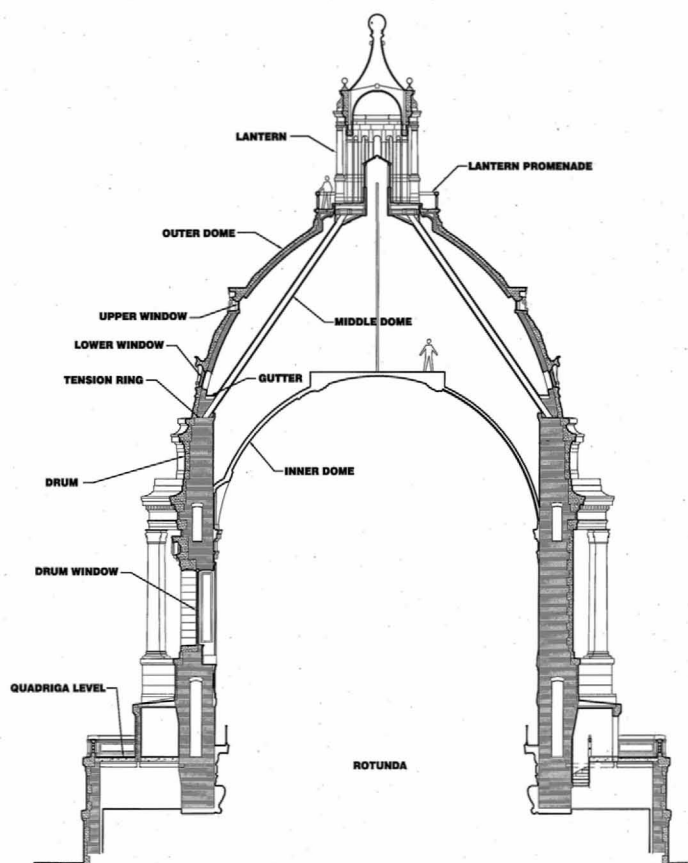


# Capitol Area Architectural and Planning Board

Biennial Report  
2010 – 2011



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 44<sup>th</sup> year in 2011.

#### **Acknowledgement**

**Cover photograph and drawing is courtesy of  
Hammel Green and Abrahamson (HGA)  
and Schooley Caldwell Associates (SCA).**

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

December 2010

## 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 & RESPONSIBILITY

The Board is comprised of 12 members, chaired by the Lieutenant Governor. The 11 other members are appointed as follows: four by the Governor, three by Mayor of Saint Paul, two by the President of the Senate, and two by the Speaker of the House of Representatives. An Advisory Committee of three design professionals is required by law to advise the Board on all architectural, planning and landscape matters affecting the Capitol Area. Three staff currently serve the Board.

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 standards are based on quality of design, long-range planning, efficient use of the public dollar, and timely processing and review. The CAAPB works closely with the Department of Administration, the City of Saint Paul, neighborhood planning district councils, development groups, and with private sector architects, engineers, and developers.

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*, amended in 2009, is the framework for its daily agenda, along with the *Rules Governing Zoning and Design for the Minnesota State Capitol Area*, rewritten in 2009. These rules include design review procedures and standards for any proposed construction in the Capitol Area. The Rule, which was adopted under the Administrative Procedures Act, won an award in 2010 from the American Planning Association, MN Chapter and was recognized specifically for its form-base, user-friendly approach and use of graphics.

State agencies and other public bodies considering building projects in the Area are also required to consult with the Board before developing plans. Designs for any new public building and memorials are obtained through CAAPB architectural competitions. In addition, the Board must review and approve any plans for substantial alterations or improvements to public lands or building in the Area. The Board also coordinates the implementation of major public projects in the Area, such as the Central Corridor Light Rail Transit and previously the I-94 freeway overpasses linking the Capitol with downtown Saint Paul.

The Capitol is Minnesota's most important public building. The Board therefore takes seriously its responsibility to preserve that structure. Any significant changes to the Building's appearance must be approved by the Board and in this role the Board must consult with the Minnesota Historical Society regarding the historic fidelity of any changes. The Board also shares responsibility with the Department of Administration for developing standards for the repair, alteration, furnishing, appearance, and general maintenance of the building's public and ceremonial areas. These standards are binding upon the Administration Department. The Board also shares with the Historical Society, responsibility for the design, structural composition, and location of artwork within the public and ceremonial areas of the Capitol, per the *1998 Policy For Works of Art in the Minnesota State Capitol*.

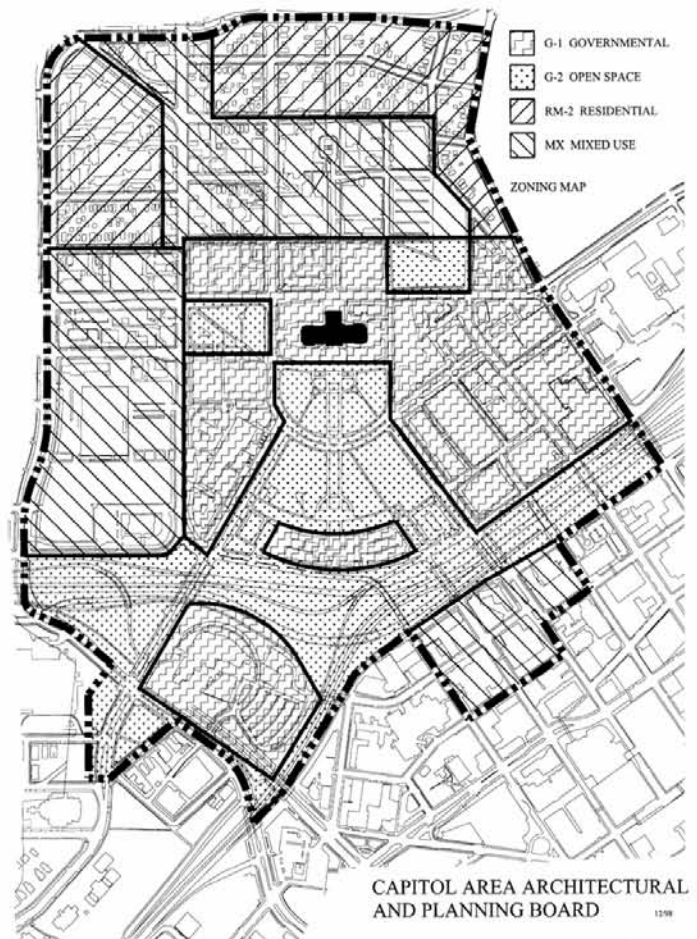
# CAPITOL AREA ZONING and DEVELOPMENT

As the planning and regulatory agency responsible for architectural design and long-range planning for the Capitol Area, the CAAPB has zoning jurisdiction and design review over 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), nine 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 continues to work with the Capitol River Council in downtown Saint Paul and with the Saint Paul Design Center on a variety of planning efforts, and the advice of the CAAPB staff and Advisors is sought after by other state capitol area representatives in their approaches to policy, planning, and development.

Several memorials on the Capitol Mall are in either design or fundraising stages, including a Firefighters Memorial, a Hubert H. Humphrey Memorial, a Memorial to the Special Forces in Laos, and the Minnesota Military Family Tribute. 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.



## LIGHT RAIL TRANSIT (LRT)

For twenty years, CAAPB Staff, Architectural Advisors, and the Board have been involved in planning efforts focused on the Central Corridor LRT, following the Board's statutory charge regarding the Capitol Area. Plans call for a route out of downtown Saint Paul on Cedar Street, crossing the Interstate on Cedar Street Bridge, east along Twelfth Street, north on Robert and west on University Avenue to the University of Minnesota and Minneapolis. Capitol Area stations are planned for Cedar at Tenth Street, Robert at Fourteenth, and at Leif Erikson Park on University Avenue.

Since fall of 2007, CAAPB Staff, Architectural Advisors, and representatives of the Department of Administration have reviewed preliminary engineering documents, station area plans, streetscape details, and LRT station artwork as it applies to the Capitol Area. CAAPB review of the project will continue until the Central Corridor LRT is completed in 2014, along with review of new area development spurred by the LRT.

# CAPITAL IMPROVEMENTS

## 1988-1992

- Redesign of all freeway bridges linking the Capitol Area with downtown Saint Paul.
- Construction of the History Center and the Judicial Center, with designs secured through CAAPB-sponsored competitions.

## 1985-2010

- 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, Rathskellar, both House and Senate chambers, and the third floor.

## 1992-2010

- Capitol Mall development, including the Vietnam Veterans Memorial (1992), the Korean War Veterans Memorial (1998), the Woman Suffrage Memorial (2003), the World War II Memorial (2007), the Minnesota Workers' Memorial (2010). Design work is in progress on the Humphrey Memorial, while the Memorial to Special Forces in Laos and the Minnesota Military Family Tribute have secured design concepts and are in a fundraising stage.

## 1993-2010

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

## 1996

- Redesign of campus lighting to improve safety, and a more efficient system of architectural lighting for the Capitol Building's exterior.

## 1998

- Zoning and design review of the Stassen Building and the Fourteenth Street parking ramp.

## 2005

- Zoning and design review of the Orville Freeman Office Building, the Ag/Health Lab Building, and the Elmer Anderson Building.
- Staffed and facilitated a 14-member Capitol 2005 Commission in the celebration of the Capitol's 100<sup>th</sup> Birthday.

## 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 comprehensive restoration of the Capitol Building.

# 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 and five 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, for the number of Minnesotans that come to the Capitol to participate in government, or for the thousands of visitors who come to the building. Greatly influencing all future restoration work is the advance of technology in a 105-year-old building, the integrity of some of the building, **compliance with codes**, and the need to **re-examine security** in a post 9/11 world.

The 2000 Legislature funded a Predesign for the Capitol's restoration, which identified numerous critically important issues, but attempts to move forward with any implementation failed to garner the necessary support.

Then in 2005, as the Capitol celebrated its 100-year birthday, the Legislature funded further study and a schematic design of the Capitol's entire restoration.

In 2006, the design team of Hammel Green and Abrahamson (HGA) of Minneapolis, and Schooley Caldwell Associates (SCA) of Columbus, Ohio, confirmed the earlier Predesign issues, investigated the building's ailing infrastructure, and proposed a comprehensive solution. That plan would have cost \$260 million over a phased, six-year schedule.

In 2007, the Legislature authorized the Legislative Coordinating Committee (LCC) to facilitate a Capitol Restoration Working Group consisting of legislators, stakeholders, and the public to build consensus for a restoration strategy, but this process yielded no consensus. 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.

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

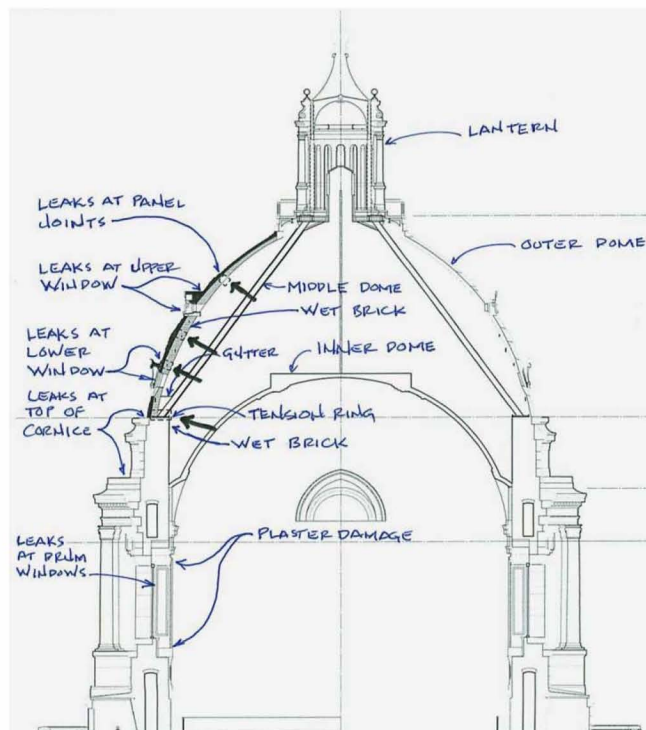
To put this project in perspective, since 1985, approximately \$61 million has been spent on the building, with more than 70% for emergency repairs on life-safety remedies. In comparison, over that same time, close to a dozen state capitol buildings have been partially or completely restored, at costs ranging from \$75 - \$287 million (the largest figure for Texas in 1990, which included an underground expansion). **The longer the wait, the more expensive it will become to do it right, and more money will have been spent simply to patch or apply a band-aid to an ever-worsening asset preservation need.**

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 for persons with disabilities in accordance with all applicable regulations and codes.
- A safer Capitol Building, including a comprehensive system for dealing with fire and smoke, and other life-safety measures for the safety of all in the building.
- Implementation of recommendations of the 2009 National Guard's Homeland Security Assessment, which found significant building and occupant vulnerabilities.
- Energy efficient mechanical and electrical systems that meet life-safety standards and provide adequate levels of air.
- Control of physical deterioration and damage, and preservation of the building for future generations.

## MINNESOTA STATE CAPITOL RESTORATION (continued)

Failure to move forward with an agreed-to plan 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.



# CAAPB BUDGET

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

The Board's Base Budget is as follows:

- Salary & Benefits 81%
- Rent 12%
- LAN & IT Charges 2%
- Business Operations 5%

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, Ch. 148, Art 2, Sec. 10, Subd. 1(b)). To date, this language has provided the agency with an additional \$7,700 in FY 2010-11.

As early as 1998, the CAAPB was proactive in achieving efficiencies of budget and shared services. Having already reduced operations to 4 FTEs, 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. The agency currently has three full-time employees.

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, including memorials, 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% - Zoning issues and permit request review and processing.
- 20% - Central Corridor LRT project and new area development spurred by the LRT.
- 20% - The Capitol Building's individual projects, decisions by the legislature, and the Capitol's ultimate full restoration.
- 25% - Design and construction of four Mall memorials, plus other artwork, and overall mall maintenance planning and landscaping.
- 10% - CAAPB response to other agency initiatives such as SWIFT and Continuity of Operations Plan (COOP).

Critical to the CAAPB's operations is its web page, [www.caapb.state.mn.us](http://www.caapb.state.mn.us), and the ability to maintain an easy flow of information to the public. All primary documents of the Board are posted on the site, as well as future Board meetings, zoning forms, and items of architectural and zoning interests on a national level.



# **CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD**

## **BOARD MEMBERS**

**Lieutenant Governor Carol Molnau, Chair**

M. Ann Buck, Vice-Chair

Don Grundhauser  
Representative Matt Dean  
David Lanegran  
Senator-Elect Carla Nelson  
Troy Olsen  
Catherine Hartnett  
Senator Sandy Pappas  
Senator Ann Rest  
Representative Morrie Lanning  
Representative Diane Loeffler

## **ARCHITECTURAL ADVISORS**

Thomas Blanck, RA - CAAPB Appointee  
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 & Administrative Assistant

## **LAYOUT and DESIGN of REPORT**

CAAPB Staff

With the election of Governor-Elect Mark Dayton in November 2010, the CAAPB welcomes Lieutenant Governor-Elect Yvonne Prettner Solon as the new Chair of the Capitol Area Architectural and Planning Board.