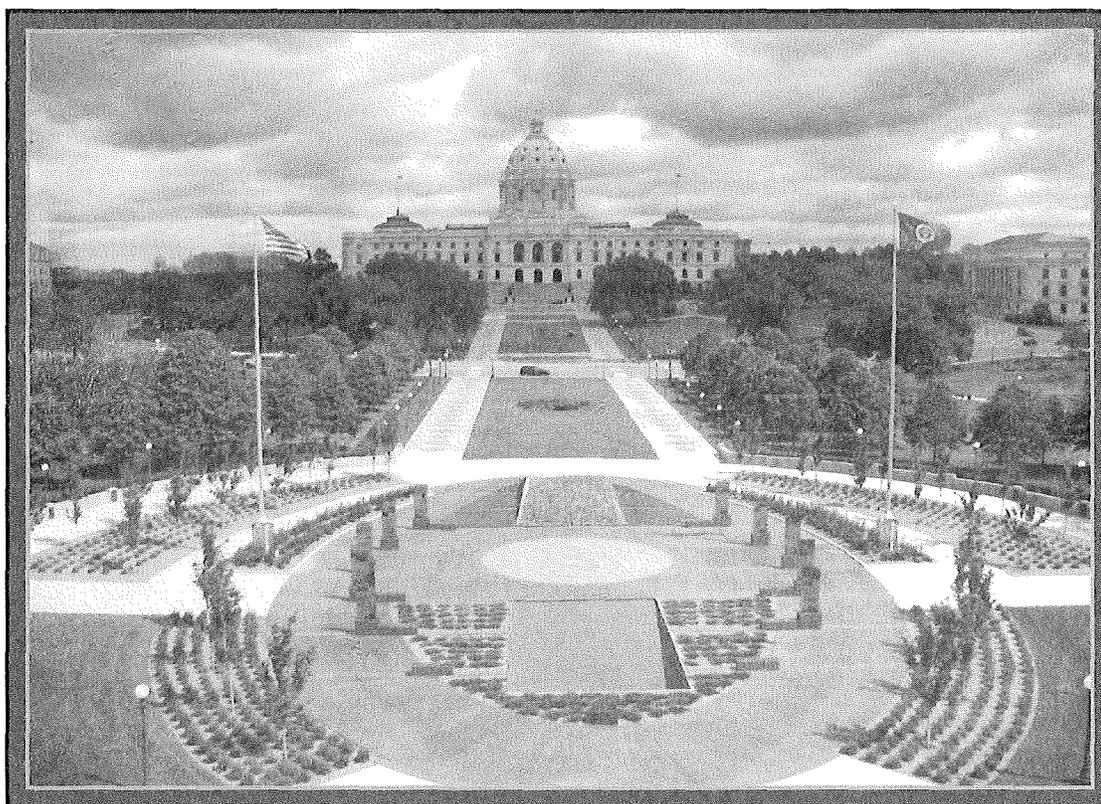


Capitol Area Architectural and Planning Board

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**Biennial Report
2008 – 2009**





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. The CAAPB is entering its 42nd year in 2009.

Photo taken from the Fifth Floor of the Veterans Service Building overlooking the Capitol Mall, with the newly constructed World War II Memorial (2007) in the center foreground.

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

December 2008

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

Following new legislation passed in 2008, the Board is now comprised of 12 members, chaired by the Lt. Governor. An additional House (2) and Senate member (2) were added, as well as the existing number of gubernatorial (4) and city appointees (3). 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. Their performance focuses on good design, long-range planning, efficient use of the public dollar, and timely processing and review.

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 a 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.

The 2008 Legislature appropriated a one-time funding of \$65,000 to update the *Comprehensive Plan for the Minnesota State Capitol Area* and the *Rules Governing Zoning and Design for the Minnesota State 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. Working with URS and the Cuninghams Group, and a Steering Committee whose members include the Department of Administration, the City of Saint Paul, and neighborhood planning district councils, the CAAPB will publish the revised documents in 2009.

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.

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. 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 development opportunities and to improve the quality of life in the area.

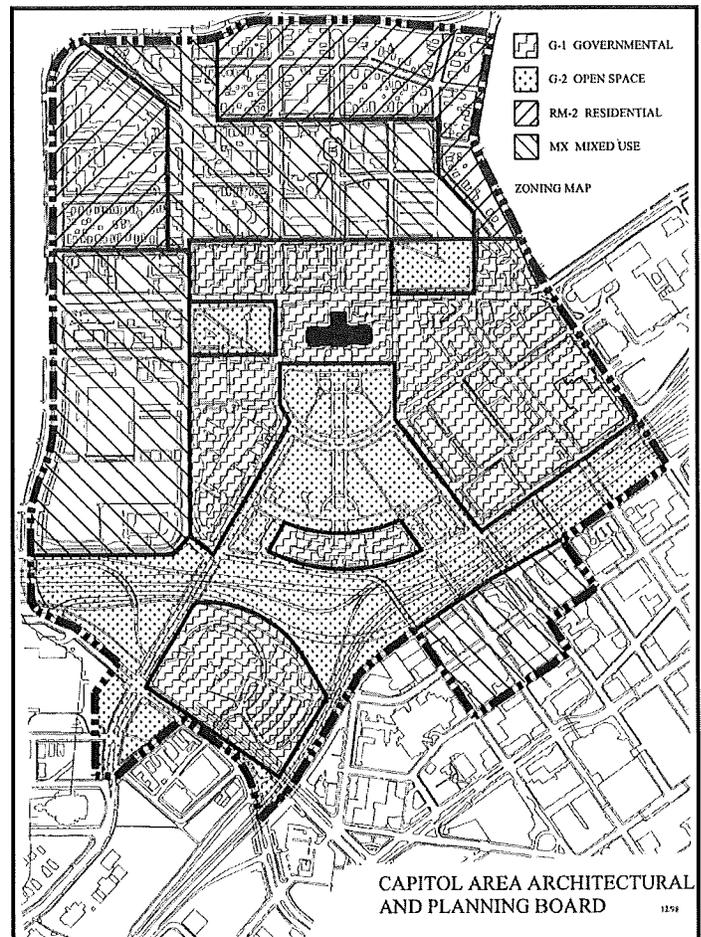
The Administration Department's *Strategic Plan for Locating State Agencies*, first released in 1993 and updated in 1995, addresses the location of state facilities and the connections of the Capitol Area with downtown Saint Paul. It provides much of the background information for decision makers in the Legislative and Executive branches on development of new state buildings, and expands urban design principals set forth in the *Comprehensive Plan*.

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 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.

In recent years, the agency assisted in the design and construction of the Stassen Office Building (Department of Revenue), the Andersen Building (Department of Human Services), the Freeman Office Building and Lab Building (Departments of Ag/Health), and a continuing number of memorials.

The Memorial to Special Forces in Laos is in the process of fund raising. Sited to the west of the Minnesota Vietnam Veterans Memorial, this memorial will also include a walk parallel to John Ireland Boulevard, completing the Mall Framework Plan, as a gesture of appreciation of those coming from Southeast Asia to their new home in Minnesota.

Dedicated in June, 2007, the new World War II Memorial graces the lower mall's central axis just north of the Veterans Service Building. Pending final funds being raised, design and construction could begin on a Firefighters Memorial, a Hubert H. Humphrey Memorial, and the Minnesota Workers Memorial in the future. As ongoing maintenance of these state assets remains critical, the CAAPB and the Department of Administration have established policy that any new memorial's project budget must include 20% of the total construction budget for future maintenance. There is still the need to create long-term maintenance funding sources for existing memorials.



CAPITAL IMPROVEMENTS

For over four decades the CAAPB has issued a Biennial Report (1975). Much has been accomplished in that time frame, and as always, the list includes the newest activities through 2008.

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.

1985-2008

- Since the mid-1980s, over \$61 million for exterior restoration, stabilization, and some interior restoration of the Capitol Building that included the dome and lantern, rebuilding exterior terraces, cafeteria restoration, both House and Senate chambers, and the third floor plastering/repainting.

1992-2008

- 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. Design work in progress on Humphrey and Workers' Memorial, and the Memorial to Special Forces in Laos.

1993-2008

- Approved alignment of the future LRT route through the Capitol Area with three station stops servicing state government and the surrounding neighborhoods. Design work continues with the Metropolitan Council and their consultants in coordination with the Department of Administration and SHPO.

1996

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

1997

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

1998

- Zoning and Design review of the Stassen Building, and the Fourteenth Street parking ramp, developed through a design-build method.

2005

- Staffed and facilitated a 14-member Capitol 2005 Commission in the celebration of the Capitol's 100th Birthday.

2005

- Zoning and Design review of the Orville Freeman Office Building and an Ag/Health Lab Building, along with the Elmer Anderson Building, immediately south of the freeway, nearly completing infill for the east Capitol Area.

2001, 2006-2008

- 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. Schematic design work in progress but on hold, currently, pending additional funds. Completion of the Capitol's third floor corridor restoration.

MINNESOTA STATE CAPITOL RESTORATION

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

Today, Minnesota's premier 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 a 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.

In the 2000 Legislative session a Predesign for the Capitol's restoration was funded. The Predesign identified important issues that are essential to the restoration project's success; they are:

- Saving Space – (how/where to move people temporarily displaced by phased construction, so they can continue to do their work.)
- Need for additional space – (there are functions that, although crowded, do not lend themselves to being moved from the Capitol.)
- Lack of adequate hearing rooms – (more public in attendance in rooms lacking in space, sight lines, and upgraded technology.)
- Lack of visitor facilities, life-safety measures, and compliance with ADA standards.

In 2005, as the Capitol celebrated its 100-year birthday, the Legislature funded schematic design of the Capitol's entire restoration. Later that year, through an established Request for Proposal (RFP) and interview process, a design team of Hammel Green and Abrahamson (HGA) of Minneapolis, Minnesota, and Schooley Caldwell Associates (SCA) of Columbus, Ohio, was selected and approved by the Board.

In 2006, the design team confirmed the earlier Predesign issues, as well as investigated the building's ailing infrastructure, and proposed a simple, elegant, and modest solution with no visual impact on the original Cass Gilbert design.

Failing to go forward with any continuation of design funding or overall support for the design team's concept at the end of the 2006 session, the Capitol's restoration was on hold.

Since then, the Capitol Building continues to be in critical need of repair and rehabilitation.

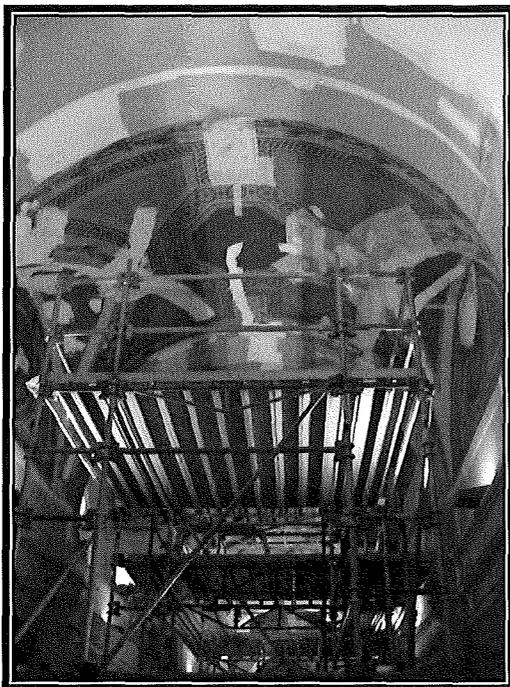
In 2007, the Legislature funded the Legislative Coordinating Committee (LCC) to create a Capitol Restoration Working Group. This Working Group, consisting of legislators, stakeholders of the building, and public members, had as their task to build consensus for a restoration strategy. The Working Group has continued to hold meetings and evaluate findings and information presented by consultants and State staff but this process has yielded no consensus for an overall restoration strategy. Still unresolved are the fundamental issues of space and project scope. It is recognized and assumed that unless and until all the decision makers are of one mind regarding the scope and financial approach to this project, including allocation of space, the State will continue to address the needs of this historically significant and iconic building on an as-needed and piecemeal basis.

MINNESOTA STATE CAPITOL RESTORATION (continued)

The restoration of the Capitol is intended to achieve the following results at a minimum. Other needs such as improved visitor accommodations, dining facilities, additional and improved hearing rooms, and modernized and secure technology may be included in the restoration plan as determined by the predesign planning.

- Full accessibility to all programs, services and activities for persons with disabilities in accordance with all applicable regulations and codes, including the Americans with Disabilities Act, the Minnesota State Building Code and others.
- A safer Capitol building, including a comprehensive sprinkler system, smoke detection and alarm system, a safer means of exiting the building, active and passive systems to prevent the spread of smoke from one area of the Capitol to another, creation of a shelter in place, and a fire command center.
- Implementation of recommendations of the National Guard's Homeland Security Assessment, which found significant building and occupant vulnerabilities.
- Reliable, energy efficient mechanical and electrical systems that meet life-safety standards and provide adequate levels of comfort and service.
- Control of physical deterioration and damage, and preservation of the building for future generations.

The Capitol Building is in critical need of repair and comprehensive rehabilitation. A plan is needed to make these comprehensive repairs; address visitor access and amenities; attend to code deficiencies, including full access for disabled citizens; remedy conditions of inadequate fresh air and scarce restroom facilities; increase the security of the building and its occupants; and correct exiting deficiencies. Failure to move forward now will cost the State significantly more, first, through continued deterioration, and second, through further cost escalation for restoration. If unaddressed, the deteriorating condition will affect the building's ability to effectively serve the people of Minnesota in the same manner that it has since completion of the Capitol Building in 1905. A previous Predesign study and partial Schematic Design has been completed but has failed to receive consensus among all parties as a preferred approach.



Before

(Third Floor Corridor Restoration)



After

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 the Board's 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 of Minnesota 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 east of the intersection at University and Rice Street. Construction could begin by 2010.

Since fall of 2007, CAAPB Staff, Architectural Advisors, and representatives of the Department of Administration have been reviewing preliminary engineering documents, station area plans, streetscape details, and in the near future LRT station artwork as it applies to the Capitol Area. Common streetscape design elements, such as lighting, are being considered for both the Capitol Area and the City of Saint Paul, as well as style of catenary poles.

WEB PAGE

www.caapb.state.mn.us

Critical to the CAAPB's operations is its web page and ability to maintain an easy flow of information to the public. As one of the Board's budget initiatives in FY 2008-09, the Legislature funded, through the Office of Enterprise Technology, a request to upgrade the CAAPB web site and provide training for staff maintenance of the site.

All primary documents of the Board are posted on the site, as well as future Board meeting notices and items of architectural and zoning interests on a national level.

CAPITOL AREA ZONING AND DESIGN RULES

In November 2007, the CAAPB formed a Steering Committee to select consultants for the first significant rewrite of the CAAPB *Rules Governing Zoning and Design for the Minnesota State Capitol Area* in close to 30 years, with only minor revisions written "in-house" by staff in 2000.

From meetings with neighborhood groups and a Steering Committee, the team of URS and the Cuningham Group are producing completely new text and graphics, as CAAPB Staff are pursuing the legal methods of a repeal of the former rules and adoption of the new rules. The Board's zoning ordinance is subject to Administrative Procedures Act (APA), and publication through the State Register and Office of Administrative Hearings.

Staff and the Attorney General's Office will begin writing the Statement of Need and Reasonableness (SONAR), which must explain any and all changes for the Office of Administrative Hearings review. In the end, the Zoning Rules become part of MN Rules, and under APA, key timetables will guide publication of everything from "Notice of Intent to Adopt Rules", to "Notice of Hearing", or "Dual Notice", to the actual publication of the "Rules" and/or "Notice to Repeal Rules". All of which the Board will adopt at a future Board meeting.

CAAPB BUDGET

The CAAPB's Base Budget is appropriated from the General Fund.

The Board's Base Budget is as follows:

- Salary & Benefits 83%
- Rent 9%
- LAN & IT Charges 2%
- Business Operations 6%

Legislative language passed in 2007 allows that the CAAPB charges for Board, Advisors, and Staff time when projects, pursuant to MN Statutes 15B.17, Subd. 1, require Board review and approval, are reimbursed to the Board on a permanent basis (Laws of 2007, Chptr. 148, Art 2, Sec. 10, Subd. 1(b)). To date, this language has provided the agency with an additional \$3,050 in FY 2008-09.

Four full time employees administer the following agency priority activities:

- Administrative support for the CAAPB's review and approval of zoning/planning/design development within the 60-block area of the Board's jurisdiction.
- Provide timely design review of Capitol Area projects, zoning interpretation, and liaison to the City of Saint Paul on development in the area.
- Provide timely design review and approval of stations, route location, and mitigation of the Central Corridor LRT Project through the Capitol Area with the Met Council and their design team.
- Initiate funding requests for the Capitol Building's preservation, restoration, and maintenance.
- Management of agency operations and coordinated work efforts with other state agencies and the City of Saint Paul.
- Develop framework/guidelines for the Capitol Mall's maintenance, memorials, and design competitions.
- Establish and update planning tools and design guidelines through the Board's comprehensive plan for Capitol Area development.
- Coordinate historical documents on the Capitol Area for public and private use.
- Employee development via staff training, meetings, and employee reviews.
- Continuous update and maintaining of CAAPB Web Site.

As early as 1998, the CAAPB was proactive in achieving efficiencies of budget and shared services. Having already reduced operations to 4FTEs, in lieu of 5 (per MN Statutes 15B), the agency relocated into a building with a Cabinet agency where savings are achieved by a sharing of space, equipment, LAN connections, IT support, and purchasing programs.

CAAPB BUDGET (continued)

Trends or projects that influence the agency's level of activity outside CAAPB control are contingent upon others who require CAAPB review or approval for development. Many, if not all, of these projects require future funding in various phases of private or public sources, and have the potential to increase the number of advisor review meetings, Board meetings, and payments of per diems. Not to mention the potential need to upgrade CAAPB planning tools such as district plans, maps, mall plans, and through technology upgrades, the agency's ability to receive and transmit engineered documents from outside agencies.

Future projects influencing the CAAPB's basic business operations:

- 25% - Central Corridor LRT project and new area development spurred by the LRT.
- 10% - The Capitol Building's individual projects, decisions by the Working Group, and the Capitol's ultimate full restoration.
- 25% - Design and construction of four Mall memorials, plus other artwork, and overall mall maintenance planning.
- 30% - Zoning issues and permit request review and processing.
- 10% - Completion of zoning and design rules based on upgrades to the comprehensive plan; writing of the Statement of Need and Reasonableness (SONAR), and public hearing prior to adoption.

GOALS FOR FY 2010 - 2011

With equal priority the CAAPB has 4 key goals:

- Keep current, flexible, and enforce the rules of zoning and design in keeping with the purposes of the CAAPB within the Capitol Area.
- Work in cooperation with the City of Saint Paul and immediate neighborhood districts to ensure that area adjacent to the Capitol Area is developed in keeping with the purposes of the Board and the Comprehensive Plan.
- Monitor, enhance, and maintain the beauty of the Capitol Area in keeping with MN Statutes 15B.01, and the Comprehensive Plan.
- Continue to build consensus on the urgent need to restore the Minnesota State Capitol Building.

CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

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Representative Erin Murphy

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Rosemary McMonigal, AIA - AIA Minnesota Appointee

William Sanders, FASLA - Arts Board Appointee

STAFF

Nancy Stark, Executive Secretary

Paul Mandell, Principal Planner, Zoning Administrator

Renita Dellwo, Accounting & Financial Officer

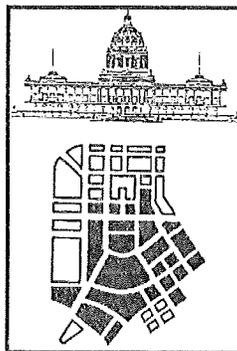
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LAYOUT and DESIGN of REPORT

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WEB PAGE

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