

2015

Report from the State Capitol Preservation Commission



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MOCA

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Submitted on behalf of the

State Capitol Preservation Commission

Table of Contents

<i>State Capitol Preservation Commission</i>	<i>2</i>
Commission Members	2
Duties and Responsibilities of the Commission	3
<i>EXECUTIVE SUMMARY</i>	<i>4</i>
<i>2014 ANNUAL STATE CAPITOL PRESERVATION COMMISSION REPORT</i>	<i>5</i>
<i>Summary</i>	<i>16</i>

State Capitol Preservation Commission

This report is submitted on behalf of the State Capitol Preservation Commission whose duties and responsibilities are to preserve the Minnesota State Capitol as outlined below.

Commission Members

The 2011 Legislation forming the State Capitol Preservation Commission created a 22 member commission. Membership was defined in statute as consisting of the:

- Governor, Lt. Governor, Attorney General, and the Chief Justice of the Supreme Court;
- Senate Majority Leader, two additional members of the Senate Majority and two members of the Senate Minority;
- Speaker of the House, two additional members of the House Majority and two members of the House Minority;
- Commissioners of Administration and Public Safety;
- Historical Society Director and the Executive Secretary of the Capitol Area Architectural and Planning Board; and
- Four public members.

The 2014 State Capitol Preservation Commission Members:

- Governor Mark Dayton
- Lieutenant Governor Yvonne Prettner Solon
- Attorney General Lori Swanson
- Chief Justice Lorie Skjerven Gilda
- Senate Majority Leader Tom Bakk
- Speaker Paul Thissen – Designee Representative Mary Murphy
- Senator Ann Rest
- Senator Warren Limmer
- Senator LeRoy Stumpf
- Senator David Senjem
- Representative Diane Loeffler
- Representative Dean Urdahl
- Representative Alice Hausman
- Representative Matt Dean
- Commissioner Spencer Cronk, Department of Administration
- Commissioner Ramona Dohman, Department of Public Safety
- Historical Society Director and CEO, D. Stephen Elliott
- Executive Secretary Nancy Stark, Capitol Area Architectural and Planning Board
- Ted Lentz—Public Member
- James Dayton—Public Member
- Dana Badgerow—Public Member
- Peter Hilger – Public Member

Duties and Responsibilities of the Commission

1. The commission shall develop a comprehensive, multiyear predesign plan for the restoration of the Capitol building, review the plan periodically, and, as appropriate, amend and modify the plan. The predesign plan shall:

- Identify appropriate and required functions of the Capitol building
- Identify and address space requirements for legislative, executive, and judicial branch functions
- Identify and address the long-term maintenance and preservation requirements of the Capitol building

In developing the predesign plan, the commission shall take into account:

- The comprehensive plan for the Minnesota State Capitol Area, as amended in 2010, (www.caapb.state.mn.us)
- The rules governing zoning and design for the Capitol Area
- Citizen access
- Information Technology needs
- Energy efficiency
- Security, educational programs including public and school tours
- Any additional space needs for the efficient operation of state government

2. The commission shall develop and implement a comprehensive financial plan to fund the preservation and restoration of the Capitol building.
3. By January 15 of each year, the commission shall report to the chairs and ranking minority members of the legislative committees with jurisdiction over the commission regarding the activities and efforts of the commission in the preceding calendar year, including recommendations adopted by the commission, the comprehensive financial plan required under paragraph (a), clause (5), and any proposed draft legislation necessary to implement the recommendations of the commission.

EXECUTIVE SUMMARY

This is the fourth annual State Capitol Preservation Commission Report highlighting the progress of efforts to restore the Minnesota State Capitol. Since the first report, substantial progress has been made in moving the project forward.

Appropriations

The \$272.7 million restoration project has been fully funded through appropriations passed in preceding three legislative sessions:

- \$37.4 million in 2012
- \$109 million in 2013
- \$126.3 million in 2014.

Restoration Progress

Tenants have been relocated both within and outside of the Capitol building.

Construction is well underway in the basement, the east and west wings of ground and first floor, and the east wing of second and third floors.

The project team continues in the collaborative process with tenants and stakeholders to fine tune the design. This process is directed by the guiding principles established by the Capitol Preservation Commission prior to design, focusing on *Architectural Integrity, Building Function, and Life Safety and Security*.

Commission Approvals

The State Capitol Preservation Commission provided the following project approvals:

- Schematic Design package in July 2013, along with Work Package #1 that consisted of demolition and abatement of the basement.
- Work Package #2 and #2A were fully approved in February of 2014.
- Design Development, along with Work Package #3 and Work Package #3A were approved by the Commission in June of 2014.

The Commission will consider Construction Documents and the final Work Package #4 for approval in January 2015.

2014 ANNUAL STATE CAPITOL PRESERVATION COMMISSION REPORT

The following is a brief discussion of the project activities and accomplishments during 2014.

Design Development

At the time of the 2013 Annual Report, the design team had received approval to work on the Design Development package. This package was completed and delivered on January 10, 2013. The team then focused their efforts on the construction related work packages, issuing multiple addendums to Work Package #2 and releasing Work Package #3 on April 16, 2014. Work Package #3A was released on May 14, 2014. In June, the State Capitol Preservation Commission met to discuss and approve the Design Development package, as well as Work Packages #3 and #3A.

Construction Documents

The Commission's approval released the design team to work on construction documents, which are traditionally the final package. Work Package #4 would serve as the final piece to the construction documents and this package was released in November, 2014.

Construction Phasing

The construction phasing was divided in to four separate phases. Currently, the building is in Phase 3, and will continue to be so throughout the 2015 Legislative Session. Construction continues throughout the basement, although temporary tunnels are available for both public and staff. The route of the tunnels may change slightly on a day-to-day basis and appropriate way-finding signage has been established. The east and west wings of ground and first floor are under construction, as well as the east wing of second and third floors and rotunda.

Construction Progress in 2014

January

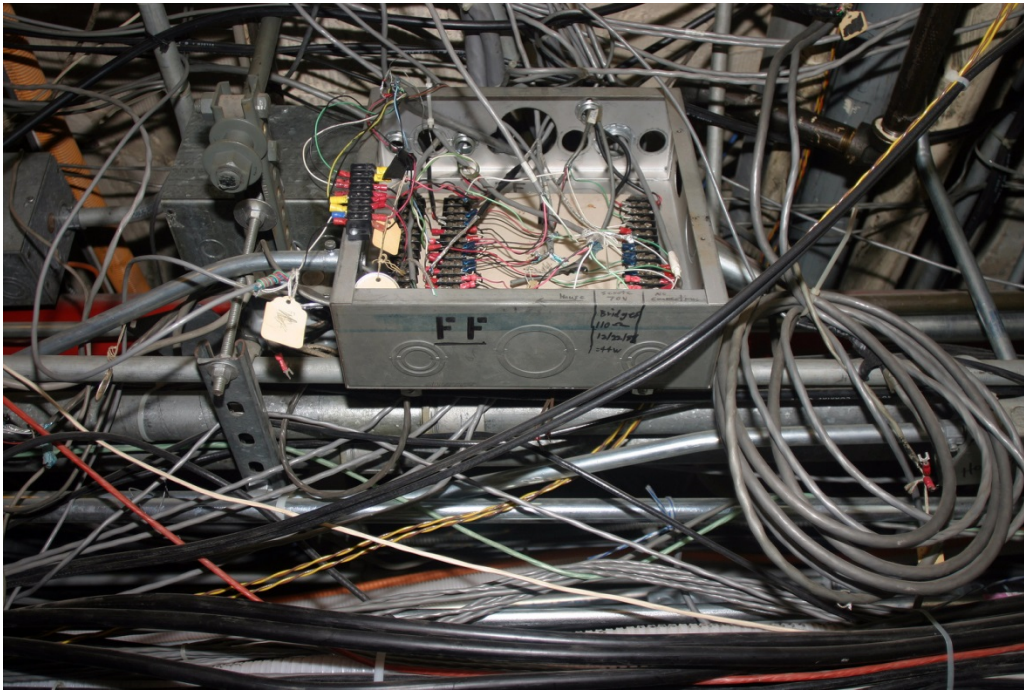
At the turn of the year, Phase 1 construction was nearing an end. Lead abatement continued in the basement, and the building had various temporary containment areas constructed and removed. Dry ice blasting was utilized to remove lead paint from the stone walls, revealing the natural finish on the basement walls. Temporary structures were constructed outdoors as well to house lead abatement compressors and protect them from the elements. Exploratory removal of paint occurred on the ground floor ceilings to determine where historic decorative paint existed. Temporary walls and doorways were constructed, eliminating basement access at the east and west stairs (to be used for emergency basement egress only). Proper protection was installed over existing mechanical and electrical equipment, while temporary fire sprinkler piping was installed in the basement.

February

A temporary opening into the basement was created at the southeast entry in order to facilitate construction materials and equipment to enter and exit the building. This included an overhead garage door and a temporary access ramp for construction equipment on the site as well. Tunnel access was realigned with plywood partitions and air monitoring devices were installed. Tie-ins for re-routing of domestic hot water occurred and concrete slab removal was underway.

March

Low voltage wiring was removed concurrently with fiber optic and electrical cable mapping. Lead paint abatement utilized overnight shifts in the northeast portion of the basement. In the areas where slab removal was complete, the first attempts at structural underpinning began. Soil tests proved challenging and the process determined to be most effective would also prove to be time consuming. Temporary electric feeders were installed to allow for the demolition of the east electrical duct.



April

A team of mechanical experts confirmed shaft opening location and sizes, and prepared for underground ductwork. Vibration monitoring devices were installed throughout the building while slab removal and underpinning work continued. Settlement benchmarking at footings and foundations was monitored to ensure that the underpinning work was not causing any damage. No concerning issues were discovered. Dirt and debris were hauled off site by container, utilizing the temporary access at the south east corner as well as the lift at the northwest side.

May

The large “Blue Duct” for underground ductwork installation began. Vertical installation of ductwork was also put in place. Saw cutting of concrete floors continued throughout the basement, with soil testing for bearing capacity following closely behind. Underground electrical conduit was installed under future corridors on the west end. Asbestos abatement of the ceiling was done during overnight shifts.



June

Core drilling for rain water drain piping occurred at the basement level below the Rotunda. Horizontal paths for this storm drain were installed and “flowable fill” was poured over them. Slab removal, trenching, underpinning and “Blue Duct” installation continued in the basement. Destructive sampling for hazardous materials occurred in upper floors, where tenants had vacated. Abatement has occurred as needed. Temporary partitions emerged at the Rotunda, eliminating the rotunda from public access/view. Mechanical systems were disengaged and dehumidifiers were installed in historic areas such as the Supreme Court room. Historic doors and marble from restrooms were removed and salvaged to be reused at a later construction phase.

July

Air handling units were removed after tenant move-out for certain locations. Slab removal, trenching, underpinning and “Blue Duct” installation continued in the basement. Architectural demolition occurred in the Attorney General’s offices and the Governor’s Offices. This process revealed historic crown molding above ceilings on the first floor. Wood casings were removed and salvaged for

reuse. Historic floor tile was discovered in the secondary corridors on the east wing and the design team explored possible use.

Demolition of roofing materials occurred at the Quadriga level, as well as the east wing, while investigation of roof flashing occurred by the design team.

August

Slab removal, trenching, underpinning and “Blue Duct” installation continued in the basement and cable trays were installed along the southwest foundation walls. New concrete floor slabs were poured in various areas throughout the basement. Architectural and mechanical demolition continued throughout the ground floor office areas. Temporary air handling devices were put in place to serve the occupied spaces in the north and west wings. Hydrotech roofing installation was underway at the east wing, along with some masonry repair work. Outside the Capitol, a temporary traffic control was set up on Cedar Street to allow for the installation of an electrical duct bank below street level. Crews also performed water infiltration investigations at the plaza level.



September

Scaffolding began to appear over the main entrances on the south side. Power was cut from the Ground floor west wing, allowing for full electrical demolition. A protective enclosure was constructed to contain server equipment in room G3 during this demolition. Some Zone 1 (historically significant) wall sconce fixtures were removed and sent off site for refurbishing. Abatement of fireproofing was completed in office areas, and sprinkler pipe was removed. Slab removal, trenching, underpinning and “Blue Duct” installation continued near the historic dining areas.

Elevator access was removed from basement level in order to perform underground work in front of those access points. This work would continue until December. All appropriate way-finding signage and notification was put in place prior, and throughout closure.

October

The construction of MPOP (where telecommunications service enters the building), Media Hub and Telecom rooms were underway in the basement. New steel lintels appeared at new openings in structural stone walls. Underground conduit continued to be installed and radon testing was underway. Slab removal, trenching, underpinning and “Blue Duct” installation continued.

At the roof, the east wing hydrotech waterproofing was nearing completion and new roof drains were installed. East Loggia concrete floor investigations occurred to verify structure depth, and drains were installed there as well. A Kemper waterproofing system was installed at second floor balconies. Thermal blankets were placed over unfinished roof areas to protect from the winter elements.



November

Chilled water piping was relocated at Aurora Avenue and protected walkways were installed leading to the Porte Cochere at the south entrance. Temporary heaters were connected to existing hot water piping throughout construction areas and new vertical shafts were created. Selective demolition occurred at historic areas including the removal of acoustical ceiling texture from rooms 131 and 131B. Slab removal, trenching, underpinning and “Blue Duct” installation continued in the basement, as well as the installation of new slabs.

December

Media Hub Equipment was installed in the basement, while fiber optic connection work occurred in the west telecom room. Temporary toilets were installed at the Ground Floor entrance near and inside of the Porte Cochere, in preparation for the 2015 Legislative Session. The west elevator was opened back to the public, as planned.

Asbestos removal from debris under slab continues, as does general slab removal, trenching, underpinning and “Blue Duct” installation.



Construction Schedule 2015 & 2016

Immediately after the conclusion of the 2015 session, the tenants will be relocated from the Capitol and construction work will begin in the remaining occupied areas (north wing and 2nd and 3rd floor west wing) of the building. At that point, construction work will be occurring throughout the entire Capitol. The House Chamber, however, is planned to be utilized for the 2016 session. This will include some immediate areas adjacent to the chamber and accessible routes to and from entrances and exits. To accommodate the House chambers, temporary restrooms will be needed. Access to the House Gallery and support spaces on the 2nd and 3rd floors will not be available. The Senate chamber functions in the 2016 session are expected to be conducted in the new Minnesota Senate Building, and will return to the historic chamber in the Capitol for the 2017 session.

The Capitol Building is scheduled to re-open for the 2017 session as follows:

- Project substantial completion for the following areas is December 31, 2016
 - East Wing - Ground Floor, 1st Floor, 2nd Floor & 3rd Floor
 - West Wing - Ground Floor, 1st Floor, & 2nd Floor
 - North Wing - House Chamber & Retiring Room
 - Rotunda and select Zone 1 public areas
 - All elevators
 - Basement
 - Lot N
- Project substantial completion for the following areas are between Dec. 31, 2016 and June 2, 2017
 - West Wing - 3rd Floor
 - North Wing – Ground and 1st Floor
 - Select Zone 1 areas
 - Lot O (used for construction staging, sod to be installed in spring 2017)

Schedule Assumptions / Clarifications:

- The schedule assumes a WP #4 notice to proceed is in place by January 22, 2015.
- Assumes the State will turn-over remaining spaces in the Capitol following 2015 session
 - On June 1st for the Chambers
 - On June 15th for all office areas
- Assumes 2016 session starts no earlier than February 23, 2016 and ends by May 24, 2016
- Assumes the only the Unisex Bathroom – North Wing 2nd Floor will remain operational for the 2016 legislative session and temporary restrooms units located next to the Capitol will be utilized.
- Phasing & completion of Zone 1 public space finishes does not currently contemplate additional decorative painting scope or fine art restoration.
- It will be necessary to share the use of the new freight elevator from December 31, 2016 until project completion.

*Note the current schedule does NOT allow for the completion of the North Wing 1st floor (including the House caucus rooms) prior to December 31, 2016. Major structural work is planned in these spaces (to remove columns in the two large caucus rooms). This structural work must be scheduled after the 2016 legislative session. If the 2016 legislative session was not held in the Capitol the North 1st Floor could be completed by December 31, 2016.

*Note the current schedule contemplates approval of Work Package #4 on or before January 22nd 2015, as discussed at the Capitol Preservation Meeting on January 14th, 2015.

Art

During the Design Scoping Workshop process, those present identified a philosophy on art that focused on “Repairing the Capitol artwork to compatibility with the original intent, while honoring desirable additions made over time.”

Fine Art

For the purposes of this project, “Fine Art” was defined to include attached art, which was commissioned by Cass Gilbert. This includes murals and lunettes throughout the building, mostly located in Zone 1 spaces. These pieces are not part of the restoration project’s current scope or budget. The project team recommends that a third party performs a condition assessment of all Fine Art and provides a recommendation for conservation. This assessment, as well as the conservation itself, is time sensitive in order to utilize the construction scaffolding in otherwise hard to reach places. The inability to utilize construction scaffolding and re-erect scaffolding will add significant costs.

Additionally, cleaning and restoration of framed art and Governor’s portraits are not part of the current scope or budget. Removable framed art is to be crated, removed, and stored as necessary. Some of this has already occurred and other pieces remain in place until completion of the 2015 session.

Committee on Fine Art

A formal request to form an Art Subcommittee was made at the February 2014 Commission meeting. Since then, the Governor has asked three members to be co-chairs of this subcommittee:

- Retired Justice Paul Anderson
- Senator David Senjem,
- Representative Diane Loeffler

The co-chairs will be working together to organize and facilitate discussion on Fine Art. The main purpose of the subcommittee is to answer the following: “Are any changes recommended to the existing art in the Capitol Building?”, “Are there recommendations for new art in the Capitol Building?” and “How should conservation of existing Fine Art and any new art be funded?”

Decorative Art

For the purposes of this project, “Decorative Art” was defined as attached decorative work by Elmer Garnsey, and perhaps others over time. Decorative art is ornamental and often repetitive. They include patterns, shadows, faux finishes, stencils, and highlights. Gold leaf, bronzing powders, and glazes are often utilized. Decorative Art also includes legends and lettering.

As part of the project budget, Conrad Schmitt Studios has been hired to perform Design-Assist services for Decorative Art. This team of experts is working with the Minnesota Historical Society, the State Historic Preservation Officer, and the design team to determine a scope that aligns with budget allowances. Conrad Schmitt Studios will also perform the work, once the scope and scheduling sequence is determined.

Out of Scope Items / Potential Additional Work

In the early stages, the Preservation Commission provided direction to keep the Restoration project within the footprint of the Capitol Building. Therefore, site work, while warranted, is currently not in the scope or budget of the Restoration project.

The following are potential areas for repairs and improvements to the site (outside of the footprint of the Capitol Building):

- Water Infiltration and Settlement at Terrace/Plaza – The terraces and plaza surrounding the Capitol are in need of repairs to address water infiltration and settlement.
- Lot N and Lot O Modifications – The current design removes the parking surface from Lot O and returns this area to lawn. The opportunity exists to enhance the Capitol through additional landscaping on Lot O. Lot N is currently planned to be returned to surface parking. The Capitol could be enhanced through construction of underground parking in this area.
- Aurora Avenue Modifications – the construction of new parking facilities on the campus has created an opportunity to permanently remove parking from in front of the Capitol on Aurora Avenue. While a drive lane will still be needed for emergency vehicles and accessibility purposes, there is a tremendous opportunity to greatly improve the most prominent view of the Capitol through removal of the parking and improved landscaping.

In addition, the following interior items have been raised during design scoping meetings and in Preservation Commission meetings:

- Ground Floor, North Hall – Restore Decorative Painting
- Fine Art Conservation
- Additional restoration of Decorative Painting
- Reopening South Loggia

Budget

In accordance with the Comprehensive Master Plan approved by the State Capitol Preservation Commission, along with the changes enacted by the 2013 legislature, the funding needed for the Capitol Restoration project is \$272.7M. Laws 2012, Ch. 293, Sec. 13, Subd. 3 appropriated \$44M for Capitol Restoration and tunnel construction. Of this amount, \$37.4M was allocated to Capitol Restoration. Laws 2013, Ch. 136, Sec. 3, Subd. 2 appropriated \$109M for Capitol Restoration. Laws 2014, Ch. 294, Article 1, Sec. 12, Subd. 2 appropriated \$126.3M, to complete the funding for the scope approved by the Preservation Commission for the restoration project. Operating costs for non-bondable expenses are not included in this amount.

The restoration project continues to move forward on budget. However, construction activity picked up significantly in 2014, resulting in significant pressure on labor and materials, which has been reflected in the bids on WP#4. During the initial planning for the Restoration project, contingency funds were set aside to address unknown conditions and changes in market conditions. The budget reconciliation process has included value selections to align the scope of the project with the budget, as well as utilizing contingency funds.

All remaining major work packages are scheduled to be contracted for in calendar year 2015. A portion of the exterior stone repairs will be contracted for in 2015, along with the remaining work that is outside of the major work packages. The funding for each work package is currently in place prior to bidding. As such, there is no planned request for funding in 2015.

Future changes to the design would almost certainly have cost and schedule impacts and would unlikely be able to be accommodated within the existing funding.

CAPITOL RESTORATION BUDGET STATUS

Minnesota State Capitol Restoration Budget Recommendation By MOCA	
January 14, 2015	MOCA + CPMI
Program Costs	
Construction Costs	\$ 147,917,245.00
Contractor General Conditions	\$ 15,752,751.00
Contractor Fee	\$ 2,941,805.00
Total Construction Costs	\$ 166,611,801.00
Owner Project Costs	
Project Management	\$ 2,561,045.00
Architects	\$ 9,859,041.00
Construction & Project Contingency	\$ 5,000,000.00
Telecommunications /Voice & data (Infrastructure in Construction)	\$ 4,993,300.00
Inspections - Special construction and General	\$ 741,000.00
Commissioning Energy services	\$ 420,000.00
Security Equipment	\$ 1,747,000.00
Audio/Visual and Broadcast Media	\$ 3,733,802.00
Furniture, Fixtures & Equipment	4,450,199.00
Total Owner Project Costs	\$ 33,505,387.00
Total Project Costs	\$ 200,117,188.00
Inflation/Escalation	\$ -
Total with inflation	\$ 200,117,188.00
Other Project Costs	
PreDesign	\$ 150,000.00
Relocation moving costs*	\$ -
Historic Structure Report	\$ 150,000.00
General Expenses	\$ 1,632,812.00
Swing Space	\$ 8,200,000.00
Exterior Stone, Windows & French Doors	\$ 30,750,000.00
Total Owner Costs	\$ 40,882,812.00
Subtotal Program Costs	\$ 241,000,000.00
Operable Windows and Tier 3 Stone	\$ 31,700,000.00
Total Program Cost	\$ 272,700,000.00

* Relocation Costs are not bondable - General Fund Appropriation is Required

**Operating Costs are not included in the above.

***Past asset preservation appropriations not included.

Summary

The preservation and restoration of the Minnesota State Capitol has been carried out in accordance with the Comprehensive Master Plan, which included the following Guiding Principles established by the Capitol Preservation Commission:

- Architectural Integrity
 - The restoration of the Capitol architecture is one of the most important aspects of the restoration.
 - When considering new space in the Capitol, it should be done with great care and respect as to how Cass Gilbert would have done it in 1905.
 - It is critical to preserve the integrity of the building and its great architecture.
- Building Function
 - The building must continue to serve as the seat of State Government for the next 100 years.
- Life Safety and Security
 - The public and those who work and visit the Capitol deserve to have a building that is safe from threats, fire and deterioration of building systems.
 - It must provide for accessibility of all Minnesotans and other visitors.
 - The Capitol will be upgraded to current life safety codes.

The Comprehensive Master Plan and the Guiding Principles developed by the Capitol Preservation Commission have continued to inform and guide the work and activities of the Project Team throughout 2014.

The Design Scoping Workshops have produced the desired result of bringing together the stakeholders and the design and construction team in a collaborative manner while solving problems prior to the start of schematic design. With the culmination of the Design Scoping workshops and the approval by the Capitol Preservation Commission of the Schematic Design documents as well as the Design Development documents, the architects and contractors moved into the Construction Document phase of the project.

The guiding principle of “Building Functionality” was addressed through the key questions of:

- How will the public use the Capitol?
- Who should be located in the Capitol?

During the design development meetings the tenants and the users of the building provided valuable insight and input to assist in answering these questions. Extensive study and conversation ultimately resulted in a Capitol that will serve the public for future generations to come.

With the approval of WP#4 by the Preservation Commission and agreement on the allocation of space in the Capitol, major milestones will have been reached to preserve the Capitol Building for future generations.