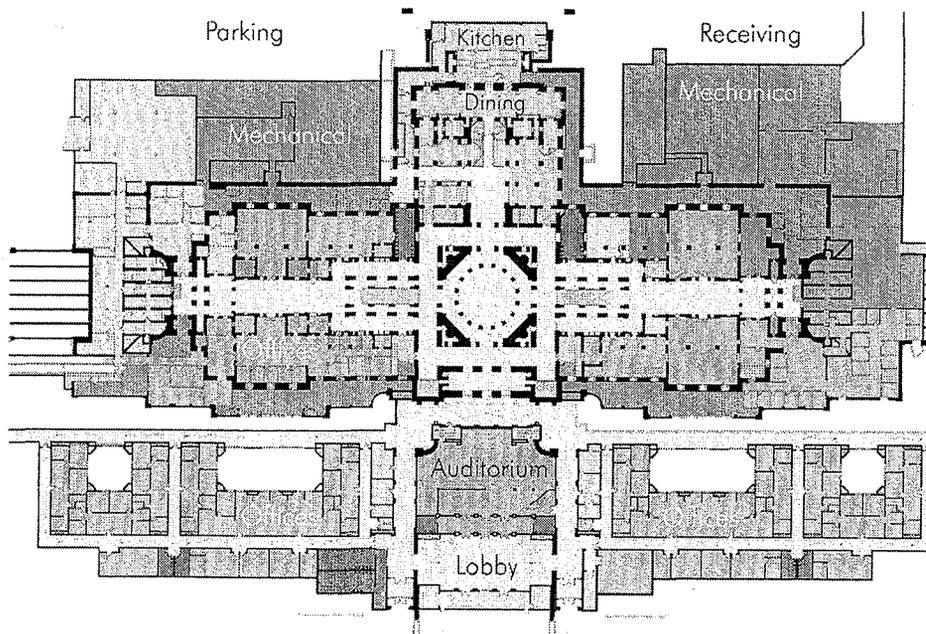
- \$20 million in Nebraska (just for exterior stabilization)
- \$58 million in Michigan, 1992 (\$200 million)
- \$83 million in Virginia, 2007 (\$130 million)
- \$162 million in Kansas, 2003 and ongoing (\$230 million)
- \$145 million in Wisconsin, 2001 (\$266 million)
- \$129 million in Ohio, 1996 (\$330 million)
- \$287 million in Texas, 1993, including an underground annex (\$566 million)
- \$210 million in Utah, 2005...ongoing, with complete closure of building (\$285 million)...and
- \$600 million in the U.S. Capitol (underground expansion to complete in 2008)

In the last two decades, Minnesota has spent approximately \$47 million in improvements, of which 60% has been for **emergency** work. However, the balance of needed restoration to be done has been hampered by lack of adequate funding or 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 and will continue to do so as the building ages.

The longer the wait...the more demanding the needs...the larger the bill...it's about time literally.

The funding required for this project is fully in line with the investments being made by many states across the country. The project is envisioned to be designed and built over about 6 years, using internal swing space, and allowing continuous operations.

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.



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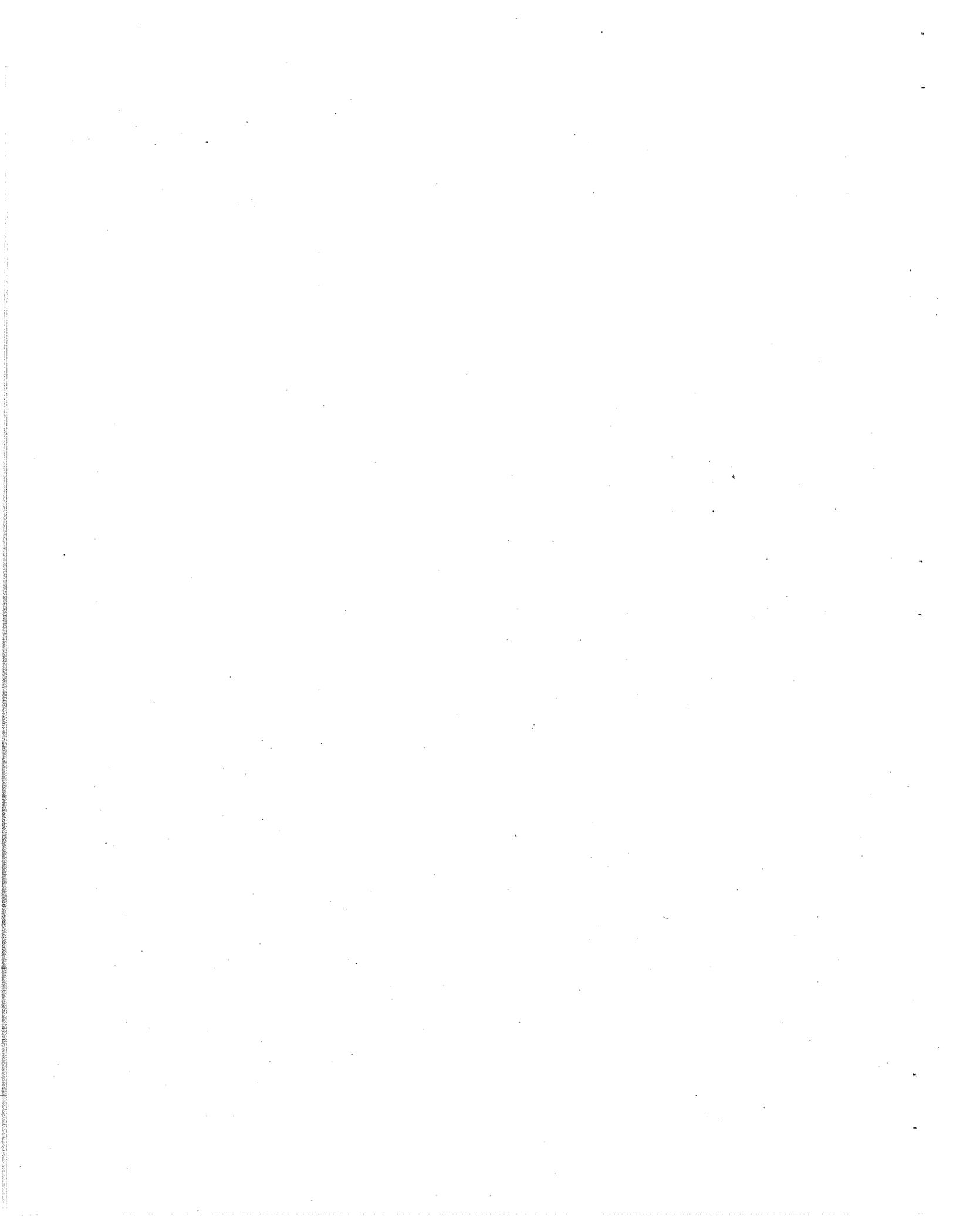
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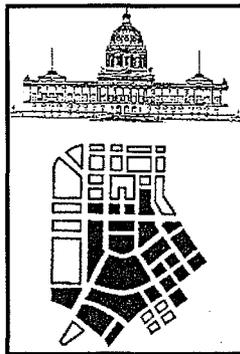
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Paul Mandell, Principal Planner, Zoning Administrator
Patricia Morrisette, Administrative Assistant

LAYOUT and DESIGN of REPORT

CAAPB Staff

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