

**1988-89 BIENNIAL REPORT
TO THE GOVERNOR
and
LEGISLATURE**

Pursuant to Minnesota Statutes Ch.15.50, Subd. 2. (i):

The board in consultation with the commissioner of administration shall prepare and submit to the legislature and the governor no later than October 1 of each even-numbered year a report on the status of implementation of the comprehensive plan together with a program for capital improvements and site development, and the commissioner of administration shall provide the necessary cost estimates for the program.

CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

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COMPREHENSIVE PLAN
FOR THE
MINNESOTA STATE CAPITOL AREA

Summary of Policies

Policy #

1 ZONING ORDINANCE

The Zoning Ordinance should ensure development which is compatible with the Capitol Area. New development and redevelopment should promote a variety of housing types, private office space, public and professional services, and commercial uses.

2 CAPITOL BUILDING, ADJACENT BUILDINGS, CAPITOL GROUNDS AND AREA

Preserve and enhance the dignity, beauty, and architectural integrity of the Capitol, the buildings adjacent to it, the Capitol Grounds and the Capitol Area.

3 CAPITOL APPROACHES

Capitol Building approach routes, which include John Ireland Boulevard, Cedar Street, and University Avenue, should be bounded by buildings and landscaping which define the space within the corridors and create background settings appropriately scaled to the Capitol Building.

4 CAPITOL BUILDING SETTING

Provide a dignified setting for the Capitol Building whether grassy and natural or plaza-like, which will enhance all faces of the Capitol and allow for the proper spatial and functional relationship between it and the surrounding buildings.

Policy #

5 PROVISION OF OPEN SPACE

Provisions should be made for sufficient open space, which will make the Capitol Area visible, attractive, and accessible to the people of Minnesota. Protection, enhancement, and development of the public open space are essential to enhancing the beauty of the Area.

6 FRAMEWORK FOR FUTURE GROWTH

Establish a flexible framework for growth of Capitol Buildings which will be in keeping with the spirit of Cass Gilbert's original plan.

7 OFFICE-SERVICES DEVELOPMENT

Permit private organizations and public associations requiring easy access to the State Capitol to locate in designated areas surrounding Design District A [in non-state-owned areas zoned for mixed use or office-services within the Capitol Area boundaries].

8 COMMERCIAL DEVELOPMENT

Commercial activity in the Capitol Area should generally be located between Rice Street and Marion Street south of University Avenue, along University Avenue and on Rice Street. The commercial areas along University Avenue and Rice Street should be defined as community and neighborhood-scaled commercial areas. Development of a community-scaled shopping center should be encouraged in the area south of University Avenue.

9 HOUSING DEVELOPMENT

Provide a diversity of housing choices, ranging from single family detached to high density apartment units, in the residential neighborhoods surrounding the Capitol.

10 TRAFFIC/CIRCULATION

Establish a framework which results in efficient traffic movement and circulation patterns.

Policy #

11 PARKING

Establish a public and private parking network that provides for the needs of residents, elected public officials, employees and visitors.

12 TRANSIT SERVICE

Encourage the development of convenient transit services between the Capitol Area and the remainder of St. Paul, and promote the use of transit service.

13 PEDESTRIAN CIRCULATION

Establish a pedestrian movement system which provides safe, convenient access to all state buildings, plazas and park areas. Conflicts between vehicles and pedestrians should be eliminated.

STATUS REPORT
on
Implementation of the
Capitol Area Comprehensive Plan

October 1988

I. BACKGROUND

Since adoption of its revised Comprehensive Plan for the Capitol Area in 1982, the Capitol Area Architectural and Planning Board (CAAPB) has been working with state legislative and executive branch leaders, various St. Paul agencies and officials, and with North Capitol Area community organizations and residents to implement that plan.

Before 1984, change in the Capitol Area was slow and incremental. The Governor and 1984 Legislature, however, quickened the pace of change in approving relocation of the Minnesota Historical Society (MHS) from its building on the Mall, and renovation of the MHS building with an addition to house the Supreme and Appellate Courts and other branches of the judiciary system.

The CAAPB's statutory mandate led to design competitions for these two projects (in 1985 and 1986). In response to Governor Perpich's recommendation, CAAPB also sponsored a

design competition in 1986 for completion of the Capitol Mall. Legislative approval of funds for a State Office Building parking ramp led to a fourth design competition in 1987.

(Because the CAAPB was unable to meet the biennial reporting requirement in 1984 or 1986, the first part of this report will briefly focus on CAAPB's on-going programs begun during that period to implement the Comprehensive Plan. It should be seen as a prologue to Part II, which outlines a program for the coming biennium and includes a Capitol Area map. Prefacing this report is a list of the 13 policies embodied in the Plan that serve as a framework for development in the Capitol Area.)

The Legislature's enactment of a record capital budget in 1987 enabled three major Capitol Area construction projects to proceed. In addition, it approved funds to continue the phased restoration of the Capitol Building.

Progress on these projects, as well as other continuing CAAPB programs, is briefly detailed below:

Judicial Building: Ground-breaking for Phase I of the Judicial Building occurred in March 1988. The building, located behind the Historical Society building, is expected

to be finished in mid-1990. Phase II of the project, not yet funded, involves remodeling of the MHS building and building an addition to be linked with the Phase I structure. Work on Phase II is contingent on completion of the Minnesota History Center and vacation of the MHS building by the Historical Society, presently scheduled for mid- to late 1991. An important part of the Judicial Building plan is development of the adjoining East Capitol Plaza on a site now occupied by an employee parking lot. Design of the plaza, paid for with percent-for-art funds, will be coordinated with the design for the Capitol Mall.

Minnesota History Center: The 1987 Legislature approved \$50 million for planning and construction of the History Center on the former Miller Hospital site across the freeway from the Capitol Complex. Five million dollars of that appropriation was made contingent on the Historical Society's raising of matching funds. If matching funds are raised by the end of this year, construction could begin as early as April 1989. Otherwise, state funds would not be made available before July 1, 1989.

The Capitol Area Comprehensive Plan was amended in 1986 to extend CAAPB's boundaries to include the History Center site. This has enabled CAAPB staff and the History Center architects to coordinate site landscaping plans with those

for adjacent city streets and highways planned by the Department of Transportation (MnDOT), the city's Planning and Economic Development Department (PED), and St. Paul Technical Institute. Coordination of streetscape and landscaping features along John Ireland Boulevard, in turn, will enable enhancement of the visual corridor leading to the Capitol Mall.

State Office Building Parking Ramp: Ground-breaking took place in June 1988 for a three-level ramp to replace Parking Lot "E" behind the State Office Building, authorized by the 1987 Legislature. It is scheduled to be completed by January 1, 1989. Following design objectives outlined in the Comprehensive Plan, the ramp facade will be compatible with the neo-classic State Office Building and with the design for the Capitol Mall. It will provide 400 parking spaces, primarily for legislators and their staff.

I-94 Bridges: CAAPB staff and architectural advisors have worked closely with MnDOT engineers in the re-design of I-94 bridges that link the Capitol Area with downtown St. Paul. Conceptually, bridge surface design features will complement the design for the Capitol Mall with classical lighting fixtures, ornamental railings and stone bridgeheads. The bridges at St. Peter, Wabasha and Robert Streets will be rebuilt during the 1989 construction

season. Those at Minnesota, Cedar and Jackson streets will be completed during 1990. The John Ireland bridge will not be rebuilt, but will be retrofitted in 1990 with design elements of the other Capitol Area bridges.

To further enhance the "specialness" of the Capitol Area as a unique design district, CAAPB also has worked with MnDOT to develop ornamental retaining walls, fencing, and landscaping of the freeways through the Capitol District.

Capitol Building Restoration: One of CAAPB's comprehensive plan goals is restoration of the Capitol, in so far as possible, to its 1905 appearance. Since 1984, with the hiring of architectural preservationist Foster Dunwiddie to guide the program, substantial progress has been made. Dunwiddie's Preservation and Planning Study, completed in 1984, has been used for Capitol project planning and budgeting by CAAPB and the Department of Administration.

A major focus in the restoration program has been exterior renovation to prevent further structural and interior damage from leakage. In 1986, for example, legislative appropriations enabled replacement of the steel support structure inside the dome which had corroded over the years. Restoration of interior public and ceremonial

spaces also began in 1986, with re-opening of the west ground floor corridor and the Governor's Reception Room. Major projects to be completed in 1988 include cleaning and tuckpointing the building exterior, resetting the north, east and south ceremonial stairs, replacement of all dome windows, repair of the lantern roof and ball atop the dome, and gold-leafing those elements.

CAAPB staff and advisors also have worked closely with legislative staff in review of plans and coordination of restoration of the Senate Chamber, Galleries, and Lobby in 1988. Restoration plans for the Capitol include a complete updating of all electrical and mechanical systems.

Street Closures: To enhance the physical setting and create more open spaces in the Capitol Complex, the CAAPB has initiated a number of street closures in recent years. These include: Wabasha Street on the Mall (1983); Fuller Avenue between the State Office Building and the Transportation Building (1985); Columbus Avenue in front of the Veterans Service Building (1984). All have been landscaped since closing. With construction of the Judicial Building, Aurora Avenue between Cedar and Robert Streets, north of the Historical Society building, will be officially vacated.

North Capitol Area Development: CAAPB works closely with City of St. Paul and district planners and private developers to implement its comprehensive plan for the Capitol Area. For the North Capitol Area, this function includes enforcement of its zoning ordinance and design review standards. Significant redevelopment has occurred within the past two years just northwest of the Capitol. This includes the new five-story Capitol Office Building on the old Metz Bakery site at Park and Sherburne, and a major renovation at 550 Rice Street for what is now the Minnesota Women's Building. Now under construction, at Rice and Charles, is a three-story office building that will house the Association of Minnesota Counties and its research foundation.

II. RECOMMENDATIONS

- A. Preserve and enhance the dignity, beauty, and architectural integrity of the Capitol, the buildings adjacent to it, the Capitol Grounds and the Capitol Area. (Policy 2)

Capitol Building approach routes, which include John Ireland Boulevard, Cedar Street, and University Avenue, should be bounded by buildings and landscaping which define the space within the corridors and create background settings appropriately scaled to the Capitol Building. (Policy 3)

Provide a dignified setting for the Capitol Area whether grassy and natural or plaza-like, which will enhance all faces of the Capitol and allow for the proper spatial and functional relationship between it and the surrounding buildings. (Policy 4)

FUNDS TO COMPLETE PLANNING, SITE PREPARATION, AND A
TOTAL RESTORATION OF THE CAPITOL MALL \$25,000,000

The Capitol Mall, one of the most important public spaces in Minnesota, is largely unused because it has not been designed for active public use. It is a wide grassy expanse without definition. The proposed plan, chosen in an international design competition in 1986, was appropriately entitled "A Project for the Completion of the Capitol Grounds". It is very much in keeping with the several plans for the Capitol Approach drawn up by Capitol Architect Cass Gilbert early in this century, which were never carried to fulfillment.

The proposed plan would provide an enhanced setting for the Capitol as well as restore Gilbert's vision for the

Capitol Approach. The upper mall will feature a plaza designed for large public gatherings, flanked by formal gardens that reinforce the east-west axis (State Office and Historical Society buildings). The lower mall would become a large public park, with defined and programmable human-scale spaces, that would strengthen the links to downtown St. Paul and to the Cathedral Hill area.

The mall design embodies, also, the Comprehensive Plan's Policy 6: ". . . a flexible framework for growth of Capitol Buildings which will be in keeping with the spirit of Cass Gilbert's original plan".

The proposed mall design has become, both literally and figuratively, the centerpiece of the Capitol Complex. It complements existing neo-classic buildings--the Capitol, the Historical Society and State Office Buildings. It, in turn, has influenced the designs of the State Office Building parking structure and the East Capitol Plaza, and significant redesign of the I-94 bridges and freeway corridor.

B. FUNDS TO CONTINUE RESTORATION OF THE CAPITOL BUILDING--
MINNESOTA'S PRE-EMINENT HISTORIC LANDMARK \$11,948,500

This budget request would fund Phase IV and the completion of Phase III of the Capitol Building Restoration. It would restore several of the public and ceremonial areas of the Capitol to their original appearance. In addition, it would complete exterior repairs to make the building waterproof and prevent further deterioration from leakage. It also would continue upgrading of the Capitol's mechanical and electrical systems.

An important objective included in this request is to improve accessibility for the disabled. These projects include construction of a new accessible entrance at the south carriage entryway, and modification of various interior facilities that have up to now prevented full usage of the building by the handicapped.

By components, the Capitol Building budget request includes (in thousands):

Exterior projects	approx.	\$1,444.5
Interior restoration		7,038.0
Systems upgrading		2,611.4
Accessibility projects		656.0

- C. ESTABLISH A PUBLIC AND PRIVATE PARKING NETWORK THAT PROVIDES FOR THE NEEDS OF RESIDENTS, ELECTED PUBLIC OFFICIALS, EMPLOYEES AND VISITORS (Policy 2)

FUNDS FOR REASSESSMENT OF CAPITOL AREA PARKING NEEDS;
PRELIMINARY PLANNING INCLUDING: SITE ANALYSIS,
PRELIMINARY ENGINEERING STUDIES/DRAWINGS, AND
DEVELOPMENT OF COST ESTIMATES \$100,000

A recent study completed by CAAPB's parking and traffic consultant documented both a decrease in parking space, and an increase in parking demand in the Capitol Area. During a legislative session, parking demand may exceed supply by as much as 1,100 spaces. The shortage is most acute in the areas north and west of the Capitol Complex.

Current public and private development in the Capitol Area also has created an additional need for parking. Additionally, CAAPB believes it should reassess needs for parking for the handicapped.

- D. FUNDS TO DEVELOP AND IMPLEMENT AN EXTERIOR SIGNAGE PROGRAM FOR THE CAPITOL COMPLEX \$225,000

This project, while fulfilling no specific objective of the Comprehensive Plan, would provide a much needed service and make our state government a more welcoming host to thousands of visitors each year. At present, there is no system of directional or building-name signs

to assist visitors to the area.

- E. ESTABLISH A FLEXIBLE FRAMEWORK FOR GROWTH OF CAPITOL BUILDINGS WHICH WILL BE IN KEEPING WITH THE SPIRIT OF CASS GILBERT'S ORIGINAL PLAN (Policy 6)

FUNDS FOR A DEVELOPMENT STUDY TO GUIDE FUTURE STATE AND PRIVATE DEVELOPMENT IN A PART OF THE EAST CAPITOL COMPLEX NOW LARGELY STATE-OWNED AND UNDER-DEVELOPED
\$125,000

This area (bounded by Jackson on the east, Cedar on the west, I-94 on the south, and University on the north) is important in terms of future state building space, economic development opportunities, and enhancement of the Capitol Area.

In order to plan for orderly growth in this area, the CAAPB proposes a comprehensive study that would address these issues: 1) future state building expansion and development needs; 2) opportunities for private mixed-use development or joint public/private development; 3) real estate marketing studies; 4) urban design; and 5) streetscape and public improvements.

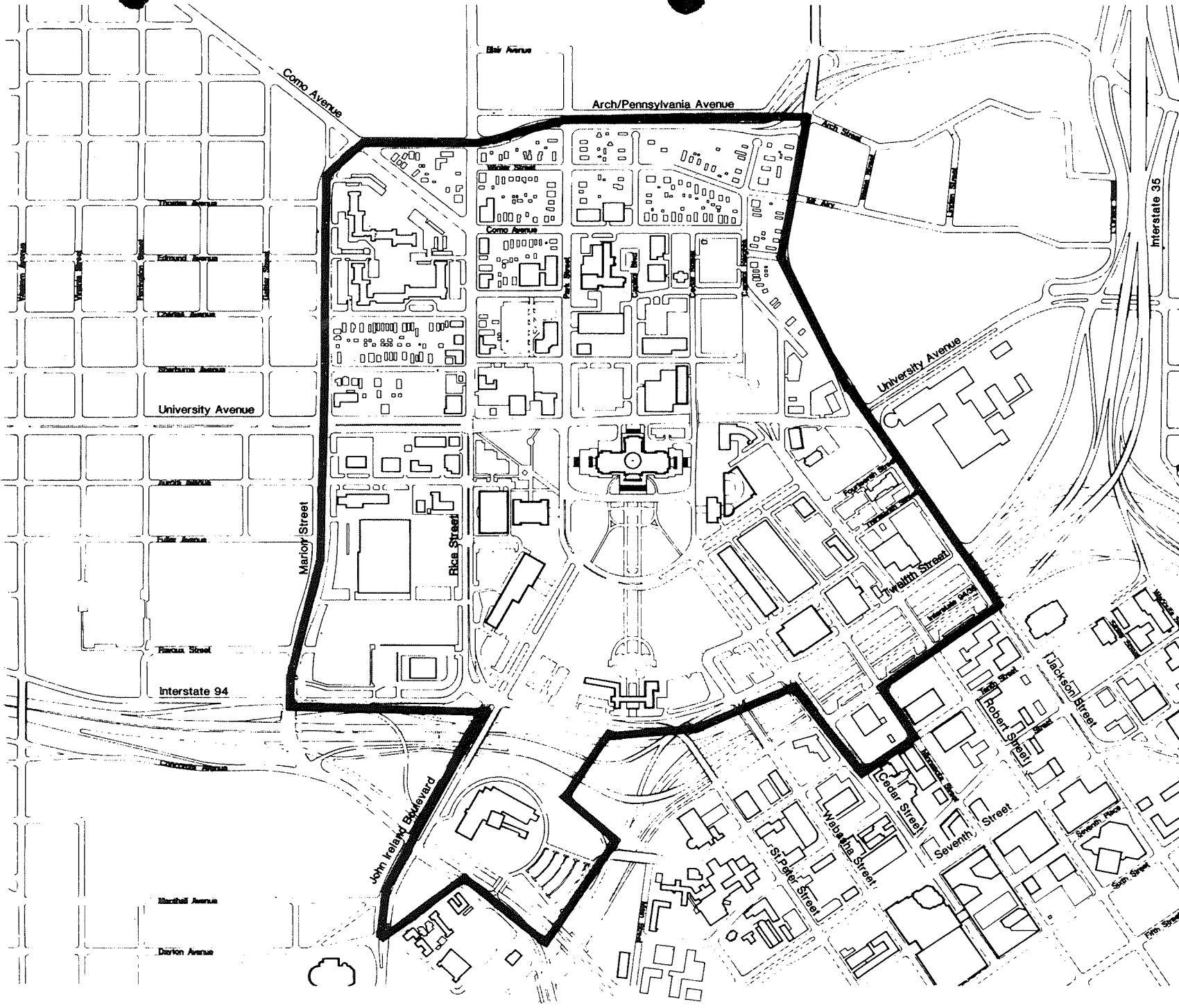
In addition to the above outlined specific projects, the Board also recommends consideration of the following projects:

1. Remodeling of the exterior of Centennial Office Building to make it more compatible with other buildings on the mall.
2. The Minnesota State Horticultural Society's plan for construction of a new state headquarters on a portion of Cass Gilbert Park near the Capitol. The Society's proposal for cultivation of the State's prairie-landscape hillside park, as well as other public gardens, would be an attractive addition to the Capitol Area.

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MINNESOTA STATE CAPITOL AREA



Capitol Area
Architectural
and Planning
Board

