

2025

Report of the Minnesota State
Capitol Preservation Commission



State Capitol Preservation Commission Annual Report - January 15, 2025

As required by Minnesota Statutes 2024, 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 Erin Murphy
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,
Kari Suchy

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 mural, "Contemplative Spirit of the East" by Kenyon Cox, is located above the East Grand Stairs.

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.



An aerial view of the Rotunda during the holiday season from the interior dome of the Minnesota State Capitol.

Current Condition of the Capitol Building

The Capitol Restoration was substantially completed in 2016. The Facilities Condition Assessment (FCA) conducted in November of 2024 evaluated the Capitol Building to be in excellent condition with a Facility Condition Index (FCI) of 0.03¹. Most building systems are still ranked in excellent condition because they are in the first part of their useful life with little to no defects noted. FCAs for all Capitol Complex buildings take place on a three-year cycle.

The Department of Administration's (Admin's) Facilities Management Division (FMD) monitors the building for damage and deterioration. Through a combination of on-site staff and automated inspections, FMD performs surveillance and monitoring of the Capitol's building and infrastructure systems 24-hours per day, seven days per week. 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.

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. In 2024, the Capitol Building hosted 327 public events.

FMD has extended the run times of the air handling equipment in public spaces to 24-hours per day, seven days per week. Air handlers in tenant spaces run from 5:00 AM to 5:30 PM, Monday through Friday. Extending the hours of HVAC operation has reduced the fluctuations with the temperature and humidity which should slow down the peeling and degradation of paint over time. The air handling equipment also runs longer during legislative session or at the request of tenants due to extended or afterhours state business activities.

¹The State of Minnesota uses the industry standard FCI as the condition metric 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 .50

An exterior assessment reviewing walls, windows, plaza, stairs, etc. began in 2024 and is nearly complete. Based on the preliminary results of the assessment, additional repairs are expected to be completed in 2025 and early 2026.

The interior finishes remain in good condition overall although there are new areas of decorative plaster and decorative paint distress in the vestibule areas and on the third floor. 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 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. The installation of additional humidity controls systems in all vestibules and the extended operational hours of the air handlers have helped to mitigate the paint and plaster distress. Normal wear and tear on wood doors and railings keeps the FMD paint and carpenter shops busy with adjustments and refinishing.

The cove lighting fixtures, primarily located in the Ground, First, and Third Floor hallways, are obsolete, no longer manufactured, and have started to fail. FMD has replaced the cove lighting on the third floor and harvested parts to use as replacements on other floors. The harvested parts are failing at a higher rate so FMD will be developing a plan to replace all cove lighting.

FMD replaced the electrolier's incandescent lightbulbs with LED bulbs in October 2024. This change was made for utility savings since the electrolier is now lit when the legislature is convened.



The Electrolier lowered to the Capitol's first floor Rotunda for regular cleaning and maintenance.

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 28 parking facilities. This includes the 15 buildings and 25 parking facilities on the 140-acre Capitol Complex. The department also oversees enterprise real property and 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, Centennial Office Building, State Office Building, and 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. Costs associated with the potential removal or replacement of affixed state seals are not covered by ILR.

The ILR appropriation is \$11.129 million for FY 2025. Admin has requested \$12.14 million for FY 2026 and \$12.99 million for FY 2027. These amounts will pay for the programmed maintenance necessary to preserve the restoration efforts and ensure good up-keep of the building as well as other ILR covered facilities and spaces. Full funding of the ILR appropriation is essential to cover the operating and maintenance costs of the large and sophisticated mechanical systems throughout the Capitol building. Additionally, the critical funding

covers the recommended inspections and related preventative maintenance on building infrastructure components.

Approximately 50 percent of the ILR appropriation is allocated to the Capitol Building. The ILR appropriation and facility lease rates (including non-ILR space) will need to be adjusted periodically in order to allow for major maintenance items such as widespread painting and caulking. Periodic bonding requests will also be necessary to conduct large scale repairs and asset preservation such as the repainting of exterior windows tentatively planned for 2028.



Intricate marble carving on the exterior of the Minnesota State Capitol.

2024 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 2024, 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

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

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

Since last year’s report, Admin completed an assessment of the “Progress of the State”, more commonly known as the Quadriga. Overall, the sculpture remains in good condition though there are signs of wear and abrasion. Next summer, a project will be completed to add a new wax coating, replace the bird netting on the underside of the chariot, replace bolts and screws, and other minor repairs as recommended by the study. Scaffolding will be required to complete this work and a more detailed inspection of the sculpture will be performed while the scaffolding is in place.

In 2025, Admin will contract for the design of an ADA tunnel between the State Capitol and the State Office Building.



The Quadriga atop the Minnesota State Capitol covered in sunlight overlooking downtown Saint Paul.

Completed Maintenance and Repair Projects

2024

Maintain/repair exterior building elements	\$417,000
(Repaint select windowsills)	
(Repair mortar and sealant on South plaza, West side)	
(Repair witches hats on roof)	
(Replace lantern windows)	
(Concrete repair in Lot N)	
Interior paint repairs	\$20,000
Replace broken skylight	\$4,000
Total:	<u>\$441,000</u>



Adding detail to an oak leaf during paint repairs in a main corridor of the Capitol's East Wing.

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 four years, including projected costs:

2025	
Exterior wall, plaza, window, door, and stairs maintenance and repairs	\$250,000
Improve security features of vestibule doors	\$1,700,000
Quadriga plaza repairs	\$150,000
Conservation work on quadriga	\$250,000
Change exterior lighting to LED	\$1,700,000
Total Projected Costs:	\$4,050,000
2026	
Exterior wall, plaza, window, door, and stairs maintenance and repairs (continued from 2025)	\$350,000
Full exterior assessment	\$50,000
Random plaza tuck- pointing	\$40,000
Interior decorative paint study	\$150,000
Carpet replacement	\$100,000
Total Projected Costs:	\$690,000
2027	
Exterior wall, plaza, window, door, and stairs maintenance and repairs	\$250,000
Total Projected Costs:	\$250,000
2028	
Exterior wall, plaza, window, door, and stairs maintenance and repairs (continued from 2027)	\$350,000
Full exterior assessment	\$50,000
Repaint exterior windows	\$5,500,000
Total Projected Costs:	\$5,900,000

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 Fiscal Year (FY) 2025 to ensure compliance with the *Capitol Restoration Regular Maintenance Activities & Budgeting Information Guide*, that will protect both the building's longevity and the significant investment of state funds into the Capitol Restoration.

Admin has requested an additional \$1,010,000 in FY 2026 and another \$855,000 in FY 2027 for In Lieu of Rent (ILR) funds to help pay for the programmed maintenance necessary each year to preserve the restoration efforts and ensure good up-keep of the building and for other ILR-covered facilities. Fully funding ILR is critical to meet the operational and maintenance of the large and sophisticated mechanical systems throughout the building; and to perform recommended inspections and related preventative maintenance on building infrastructure components. It is expected that Admin will request increases to the ILR budget in future fiscal years to cover inflationary and potentially new maintenance cost. Additionally, bonding requests will be necessary to cover asset preservation and large-scale repair work such as repainting exterior windows.

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. The Minnesota Historical Society provides administrative support to the Advisory Committee, in collaboration with the Minnesota Department of Administration.

In a previous meeting, the CPC approved seven exhibits that will provide educational experiences for Capitol visitors during the next two 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

In 2024, the CAEAC met four times, and worked in subcommittees and working groups to orient new members and set priorities for future exhibits. The Committee will continue its work on creating a new Call for Proposals for the next set of exhibits for the Capitol 3rd Floor Exhibit Gallery. The current exhibit schedule, approved by the CPC, runs through November 2026. The CAEAC plans to complete the next call for proposals in early 2025 to finalize the forthcoming group of exhibits.

During 2024, the 3rd Floor Exhibit Gallery hosted three exhibits:

- *Lest We Forget* by Sandra Brick and Fred Amram (Oct. 2023 - Mar. 2024)
- *Willmar, what comes to your mind?!* by John Salgado Maldonado (May 2024 - Oct. 2024)
- *Portraits of Indigenous Authors & Artists* by John Ratzloff (Dec. 2024 - July 2025)

In May of 2024, the CAEAC, MNHS, and Admin welcomed the Legislative Reference Library (LRL), its temporary

“roommate” in the 3rd Floor Exhibit Gallery. The LRL will be in the Capitol Building while the State Office Building is under renovation. The CAEAC is excited to share works of art from communities across the state with the LRL’s staff and visitors.

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

Additional information about the CAEAC can be found at: <https://mn.gov/admin/government/public-events/artcommittee.jsp>



A member of the public enjoys featured art in the Third Floor Exhibit Gallery at the Minnesota State Capitol.