

2024

Report of the Minnesota State
Capitol Preservation Commission

State Capitol Preservation Commission

Annual Report - January 15, 2024

As required by Minnesota Statutes 2018, section 15B.32, the State Capitol Preservation Commission shall report to the chairs and ranking minority members of the legislative committees with jurisdiction over state government operations, capital investment, finance, ways and means, and legacy finance regarding the maintenance and preservation needs of the Capitol building, including the recommendations adopted by the commission, the comprehensive financial plan required, and any proposed draft legislation necessary to implement the recommendations of the commission.

The report shall be filed by January 15th of each year.

Capitol Preservation Commission Members

Governor Tim Walz
Lieutenant Governor Peggy Flanagan
Attorney General Keith Ellison
Chief Justice Natalie Hudson
Senate Majority Leader Kari Dziedzic
Senator Carla Nelson for Minority Leader Mark Johnson
House Speaker Melissa Hortman
Representative Paul Torkelson for House Minority Leader Lisa Demuth
Senator Sandy Pappas, Chair, Senate Capital Investment Committee
Senator Karin Housley, Ranking Minority Member, Senate Capital Investment Committee
Representative Fue Lee, Chair, House Capital Investment Committee
Representative Dean Urdahl, Ranking Minority Member, House Capital Investment Committee
Senator Ann Rest
Senate Minority Member, vacant
Representative Carlie Kotyza-Witthuhn
Representative Isaac Schultz
Commissioner Tamar Gronvall, Department of Administration
Commissioner Bob Jacobson Department of Public Safety
Kent Whitworth, Executive Director, Minnesota Historical Society
Erik Cedarleaf Dahl, Executive Secretary, Capitol Area Architectural and Planning Board
Dan Hartman, public member
Megan Kluthe, public member
Mark Westpfahl, public member
Frank White, public member

Capitol Complex Facility Manager,
Christopher A. Guevin, P.E.

Note to Readers: This report is limited to the Capitol Building and its physical components, surface finishes, and infrastructure only. It does not contain discussion or information about the artwork, artifacts or furnishings placed throughout the building.

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The brass and translucent glass eight-pointed star set in a circle on the first floor of the rotunda at the Minnesota State Capitol symbolizes Minnesota's motto, "L'Étoile du Nord" (Star of the North).

Introduction

In 2018, the legislature amended Minnesota Statutes 15B.32 Subdivision 2, Minnesota State Capitol Preservation Commission membership, and created an ongoing 24-member commission.

Membership is defined in statute and consists of the:

- Governor, Lieutenant 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;
- Chair and ranking minority member of the House of Representatives committee with jurisdiction over capital investment and the chair and ranking minority member of the Senate committee with jurisdiction over capital investment;
- 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.

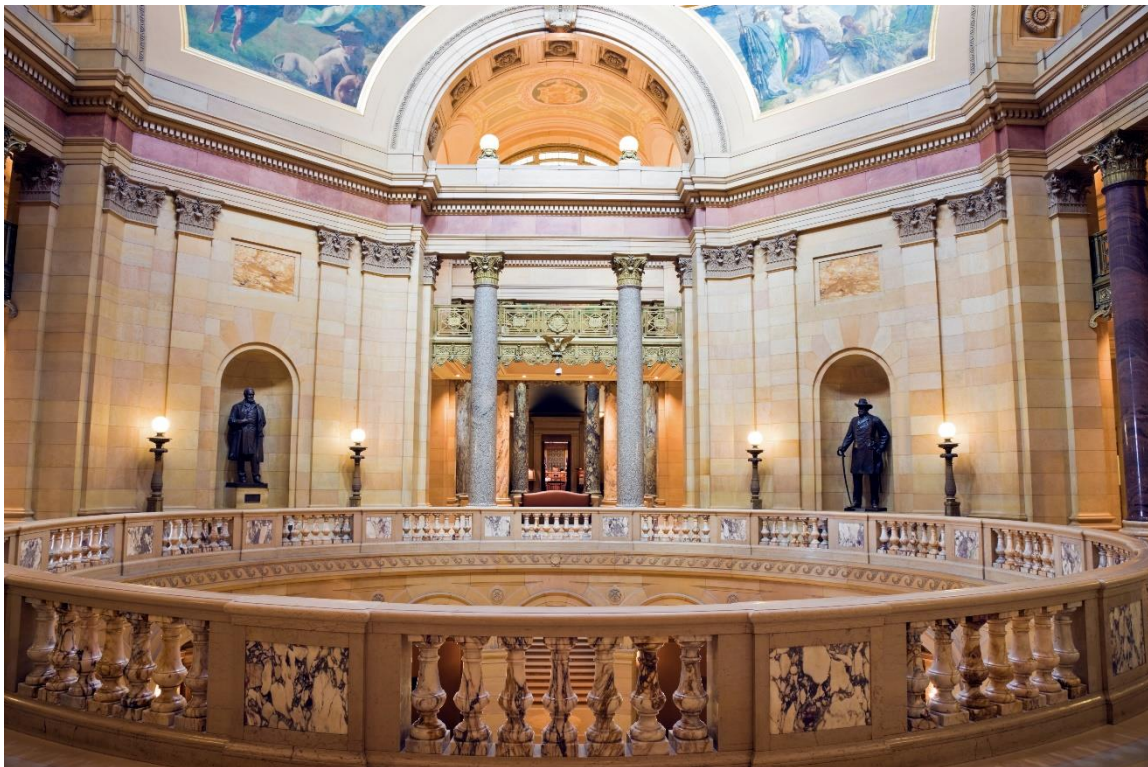
Duties and Responsibilities of the Capitol Preservation Commission

Per Minnesota Statutes 15B.32 Subdivision 6, the commission:

- (1.) shall exercise ongoing coordination of the protection, risk management, and preservation of the Capitol building;
- (2.) shall consult with and advise the commissioner of administration, the board, and the Minnesota Historical Society regarding their applicable statutory responsibilities for and in the Capitol building;
- (3.) shall develop a comprehensive, multiyear maintenance and preservation plan for the Capitol building, review the plan periodically, and, as appropriate, amend and modify the plan. The plan shall identify and address the long-term maintenance and preservation requirements of the Capitol building and shall take into account the recommendations of the long-range strategic plan under section 16B.24;
- (4.) shall develop and implement a plan to ensure a welcoming and accessible Minnesota State Capitol for all Minnesotans and visitors;
- (5.) shall develop and implement a comprehensive financial plan to fund the ongoing preservation of the Capitol building;
- (6.) shall provide annual reports about the condition of the Capitol building and its needs, as well as all activities related to the preservation of the Capitol building;
- (7.) may solicit gifts, grants, or donations of any kind from any private or public source to carry out

the purposes of this section. For purposes of this section, the commissioner of administration may expend money appropriated by the legislature for these purposes in the same manner as private persons, firms, corporations, and associations make expenditures for these purposes. All gifts, grants, or donations received by the commission shall be deposited in a State Capitol preservation account established in the special revenue fund. Money in the account is appropriated to the commissioner of administration for the activities of clause (4), the commission, and implementation of the predesign plan under this section. Appropriations under this clause do not cancel and are available until expended; and

- (8.) shall approve a program of art exhibits to encourage public visits to the Capitol and to be displayed in a space in the Capitol building that is listed in section 15B.36, subdivision 1, before an exhibit that is part of the program can be displayed for two weeks or longer. When considering recommendations made under section 15B.36, the commission must approve or reject recommended exhibits as a whole and may not approve or reject individual pieces within a recommended exhibit. The approved program must address the proposed schedule, how it addresses adopted themes for art in the Capitol, and the type or types of artwork.
- (9.) By January 15 of each year, the commission shall report to the chairs and ranking minority members of the legislative committees with jurisdiction over state government operations, capital investment, finance, ways and means, and legacy finance regarding the maintenance and preservation needs of the Capitol building, 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.



The second-floor rotunda illuminated with the early morning sun, Minnesota State Capitol.

Current Condition of the Capitol Building

The Capitol Restoration was substantially completed in 2016. As of the latest Facilities Condition Assessment (FCA), which was conducted in July of 2021, the Capitol Building was evaluated to be in excellent condition with a Facility Condition Index (FCI) of 0.03¹. FCAs for all Capitol Complex buildings take place on a three-year cycle. The next FCA for the Capitol building will take place in 2024.

The Department of Administration's (Admin's) Facilities Management Division (FMD) monitors the building for damage and deterioration. It also performs surveillance 24-hours per day, seven days per week of the Capitol's building and infrastructure systems monitoring performance and malfunctions through a combination of on-site staff and automated inspections. Surfaces, finishes, and equipment that experience damage or failure due to normal wear and tear are repaired as necessary by FMD or contract trades. Additionally, they perform preventative maintenance activities on building components and infrastructure systems as recommended in the *Capitol Restoration Regular Maintenance Activities & Budgeting Information Guide* provided by JE Dunn, the contractor that completed the Restoration. FMD custodians also clean and maintain surfaces, finishes, and fabrics in accordance with the prescribed care schedule established by the manufacturers of those products.

Over the past year, day-to-day building occupancy has remained stable from 2022 levels and remains lower than the pre-COVID era. In addition to the day-to-day tenant occupancy, the Capitol Building hosted 317 public events. This number is up significantly from 132 in 2022. The building is open to the public Monday through Friday from 8:00 AM until 5:00 PM and on Saturday from 10:00 AM until 3:00 PM. It is closed on Sundays.

Over the past year, FMD has further reduced the number of hours the air handling equipment runs from 16 hours per day, as recommended by the CDC during the post-pandemic era, to 8 hours to coincide with the normal business hours. The equipment runs longer during legislative session or at the request by tenants because of extended or afterhours state business activities. All air filters in the Capitol's heating, ventilation, and air-conditioning system continue to meet CDC recommendations, or better, for filtration of virus sized particles.

¹ The State of Minnesota uses the industry standard FCI as the condition metric calculated for its buildings. The FCI provides an excellent means for maintenance prioritization based on overall building conditions, and provides insight to problem areas, neglected building systems, and helps guide how maintenance should be prioritized when funds are limited. The FCI is primarily used to support asset management initiatives for federal, state, and local government facilities organizations. It is calculated by dividing the cost of building deficiencies by the current replacement value of a building.

Rating Scale:

Excellent = Building FCI is less than 0.05

Good = Building FCI is between 0.05 and 0.15

Fair = Building FCI is between 0.15 and 0.30

Poor = Building FCI is between 0.30 and 0.50

Crisis = Building FCI over 0.50

The exterior of the Capitol continues to weather normally as observed during the 2023 exterior maintenance project. There will continue to be minimal progression of deterioration of mortar and joint seal sealant in all locations, but the cases are expected to be localized and sporadic. There will be another inspection of the walls, windows, and roof in 2024 with a follow-on repair project in 2025, as necessary. As part of the recently completed exterior maintenance project, contractors replaced failing grout and caulk in several areas, most notably on the upper dome. They also replaced the lantern windows and tightened the ladder that goes from the lantern to the finial.

During 2023, FMD learned that the low-pressure sodium and metal halide spotlights that provide nighttime brilliance and security lighting for the exterior of the building are being phased out of production. Consequently, they will be replaced with more energy efficient LED lamps that maintain the exact same hues and light level as the current bulbs.

The interior finishes remain in good condition overall although there are new areas of decorative plaster and decorative paint distress in the Rotunda and vestibule areas. The distress is largely caused by age, vibration, and temperature and humidity fluctuations over time. It is not uncommon for this to occur on a massive masonry building that is the age of the Capitol. It is also important to keep in mind that the building was not entirely repainted during the restoration so plaster and paint refurbishment will continue to be part of the recurring maintenance plan. Recent installation of additional humidity control systems in all vestibules should help mitigate paint and plaster distress in the future. Normal wear and tear on wood doors and railings has kept the FMD paint and carpenter shops busy with adjustments and refinishing.

During its 2023 Session, the legislature passed the following legislation in the Laws of Minnesota 2023, Chapter 62, Article 2, Section 93:

[138.705] CAPITOL BUILDING ELECTROLIER.

The Minnesota Historical Society must light the Capitol building electrolier during regular business hours on any days during which the legislature is convened in a regular or special session, and during special events, when requested jointly by the chief clerk of the house of representatives and the secretary of the senate. The historical society must coordinate with the chief clerk of the house of representatives and the secretary of the senate for the purpose of keeping the electrolier lit when either body of the legislature is expected to meet outside of regular business hours.

Therefore, FMD performed a special out-of-cycle inspection of the electrolier and its winch in October 2023 to ensure that it is ready for its new role during Session. FMD will also coordinate with the Minnesota Historical Society to replace the electrolier's incandescent lightbulbs with LED bulbs in 2024.



The Electrolier shines brightly from the dome of the Minnesota State Capitol on May 11, Statehood Day.

Funding for Recurring Maintenance and Minor Repair Work

Minnesota Statutes 16B.24 authorizes the Commissioner of Administration to operate and maintain the Minnesota State Capitol and state-owned buildings on the Minnesota State Capitol Complex, as well as any other state-owned buildings when advisable or practicable. Consistent with state statutes, Admin directly manages 23 buildings and 30 parking facilities. This includes the 16 buildings and 25 parking facilities on the 140-acre Capitol Complex. The department also oversees enterprise real property and all state property leases.

In general, the funding required to operate and maintain state-owned buildings on the Capitol Complex comes through rents paid from the operating budgets of the state government entities that occupy that space. Lease rates are determined biannually by the Commissioner of Administration and approved by the Commissioner of Minnesota Management and Budget.

In contrast, the costs to operate and maintain certain legislative and other space defined in law is funded by a direct appropriation to the Commissioner of Administration, referred to as the “In-lieu of Rent” (ILR) appropriation. ILR-funded space is billed in the same manner and at the same rate per square foot as other tenant-occupied space in the same buildings.

More specifically, the ILR appropriation covers rent for:

- **Ceremonial Space** – Space in the Capitol Building such as the Rotunda, Governor’s Residence, ceremonial grounds, and monuments, memorials, and tributes on the Capitol grounds.
- **State Services for the Blind** – Space occupied by State Services for the Blind to operate vending operations and convenience stores in Admin facilities (M.S. 248.07 Subd. 7).
- **Rent Waived** – Space in the State Capitol Building, the State Office Building, or Veterans Service Building that is occupied by the House of Representatives, Senate, Revisor of Statutes, Legislative Reference Library, and Congressionally-chartered veterans’ organizations (M.S. 197.55 – 197.58). The public areas created during the Capitol restoration are also included in this category.

The current funding model for building operations—lease rates for Executive branch agencies and ILR for legislative and related space—works well because it provides the budget consistency needed to plan for and implement routine operations, basic infrastructure maintenance, and expeditiously repurpose space as needed to meet the changing and unique needs of tenants. Additionally, because the ILR rate is set in the same manner as lease rates, it ensures transparency in both the lease setting and ILR appropriation request level.

The ILR appropriation covers rent, which includes expenses such as utility charges, compensation for general maintenance workers and engineering staff, utilities, cleaning supplies and equipment, and routine maintenance, minor repairs, and inspection of equipment and mechanical systems (elevators, fire alarm and sprinkler systems, etc.) It does not cover large scale historic preservation or periodic needs for capital investment necessary to maintain buildings, such as roof replacement, mechanical system upgrades, or wholesale infrastructure and building replacements, etc.

The ILR appropriation is \$11.129 million for FY 2024 and \$11.129 million FY 2025. These amounts will pay for the programmed maintenance necessary to preserve the restoration efforts and ensure good up-keep of the building. Since the ILR account is used for more than the Capitol, the amount will also pay for minor maintenance and repairs to the Capitol Ceremonial Grounds such as the recently repaired City overlook and upcoming retaining wall repairs in Cass Gilbert Park. The ILR appropriation must remain fully funded to cover the costs to continue to operate and maintain the large and sophisticated mechanical systems throughout the building and to perform

recommended inspections and related preventative maintenance on building infrastructure components.

Roughly 50 percent of the ILR appropriation is allocated to the Capitol Building. The ILR appropriation will need to be adjusted periodically, as will the rent rates for the non-ILR space, in order to allow for major maintenance items such as widespread painting and caulking. Periodic bonding requests will also be necessary over time to ensure that large scale repairs and asset preservation work such as stone repairs, large scale tuck pointing, roof and system replacement can take place as needed.



Tuckpoint repair work was performed on the exterior of the Capitol as part of regular, on-going maintenance.

2023 Maintenance Activities in the Capitol Building

Preventative Maintenance:

Maximizing the Capitol Building's longevity is a primary goal for Admin as we work to provide an aggressive preventative maintenance plan. During 2023, FMD operations and maintenance teams were on site performing preventative maintenance in accordance with the *Capitol Restoration Regular Maintenance Activities & Budgeting Information Guide* completed by JE Dunn.² Work typically consists of visual inspections, filter changes, pump and motor lubrication, belt alignment and tension adjustments, and test operation as required. Work is accomplished quarterly, semi-annually, annually, or at custom intervals as prescribed by the maintenance plan.

The major systems that have received inspections and/or preventative maintenance include but are not limited to:

- Lighting Control Systems
- Building Heating Ventilation and Air Conditioning Systems
- Roof and Rain Leader Heat Tape/Ice Melt Systems
- Electrical Systems (Life Safety Generator)
- Fire Detection and Alarm Systems
- Smoke Evacuation System
- Door Openers and Control Systems
- Lot N Barricades and Aurora Promenade Bollards
- Elevator Power and Pulley Equipment
- Fire Pump
- Main Power Automatic Transfer Switches

Service Maintenance:

Over the past year, the following service maintenance projects were accomplished on the infrastructure and finishes in accordance with the maintenance plan:

- Semi-annual Carpet Cleaning and Hard Floor Recoating (as appropriate)
- Pigeon Droppings Removal at Various Areas Around the Building (monthly)
- Touch-up Painting (non-decorative) Throughout the Building as Needed
- Drapery and Window Treatment Vacuuming
- Fixed Furniture Lubrication and Tightening
- Elevator Shaft Wall Cleaning
- Exterior Window Cleaning
- Bronze Supply and Return Air Grill Cleaning
- Cast Iron Rail Cleaning
- Gallery Seat Vacuuming and Spot Cleaning

Surveys, Assessments, Studies, Tests, and Design Initiatives:

During 2023, consultants hired by Admin completed a water intrusion test on the enclosed spiral staircase on the drum of the Capitol that goes from the roof level to the base of the dome because of previously observed leaks in the stairwell. A roof and wall joint at the top of the stairwell enclosure was determined to be the source of the leak, so new lead flashing was installed to prevent further water intrusion in that area. Admin also initiated an assessment of the Quadriga, the report from which is yet to be completed. The initial assessment from the

conservators is that it is in good shape with only normal conservation work (spot regilding, waxing etc.) required. However, a structural inspection of the underside will take place in the spring of 2024 to confirm that there are no underlying structural issues. Admin is currently conducting the feasibility study mentioned in the 2023 Capitol Preservation Report, in consultation with the Minnesota Historical Society, the Capitol Area Architectural Planning Board (CAAPB) and with local fire code officials to modify the motion activated door controls and install different exit hardware on vestibule exterior doors.

In 2024, Admin intends to complete the following studies:

- Full Exterior (Roof, Exterior Walls, Windows, Stairs, and Plazas) Assessment

² JE Dunn, the construction contractor for the Capitol Restoration was required to submit this plan at project closeout in November 2016.



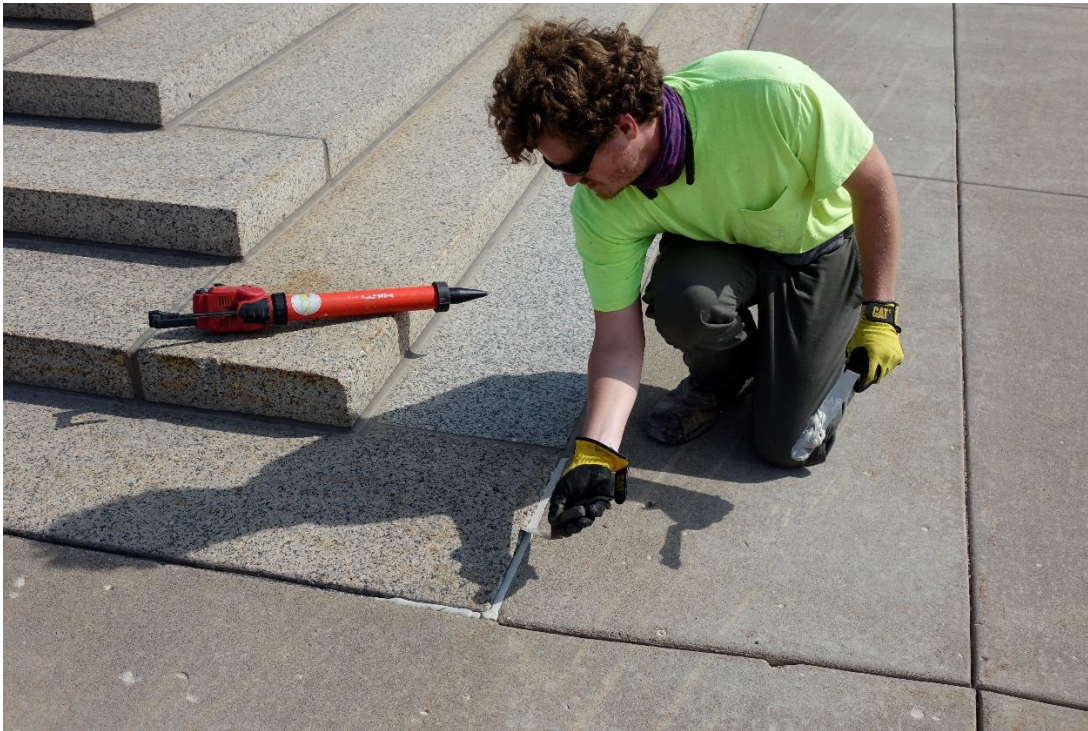
Exterior repair work, such as tuckpointing, on the Minnesota State Capitol requires the expertise and craftsmanship of experienced professionals.

Completed Maintenance and Repair Projects

2023:

Install Humidity Control Equipment and Devices	\$743,547
Maintain/Repair Exterior Building Elements	\$508,380
(Balcony Sealant/Caulking)	
(Repair Silicone Tape on Granite Gutters)	
(Repaint Select Windowsills)	
(Repair Sealant/Caulk on Granite Stairs (non-plaza))	
(Repair Mortar Near West Plaza Entrance)	
(Repair Roof Catwalk Support Penetrations)	
(Repaint Loggia/Balcony Door Sills)	
(Replace Sealant at Granite Stairs (All Plazas))	
(Replace Lantern Windows)	
(Repair Quadriga Roof Tile Mortar)	
(Tighten Finial Ladder)	
(Tuck-pointing of Plaza Curbs on Grade)	

Total: **\$1,251,927**



Sealant replacement was completed on granite stairs around the exterior of the Capitol.

Multi-Year Maintenance and Preservation Plan

In accordance with the Capitol Restoration Regular Maintenance Activities & Budgeting Information Guide, the latest exterior surface inspection, and FMD recommendations, the following projects are planned over the next five years, including projected costs:

Year

2024

Estimated Cost

Conduct Exterior Envelope Assessment	\$100,000
Retrofit Exterior Sodium & Metal Halide Spotlights with LEDs	\$1,000,000
Improve Security Features of Vestibule Exterior Doors	\$600,000
Conduct Quadriga Structural Assessment	\$125,000
Total Projected Costs:	\$1,825,000

2025

Conservation Work on Quadriga (spot gilding, mesh repair, rewaxing)	\$250,000
Exterior Wall, Plaza, Window, Door, and Roof Maintenance and Repairs (as determined by the 2024 Exterior Assessment)	\$850,000
Total Projected Costs:	\$1,100,000

2026

Interior Decorative Paint Study	\$150,000
Miscellaneous/Random Plaza Tuck-Pointing	\$26,540
Repaint Basement Metal Stairs	\$5,500
Other Exterior Maintenance (Spot Joint and Sealant Repairs All Areas)	\$151,800
Total Projected Costs:	\$333,840

2027

Miscellaneous/Random Roof Tile Tuck-Pointing	\$7,500
Interior Decorative Paint Touchup and Cleaning	\$1,500,000
Tuckpoint and Seal Vertical Masonry on Quadriga level	\$3,500
Other Exterior Maintenance (Spot Joint and Sealant Repairs All Areas)	\$151,800
Total Projected Costs:	\$1,662,800

2028

Repaint Exterior Windows	\$5,500,000
Other Exterior Maintenance (Spot Joint and Sealant Repairs All Areas)	\$350,000
Total Projected Costs:	\$5,850,000

In addition to the programmed repairs mentioned above, Admin will continue with preventative maintenance and cleaning schedules in accordance with the *Capitol Restoration Regular Maintenance Activities & Budgeting Information Guide*.

Projected Funding Needs

Admin has the funding needed for FY 2024 and FY 2025 to ensure compliance with the *Capitol Restoration Regular Maintenance Activities & Budgeting Information Guide*, to ensure the building's longevity, and to protect the significant investment of state funds into the Capitol Restoration.

Admin received an additional \$614,000 in In Lieu of Rent (ILR) funds for each year of the current biennium to help pay for the programmed maintenance necessary for each year to preserve the restoration efforts and ensure good up-keep of the building. Since the ILR account is used for more than the Capitol, the increase will also pay for additional maintenance and repairs to the Capitol ceremonial grounds such as repair of the city overlook in Cass Gilbert Park. It is expected that Admin will request increases to the ILR budget in future fiscal years to cover the cost to paint the exterior of the windows and other maintenance items. Additionally, bonding requests will be necessary to cover asset preservation and large scale repair work.

The Capitol Preservation Commission shares this information to aid in the decision-making process, to continue adequate stewardship of the Capitol Building, and to ensure the longevity of the restoration effort completed in 2016.

Capitol Art Exhibit Advisory Committee Update

Created under Minnesota Statutes, [Chapter 15B.36](#), the Capitol Art Exhibit Advisory Committee (CAEAC) is responsible for recommending to the Capitol Preservation Commission (CPC) exhibits for placement in the Minnesota State Capitol's 3rd Floor Exhibit Gallery and other spaces in the Capitol. In the past year, the Minnesota Historical Society has taken on the role of managing the exhibits in the 3rd Floor Exhibit Gallery, with the assistance of staff from the MN Department of Administration.

After a hiatus due to pandemic closures, the CAEAC and the Capitol community were very excited to resume exhibits in the 3rd Floor Exhibit Gallery with the opening of *Our Austin, Our America* by photographer William Taufic in March 2023 through the end of June 2023. This colorful exhibit captured the diversity of the people of Austin, Minnesota. In November 2023, *Lest We Forget* by fiber artist Sandra Brick opened in the 3rd Floor Capitol Gallery. *Lest We Forget* is a touring collection of 24 three-dimensional multimedia works of art with short literary vignettes. Two artists, Sandra Brick, and Holocaust survivor, Fred Amram, explore a Jewish youngster's coming-of-age, first in Holocaust Germany, and then as a refugee in the United States.

At its previous meeting, the CPC approved a group of seven exhibits which will provide educational experiences for Capitol visitors for the next several years. These exhibits fulfill the program's statutory requirement for exhibits to:

1. Reflect on Minnesota history
2. Understand Minnesota government
3. Recognize the contributions of Minnesota's diverse peoples
4. Inspire citizen engagement; and
5. Appreciate the varied landscapes of Minnesota

The CAEAC looks forward to filling out its membership through upcoming appointments to be made by various appointing authorities.