

Capitol Area Architectural and Planning Board

Biennial Report 2014 – 2015



The Capitol Area Architectural and Planning Board (CAAPB), first established as a Commission, was created by the 1967 Legislature. One of the CAAPB's statutory responsibilities is to prepare a comprehensive 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 has entered its 47th year in 2014.



The Charioteer is secured for removal.

The Biennial Report for FY 2014 and FY 2015 was prepared by the staff of the Capitol Area Architectural and Planning Board in December 2014.

Mission of the CAAPB

Per MN Statute 15B, the statutory authority for the Capitol Area Architectural and Planning Board, hereafter referred to as the CAAPB or the Board, 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.
- 3) Develop proper approaches to the Capitol Area for pedestrian movement, the highway system, and the mass transit system, so that the area achieves its maximum importance and accessibility.
- 4) Establish a flexible framework for growth of the Capitol Area that will be in keeping with the spirit of the original Cass Gilbert design.

Responsibilities of the CAAPB

The CAAPB's responsibilities are critical pieces of project design and development within the Capitol Area. These responsibilities include:

- 1) Design guidelines towards making the Capitol Area more vibrant, architecturally cohesive, and well-planned.
- 2) Create public awareness of the Capitol Area as unique in the State and an asset to its host city.
- 3) Shape public space as a critical element of the urban infrastructure.

As the governing body, the Board is responsible for the physical development of the Capitol Area. This means that projects are planned long-term based on the Board's *1998 Comprehensive Plan for the Minnesota State Capitol Area* (amended in 2009) and the *Rules Governing Zoning and Design for the Minnesota State Capitol Area* (revised in 2009).

The *Rules Governing Zoning and Design for the Minnesota State Capitol Area* include design guidelines, review procedures, and standards for proposed construction in the Capitol Area.

Profile of the CAAPB

The Board has twelve Board members and is chaired by the Lieutenant Governor. There are four members appointed by the Governor, three members appointed by the Mayor of Saint Paul, two members appointed by the President of the Senate, and two members appointed by the Speaker of the House of Representatives. By law, an Advisory Committee of three architectural and/or landscape design professionals is required to advise the Board on all architectural, planning, and landscaping matters that affect the Capitol Area. There are three full-time staff who serve the Board at this time.

The Board normally meets every two to three months, or at the call of the Chair to review or approve issues directly affecting zoning, planning, development, and/or design within the 60-block area of the jurisdiction of the Board. The Board's standards are based on quality of design, long-range planning, 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, private-sector architects, engineers, and developers.

State agencies and other public bodies who consider building projects in the Capitol Area are required to consult with the Board before they develop plans. Designs for new public buildings and memorials are obtained through architectural competitions. In addition, the Board must review and approve all plans for substantial alterations and/or improvements to public lands and/or buildings in the Capitol Area. The Board coordinates the implementation of major public projects in the Capitol Area, most recently, the Central Corridor Light Rail Transit (The Green Line).

The Capitol is the most important public building in the State of Minnesota. Therefore, the Board takes seriously its responsibilities to preserve the Capitol Building. Any significant changes to the Capitol's appearance must be approved by the Board, and in this role the Board must consult with the Minnesota Historical Society in regard to the historic fidelity of the planned changes. The Board also shares responsibility with the Department of Administration for developing standards for the repair, alteration, appearance, furnishing, and general maintenance of the Capitol's public and ceremonial areas. These standards are binding upon the Department of Administration.

In developing the *1998 Policy for Works of Art in the Minnesota State Capitol*, the Board also shares responsibility with the Minnesota Historical Society for the design, structural composition, and location of artwork within the public and ceremonial areas of the Capitol Building.

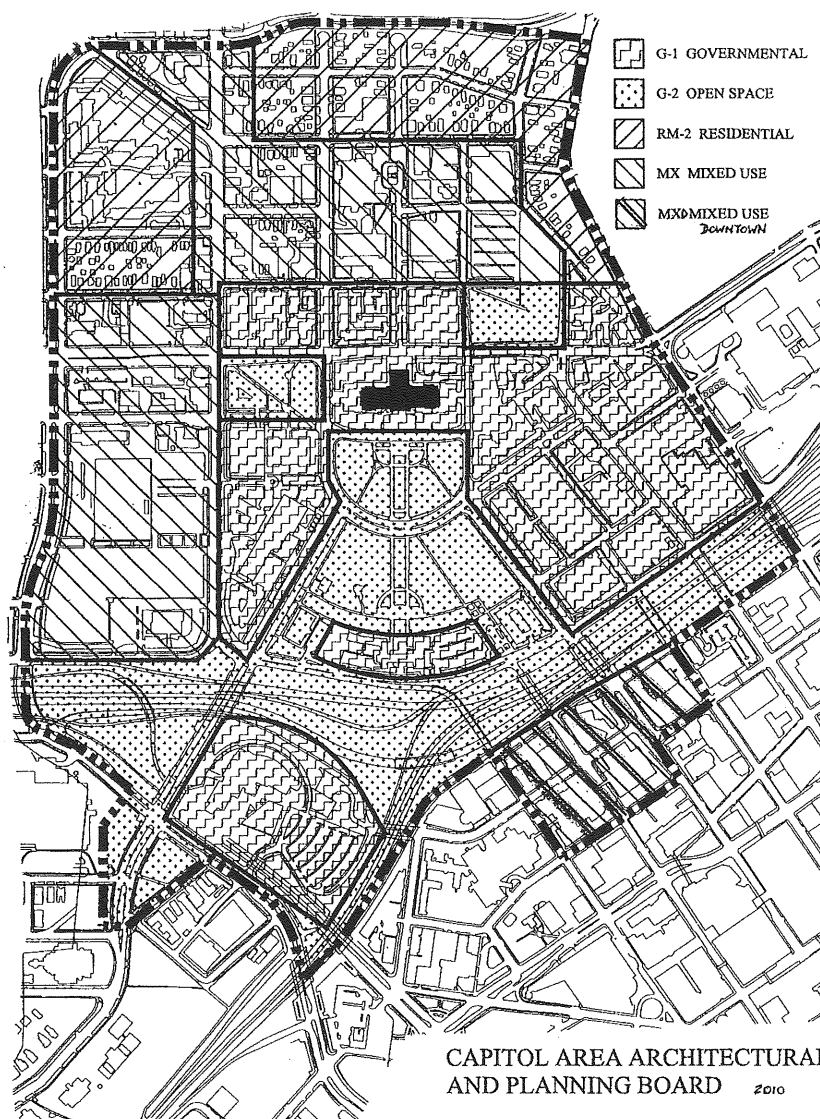
In February 2012, the Board adopted a *Policy for Commemorative Works in the Minnesota State Capitol Area*, providing guidance for the consideration and design of statues, monuments, memorials, or other commemorative works within the Capitol Area.

Capitol Area Zoning

The Capitol Area Architectural and Planning Commission was created in 1967 to restore a higher standard of quality to the Capitol Area (comprised of 60 blocks surrounding the Capitol Building), after buildings deemed architecturally inappropriate to the Capitol Area were built in the 1950's and 1960's. In 1974, the Legislature added zoning authority and changed the Commission to a Board.

This higher standard of architectural design quality has been accomplished in part by means of a comprehensive plan, which was developed with the input from stakeholders, such as state agencies, the City of Saint Paul, and the general public; the plan is reinforced by the *Rules Governing Zoning and Design for the Minnesota State Capitol Area*. The Legislature intended that the Board be comprised of gubernatorial, mayoral, and legislative appointees; and that the Board report directly to the Legislature, unfiltered by any party, special interest group or person, and thus remain protected from political influences.

The structure and size of the CAAPB helps to make its operations effective and cost-efficient, as well as transparent, accessible, and sensitive to input from the public. CAAPB zoning rules, as of the 2009 rewrite, have strengthened the implementation of the design guidelines.



Minnesota State Capitol Preservation

121 years ago, a Board of State Capitol commissioners came together to make a 100-year decision.

“We built the State Capitol on the theory that nothing was too good for Minnesota.”

**Cass Gilbert, Architect
January, 1901**

Today, the State of Minnesota has a similar opportunity. The Legislature not only has the responsibility to preserve the past, but to protect and to assure the Capitol’s future.

To that point, the State Capitol Preservation Commission was established during the 2011 legislative session. Chaired by the Governor, its membership includes legislative, agency, and public members, who have the following duties:

- Develop a comprehensive, multi-year, pre-design plan for the restoration of the Capitol Building; review the plan periodically, and, as appropriate, amend the plan.
- Develop and implement a comprehensive financial plan to fund the preservation and restoration of the Capitol Building.

Every January, the State Capitol Preservation Commission reports to the Chairs and the ranking minority members of the legislative committees who have jurisdiction over the Capitol Preservation Commission in regard to activities and efforts of the Commission in the preceding calendar year. This includes the recommendations adopted by the State Capitol Preservation Commission, the required comprehensive financial plan, and any proposed draft legislation necessary to implement the recommendations of the Preservation Commission. The CAAPB has three Board members and the agency’s Executive Secretary on the Preservation Commission.

Working closely with the Commission, a team of consultants led by MOCA Systems (David H. Hart, FAIA and former Architect of the Utah State Capitol) developed the first State Capitol Preservation Commission Comprehensive Master Plan 2012. The report established that the Capitol Building is at a *“tipping point,”* where restoration is critical to extend the life of the building. Restoration focuses on actions to fix the building and the following guiding principles and imperatives:

- The architectural integrity of Cass Gilbert’s design must be respected.
- The functions of the Capitol Building must be improved to support government processes.
- Life safety and security must be addressed.

The Comprehensive Master Plan 2012 restated the immediate need to upgrade both infrastructure and technology systems, repair exterior stone, provide accessibility for visitors and occupants, and support better organization of space for government to operate.

The Legislature, following the Preservation Commission’s approval of the Comprehensive Master Plan 2012, has supported the restoration of the Capitol Building with \$271 million worth of funding.

It is critically important that all acknowledge the need to preserve Minnesota’s greatest treasure, and that a thorough, dedicated Comprehensive Master Plan is now guiding the process.

Current Construction Activities

The CAAPB, as a chief steward of the Capitol Building, takes its charge seriously. The CAAPB continues to monitor progress of the Capitol Building Project to make sure that all design and budget decisions serve the public. A number of exterior projects began in the previous biennium and were completed. Some will continue throughout 2015. Each exterior project addresses one of the following necessities:

Stone Repair

The Capitol's exterior façade is made of Minnesota Diamond Pink granite at its base and white Georgia marble from the base up. An investigation found long-term water infiltration has saturated the masonry behind the marble. It also found stone and brick damage caused by the freeze-thaw weather cycles, the corrosion of the material used to anchor the stones to the building, and shifting stonework.

The marble on the façade of the Capitol Building will continue to age, weather, and thus deteriorate. The efforts to preserve the existing, historic building materials will be ongoing. No repair can be considered permanent, and future restoration work (repair and replacement) will be required as conditions change and the marble continues to age. Understanding the mechanisms behind the deterioration, and tracking the progression of the decay of the marble over time is critical for developing the predictive modeling needed to create effective maintenance schedules, and to lay the foundation for future restoration work. The stone repair work will continue through 2015.

Windows Replacement and French Doors Replacement

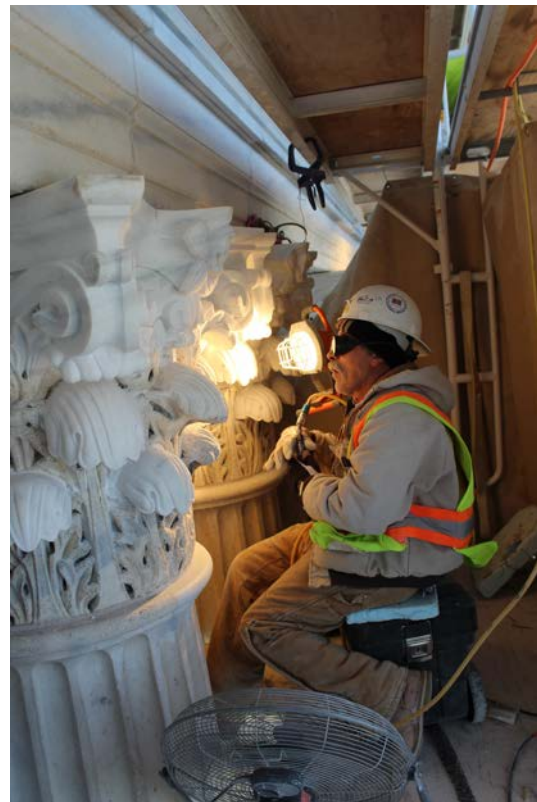
The Capitol has 242 exterior windows, 12 additional drum-windows replaced in 2012, skylights, and French doors. The replacement of the aluminum windows with wood windows will be coordinated with the exterior stone repair through 2015. Research has shown that wood windows are a smarter investment and more compatible with the Capitol Building's historical architectural design.

Dome Repair

The interior of the dome above the Rotunda and the surrounding lunettes will be restored in future phases of the Capitol Building's preservation work, provided that funding can be allocated, once there has been a thorough assessment of the required restoration work.

Detailed information of the State Capitol Preservation Commission and current work by the project management team can be found on these websites:

<http://mn.gov/capitol/preservation> or
www.caapb.state.mn.us





ENTRY TERRACE VIEW



Capitol Area Development

Memorials

Competitions, design selections, fundraising efforts, and moving dedications have brought three new memorials to the Capitol Mall: The **Minnesota Military Family Tribute** is in its final stages of construction and is scheduled to be dedicated in June 2015. The **Minnesota Workers Memorial** is in Phase II of the design work, which involves a final inscription and a stone mural representing a cross-section of all who work and help create the Minnesota we know and love. The **Minnesota Memorial to Special Forces in Laos** received partial funding in the 2014 legislative session and is in the process of completing its final design phase.

Ongoing maintenance of all these assets of the State of Minnesota is critical. This is why the CAAPB and the Department of Administration have a policy that requires new memorial/commemorative project budgets set aside 20% of the total construction budget for future maintenance and repair. There is a critical need to establish long-term maintenance- and repair-funding for existing memorials. This type of funding would cover issues of life safety, monument restoration, and landscape renewal.

Light Rail Transit

In June 2014, the Green Line (light rail transit) opened. It runs from downtown Minneapolis to downtown Saint Paul through the University of Minnesota campus and the Capitol Mall. After 20 years of planning, the Metropolitan Council estimates that ridership in the first quarter is already at the projected 2020 level.

Parking Ramps

In 2013, a parking needs assessment survey of State employees on the campus was conducted by the Department of Administration. This was prompted by the eventual loss of State based parking on the Sears lot. A study of three new parking ramps was conducted. As a result, Lot F ramp west of MNDOT was funded and designed for 535 cars; this is space for 400 cars over the existing capacity of the MNDOT surface lot. The pre-cast on the new ramp is compatible with the granite and metal on the MNDOT Building. Lot F ramp is scheduled to be completed by the end of December 2014. As part of the new Legislative Office Building, former Lot B north of the Capitol will become a decked, below-grade parking ramp for 265 cars, including 25 handicapped spaces; this translates into a net gain of 100 spaces. The new ramp and the Legislative Office Building are scheduled to be completed by the end of 2015.

New Legislative Office Building and Parking Ramp

A new office building with 155,000 square feet, three large hearing rooms, and a landscaped, below-grade parking ramp will serve all 67 State senators and staff. The new Legislative Office Building is being constructed on former Lot B north of the Capitol Building. It was designed by BWBR and Jon Pickard of Pickard Chilton, and is scheduled to open in December 2015. The building is connected to the new tunnel under University Avenue. It hosts a loading dock that will also serve the Capitol and has secured access on Sherburne Avenue. The four-story building needed a height variance from the CAAPB as its penthouse will rise 15 feet higher than permitted (set to the cornice of the Capitol Building). It will be built with granite and limestone on the facades facing the Capitol; pre-cast will be used to match the stone elsewhere.

University Avenue Tunnel and Secure Loading Dock

A new tunnel under University Avenue and the Green Line (light rail transit) opened in February 2013. As a result, the loading dock for the Capitol Building has better security control in accordance with security guidelines and recommendations. The loading dock will be part of the new Legislative Office Building.

Operations and Budget of the CAAPB

In December 2011, the CAAPB was one of several agencies asked to prepare a report for the Sunset Advisory Commission on the efficiency and effectiveness of the agency's operations. The report template addressed similar operational questions for each agency with special emphasis on priority-based budgeting.

The Sunset Advisory Commission ruled the Capitol Area Architectural and Planning Board satisfied all requirements for continued operation and would then, along with other bodies, expire on June 30, 2018, per amended Minnesota Statutes 2011 Supplement, MN Statutes 3D.21, Subd. 4.

The CAAPB's base budget is appropriated from the State's General Fund.

The Board's base budget is as follows:

- Salary and benefits 75%
- Rent 14%
- LAN and IT charges 5%
- Business operations 6%

In the course of daily operations, the agency's level of activity outside of CAAPB control is contingent upon trends or projects that require Board review or approval. With developing technologies, there is the potential need to also upgrade CAAPB planning tools and the agency's ability to receive and transmit communications from external private and public entities.

Any budget reduction for FY 2016-2017 could put the CAAPB at a point of possible part-time operation.

The CAAPB believes that its operation contributes to the statewide outcome of efficient and accountable government services. The following matrix best identifies some of the measureable outcomes and successes the agency has achieved during the past biennium.

<i>Type of Measure</i>	<i>Name of Measure</i>	<i>Previous</i>	<i>Current</i>	<i>Dates</i>
Quality	Enforcing zoning regulations: Action within 60 days.	100% achieved	100% achieved	August, 2012 August, 2014
Quantity	Project design document review and commentary (buildings and memorials).	10	23	2006 and 2014
Quality	Timely management of new memorials (competition through construction).	6-10 years to complete	4-5 years to complete	2000 and 2014
Result	Maintain current comprehensive plan and zoning and design rules.	1998 and 2000	Adopted new in 2009	1998 and 2009

In April 2014, the Office of the Legislative Auditor (OLA) performed a limited financial review of the CAAPB. Less in-depth than an audit, this limited review provides assurance that financial data are reliable and the risk of noncompliance is relatively low. Based on the OLA examination, the CAAPB was notified in May 2014 that there was no need for a full-scope audit at this time.

Capitol Area Architectural and Planning Board

Board Members

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M. Ann Buck, Vice-Chair

Jon Fahning
Elaine Fink
Don Grundhauser
Catherine Hartnett
David Lanegran
Senator Carla Nelson
Senator Melisa Franzen
Senator Ann Rest
Representative Matt Dean
Representative Raymond Dehn

Architectural Advisors

Thomas Blanck, RA - CAAPB Appointee
Paul C.N. Mellblom, AIA - AIA Minnesota Appointee
Bryan Carlson, FASLA - Arts Board Appointee

Staff

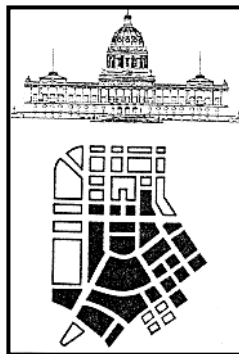
Nancy Stark, Executive Secretary
Paul Mandell, Principal Planner and Zoning Administrator
Johanna Schels, Fiscal Officer and Communications

Report Content and Design

The CAAPB Staff

Critical to the Board's operations is its website: www.caapb.state.mn.us
and its ability to maintain an easy flow of information to the public.

All primary documents of the CAAPB are posted on the website, including future Board meeting announcements, sign permit and zoning forms, items of architectural and zoning interests on a national level, and the Minnesota State Capitol Preservation Commission website.



CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

Department of Administration Building, Suite 204
50 Sherburne Avenue, Saint Paul, MN 55155

PHONE: 651.757-1500
TELEFAX: 651.296.6718
WEB SITE: www.caapb.state.mn.us