

# Capitol Area Architectural and Planning Board

## Biennial Report FY 2018-2019



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

- Cass Gilbert, Architect, January, 1901

# **Profile of the Capitol Area Architectural and Planning Board (CAAPB)**

## **Structured for the Sharing of Power**

By Statute, the Board has twelve 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 two full-time and two part-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.

The Board, Executive Secretary and staff have the year-round duty to review and 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.

All projects, both public and private, proposed for the Capitol Area must be compatible with the CAAPB-approved *Comprehensive Plan for the Minnesota State Capitol Area* and the *Rules Governing Zoning and Design for the Minnesota State Capitol Area*.

## **Ongoing Mission to Ensure the Highest of Standards**

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, infrastructure, parking facilities and 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 State Capitol Building is the most important building in Minnesota. 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 *Policy for Works of Art in the Minnesota State Capitol* (adopted in 1998 and updated in December 2015), 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.

## **Planning Guided by Inter-agency and Community Collaboration**

The CAAPB works closely with the Department of Administration, the City of Saint Paul, regional agencies, neighborhood planning organizations, district councils, development groups, private-sector architects, engineers, and developers.



UPDATED January 2019



# THE CAPITOL AREA

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Map showing the statutory boundaries of the Capitol Area Architectural and Planning Board (CAAPB)

*Unless otherwise noted, all images by:  
Jerry Ciardelli, Erdahl Aerial Photos, 2018*



## CAAPB's Statutory Purpose and Authority

The Capitol Area Architectural and Planning Board (CAAPB), first established as a Commission, was created by the 1967 Legislature. One of the CAAPB's primary 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.

Per MN Statute 15B, the **statutory purpose** 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

Major activities of the Capitol Area Architectural and Planning Board, as described in Statute 15B, include:

- A. **Land Use Planning.** Prepare, prescribe, and periodically amend a comprehensive plan for the Capitol Area which shall show existing land uses and recommend future uses including: areas for public taking and use; zoning for private land and criteria for development of public land, including building areas and open spaces; monuments and other memorials; vehicular and pedestrian circulation; above grade utilities systems; vehicular storage; and elements of landscape architecture. As the governing body, the CAAPB is responsible for the physical development of the Capitol Area. This means that projects are planned long-term based on CAAPB'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 CAAPB is looking to publish a new 2040 Comprehensive Plan by the end of 2019, with updates to Zoning (Rule 2400) to follow.
- B. **Urban Design.** Develop and maintain an urban design framework to assure that St. Paul is a preeminent capital city, and that its capitol area is an integral part of the city
- C. **Design Review.** Include, in its zoning rules, design review procedures and standards with respect to any proposed construction activities in the Capitol Area significantly affecting the dignity, beauty and architectural integrity of the area. State agencies and other public bodies considering Capitol Area projects must consult with the Board before developing plans. Funds for the Board's design review and planning services must be provided by the public agencies if the Board determines its services are necessary; the Commissioner of Finance shall set aside funds for the Board's consulting services from the appropriation when a state agency plans and constructs any capital improvement in the Capitol Area.
- D. **Zoning.** Regulate, by means of zoning regulations adopted pursuant to the Administrative Procedures Act, the kind, character, height, and location of buildings and other structures constructed or used, the size of yards and open spaces, the percentage of lots that may be occupied, the uses of land, buildings, and other structures within the area, and establish rules and regulations for the erection of advertising devices within the boundaries of the Capitol Area. 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.
- E. **Architectural Competitions.** Secure by design competition, plans for any new public building. The Board shall determine the need for competitions for projects estimated to cost less than \$1,000,000.
- F. **Approve Public Construction.** Approve, as to conformity with the Comprehensive Plan and requirements for competition, all plans for building or altering public buildings, streets, parking lots, monuments, or other construction on any public lands within the area and approve, in writing, plans for substantial alterations or improvements to public lands or building in the area.
- G. **Recommend Capital Improvements.** Recommend to the Governor and Legislature a program of capital improvements and site development. For capital budget proposals in the Capitol Area, the Commissioner of Administration must consult with the Board regarding building sites and design standards. The Board shall provide to the Governor and Legislature a statement as to the request's impact on the Capitol Area and its compatibility with the Comprehensive Plan for the Capitol Area. The CAAPB shall also provide testimony to the Legislature on proposals for memorials in the Capitol Area as to their compatibility with the standards, policies, and objectives of the Comprehensive Plan. (*Reference: Policy for Works of Art in the Minnesota State Capitol, 2015*).
- H. **Capitol Building Standards.** Prepare, prescribe, and from time to time revise standards and policies governing the repair, alteration, furnishing, appearance, and cleanliness of the Capitol Building. (*Joint responsibility with the Commissioner of Administration.*) In addition, jointly with Minnesota Historical Society, approve the design, structural composition and location of all monuments, memorials or works of art presently in or proposed for the public and ceremonial areas of the State Capitol.

# Preservation of the Capitol Building and Mall

One hundred and twenty-one years ago, a Board of State Capitol commissioners came together to make a monumental decision by constructing one of the greatest State Capitol buildings in the United States. In 2011, with the future of the Capitol Building at stake, the Governor and the Minnesota Legislature stepped up, not only to preserve the past, but to protect and to assure the Capitol's future.

The State Capitol Preservation Commission was established, chaired by the Governor with members from the legislature, the MN Supreme Court, State agencies and the public, all of whom were charged to:

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

Working closely with the Commission, a team of consultants led by MOCA Systems (David H. Hart, FAIA) developed the first State Capitol Preservation Commission Comprehensive Master Plan in 2012. The report established that the Capitol Building was at a “*tipping point*,” where restoration was seen as critical to extend the life of the building. Restoration focused on actions to fix the building guided by the following 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 2012 Comprehensive Master Plan addressed 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 the government to operate. The Governor and Legislature, following the Preservation Commission's approval of the plan, supported the restoration of the Capitol Building with \$310 million worth of funding over five years.

## **Restoration work on the Capitol Building was completed in 2018.**

In recent decades, the CAAPB has facilitated citizen-led efforts to install ten different memorials on the Capitol Mall, usually secured through design competitions with a public-private partnership, including most recently, the Minnesota Military Family Tribute, the Minnesota Workers Memorial, and the Minnesota Memorial to Special Forces in Laos.

Ongoing maintenance of all these assets of the State of Minnesota is critical.

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. In 2018, the CAAPB and the Department of Administration worked with the Governor and Legislature to secure over three million dollars for full restoration of all memorials. Looking forward, there is still a need to establish an endowment fund to cover long-term maintenance and repair.

## **For More Information on Capitol Restoration Projects**

Detailed information of the State Capitol Preservation Commission can be found online:

<https://mn.gov/admin/government/buildings-grounds/building-management/preservation-commission/>

<http://mn.gov/caapb>

Photos: <http://www.flickr.com/photos/capitol-restoration>



*Image: Capitol Rotunda Photo by David Oakes, Senate Media*

# Comprehensive Planning for the Capitol Area

One of CAAPB’s primary statutory responsibilities is to periodically update long range planning for the Capitol Area: “(Minnesota Statute) 15B.05 **COMPREHENSIVE USE PLAN** Subdivision 1. **Comprehensive plan required.** The board must have, and prescribe for the Capitol Area, a comprehensive plan.” In 2017, CAAPB staff initiated a series of overlapping planning projects in the Capitol Area that will inform a new unified 2040 *Comprehensive Plan for the Minnesota State Capitol Area*. Following its approval, the *Rules Governing Zoning and Design for the Minnesota State Capitol Area* will be updated to bring zoning rules into conformance with the new 2040 Comprehensive Plan.

<b>Planning Tracks and Studies Contributing to Comprehensive Plan:</b>	<b>Anticipated Timelines:</b>
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<p><b>Rice Street Commercial Vitality Zone*</b></p> <p>CAAPB Staff, working with City of Saint Paul Planning &amp; Economic Development (PED), conducted planning for Rice Street at University Avenue northward to Pennsylvania Avenue through the City of Saint Paul’s Commercial Vitality Zone (CVZ) Program. The outcome is the infusion of approximately \$350,000 in direct assistance for small businesses and private organizations to reinvest in properties. Based on the CAAPB + City strategic planning in 2017-2018 the <i>Capitol Rice Building Upgrade Fund</i> was launched in 2018 to distribute competitive grants.</p>	2017-2019
<p><b>Capitol Area Commutes [Travel Demand Management (TDM)]*</b></p> <p>The continued provision of safe, convenient and affordable parking for Capitol Area workers and visitors will demand continued collaboration on both the supply and demand sides of the commuting equation. CAAPB Staff, working with partners in the Minnesota Departments of Administration, Transportation and Health, Move MN, Metro Transit and the City of Saint Paul, are developing a long-range plan focused on the supply and demand of parking, as well as mobility options in the Capitol Area. The work began with a review of policies for the Capitol Area, including efforts to achieve a goal set in the <i>1993 Strategic Plan for Locating State Agencies</i> to reduce to 50% the number of state employees commuting via single-occupancy vehicles (SOVs) (currently about 78%). Phase I focused on parking counts along Rice Street; and Phase II, supported with a Minnesota GreenCorps member, is looking at the broader commuting patterns of workers throughout the entire Capitol Area. Phases III and IV, if funded, will focus on implementation tools. CAAPB continues to explore consolidation of surface parking to structured parking and, working with Department of Administration and others, will examine tools, including cost incentives, smart land use, shared facilities, and mobility planning. The 2040 Comprehensive Plan will address redevelopment, infrastructure, parking and other best practices.</p>	<p><i>Phase I: 2016-2017</i>  <i>Phase II: 2018</i>  <i>Phase III-IV: 2019 onward</i></p>
<p><b>Rice Street Redesign Studies</b> (<i>led by Ramsey County</i>)</p>	2017-?
<p><b>The Capitol Area Principles*</b> (<i>for 2040 Comprehensive Plan, see next page</i>)</p>	2018-2019
<p><b>Saint Paul for All</b> (<i>City Wide Comprehensive Plan Update led by City</i>)</p>	2017-2019
<p><b>Capitol Area Connections* and Rethinking I-94</b> (<i>led by MNDOT</i>)</p> <p>In summer of 2018, CAAPB Staff, working with partners in the Minnesota Departments of Administration and Transportation, City of Saint Paul and Metro Transit, performed an analysis of walking, biking, street and connectivity conditions in and around the interstate portions (south portions) of the Capitol Area, focused on identifying areas for further study and potential improvements. Time permitting, additional planning work will resume in 2019 to help inform the 2040 Comprehensive Plan.</p>	2018-2020
<p><b>Capitol Rice Development Framework</b> (<i>Chap 7A of 2040 Comp Plan, see next page</i>)</p>	2018-2019
<p><b>Regional Mobility Hub Methodology</b> (<i>led by Shared Mobility Collaborative</i>)</p>	2018-2020
<p><b>Ford Building Study*</b></p>	2019

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\* - Led or co-led by CAAPB Staff

# THE CAPITOL AREA PRINCIPLES\*

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AS THE SYMBOLIC HEART OF THE STATE,  
THE VISION FOR THE CAPITOL AREA IS  
TO BE A UNIFYING FACTOR FOR ALL WHO  
COME TO VISIT, LIVE, WORK, LEARN AND PLAY.

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- PRINCIPLE 1: AS MINNESOTA'S SEAT OF GOVERNMENT AND DESTINATION FOR THOUSANDS EACH YEAR, THE CAPITOL AREA OFFERS THE HIGHEST QUALITY EXPERIENCE TO VISITORS.
- PRINCIPLE 2: THE CAPITOL BUILDING AND MALL IS CENTRAL TO THE IDENTITY OF SAINT PAUL AND SERVES AS A DOMINANT AND UNIFYING FOCAL POINT OF THE CITY, AS CASS GILBERT ONCE ENVISIONED.
- PRINCIPLE 3: THE ENTIRE CAPITOL AREA PROVIDES AN INTEGRATED, HIGH-QUALITY, HUMAN-SCALE PUBLIC REALM EXPERIENCE.
- PRINCIPLE 4: THE CAPITOL AREA IS AN URBAN MULTI-MODAL DISTRICT, SEAMLESSLY CONNECTED TO DESTINATIONS.
- PRINCIPLE 5: THE CAPITOL AREA IS A MODEL WORKPLACE, EMPLOYING BEST PRACTICES IN SERVICE TO THE PUBLIC.
- PRINCIPLE 6: LAND USE DIVERSITY IS ENCOURAGED THROUGHOUT THE CAPITOL AREA.
- PRINCIPLE 7: IN ALL PARTS OF THE CAPITOL AREA, NEW DEVELOPMENT RESPECTS COMMUNITY, ASSETS AND CONTEXT.
- 7A: THE CAPITOL RICE DISTRICT IS AN URBAN VILLAGE WITH LEIF ERICKSON PARK AT ITS CENTER.
- 7B: NEW DEVELOPMENT IN CAPITOL HEIGHTS SHOULD BE SENSITIVE TO THE EXISTING SCALE AND CHARACTER.
- 7C: FITZGERALD PARK (WILL REMAIN A VIBRANT NEIGHBORHOOD AS OPPORTUNITY SITES REDEVELOP.)\*
- 7D: THE CONNECTION BETWEEN THE CAPITOL AREA AND DOWNTOWN SAINT PAUL AND THE MISSISSIPPI RIVER SHOULD BE RESTORED (STRENGTHENED).

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\* These Principles were adopted by the CAAPB Board Members in the Fall of 2018 as a preliminary draft and as a guiding framework for the 2040 Comprehensive Plan document content. Staff continues to seek input on the Principles as the 2040 Comprehensive Plan is developed in 2019. Additional Principles may be developed from remaining planning tracks in 2019. Wording in ( ) above represents suggested language not yet approved by the Board.

## Zoning & Design Review

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 and urban design has been accomplished in part by means of a Comprehensive Plan, developed with 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. As of the 2009 rewrite, CAAPB zoning rules have strengthened the implementation of the design guidelines. Following completion of the new 2040 Comprehensive Plan in 2019 or early 2020, the Zoning and Design Rules will be updated, incorporating best practices into a set of development standards to build a more cohesive process in cooperation with the City of Saint Paul.

## Coming Soon: Guiding Redevelopment in the Capitol Rice District

As we welcome increased vitality in the Central Corridor and Downtown Saint Paul, the pressure for redevelopment will rise near the Capitol along Rice Street, at the Capitol/Rice LRT Station Area and on the Sears site. The closing of the Sears Store at the very beginning of 2019 will likely speed up major new investments in the near future. CAAPB Staff, Advisors and the Board have developed the Capitol Rice Development Framework to guide new development.



## Operations and Budget of the CAAPB

The CAAPB's base budget is appropriated from the State's General Fund. The Board's base budget of \$350,000 is as follows:

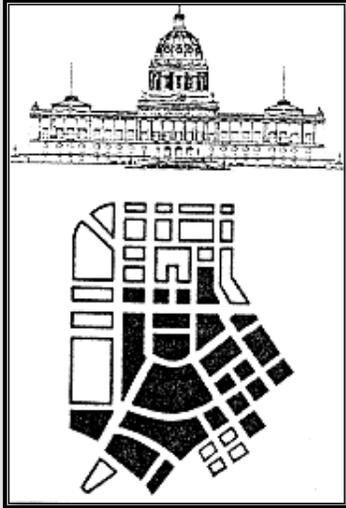
Salary and benefits	76%
Rent	11%
Business operations	9%
LAN and IT charges	4%

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 and there is the potential need to also upgrade CAAPB planning tools. The CAAPB believes that its operation contributes to the statewide outcome of efficient and accountable government services.

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## The CAAPB Celebrates 52 Years

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As the Capitol Area Architectural and Planning Board observes its 52nd Year in 2019, we look back to the Board's first Comprehensive Plan (1970) and its earliest Biennial Report to assess what has been accomplished in five decades.

- Redesign of all **bridges** over Interstate 94/Interstate 35E linking the Capitol Area with downtown St. Paul.
- Construction of the **Minnesota History Center** and the **Judicial Center**, designs selected through CAAPB-sponsored competitions.
- Capitol Mall development, including: the **Vietnam, Korean War, World War II Veterans**, as well as the **Special Forces in Laos, Hubert Humphrey Memorial, Women's Suffrage Memorial Garden, Worker's Memorial** and the **Military Family Tribute Memorials**. The current proposal now in design and fundraising calling for a reuse of the Promise of Youth pool is for a Medal of Honor Memorial.
- Extensive involvement in development and implementation of the *Saint Paul on the Mississippi Development Framework*.
- Construction of the **Stassen Revenue Building** and accompanying 900 car parking ramp, the **Freeman Ag/Health Office Building** and **Lab Building**, the **Elmer Anderson Human Services Building**, several **parking structures**, and in 2016, the **Minnesota Senate Office Building**.
- Redesign of all **lighting for streets and walkways** to improve the safety for the public.
- Enhancement to the Capitol Heights neighborhood north of the Capitol by adding **25 rowhouses on the former Lot V parking lot**, and at time of publication, a new 90+unit micro-unit apartment building replacing a vacant medical office building at Park and Como.
- Planning, design and implementation of **Green Line light rail train (LRT)** through the Capitol Area, along with construction of the **Capitol/Rice, Robert St., and 10<sup>th</sup>/Cedar St. LRT Stations**.
- Between 1980 and 2008, \$68 million in select exterior and interior preservation/restoration projects, culminating in the creation of the Capitol Preservation Commission in 2011 and the ensuing \$310 million Comprehensive Restoration of the entire State Capitol Building with updated safety, mechanical and electrical, and over 30,000 square feet of new spaces available for public use.

Regular updates and rewrites (including the current work on a 2040 Comprehensive Plan) of "*The Comprehensive Plan for the Minnesota State Capitol Area*" and future update of the award winning, form-based "*Rules for Zoning and Design for the Minnesota State Capitol*."



## **CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD**

### **Board Members**

Chair: Lieutenant Governors

**Tina Smith and Michelle Fischbach**

Vice-Chair: **Mary Ann Buck**

Representative **Matt Dean**

Representative **Raymond Dehn**

**Alicia Belton**

**Elaine Fink**

**Don Grundhauser**

**David A. Lanegran**

**Ted Lentz**

**Greg Mathis**

Senator **Carla Nelson**

Senator **Sandy Pappas**

### **Staff**

**Paul Mandell**, Executive Secretary (*Nov. 1987– present*)

**Peter Musty**, Principal Planner, also Administrator of  
*Zoning and Design Rules (July 2016 - present)*

**Linda Spohr**, Planner (*April 2017 – present*)

**Lisa Ochs**, OAS Intermediate (*November 2017- present*)

### **Architectural Advisors**

State Arts Board Appointee:

**Bryan Carlson, FASLA**

CAAPB Appointee:

**Denita Lemmon, AIA, CARB, LEED AP**

AIA Minnesota Appointee:

**Michael Bjornberg, FAIA, CID, NCARB**

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### **Address and Contact Information**

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#### **Capitol Area Commutes Phase II**

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**Executive Secretary**  
Paul Mandell

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