

CAPITOL AREA ARCHITECTURAL & PLANNING BOARD
STATE OF MINNESOTA

**BIENNIAL REPORT
TO THE GOVERNOR
and
LEGISLATURE**

Minnesota law provides that the Capitol Area Board shall prepare and submit to the Legislature and Governor a report on the status of implementation of the comprehensive plan together with a program for capital improvements and site development.

*Capitol Area Architectural and Planning Board
204 Administration, 50 Sherburne Avenue
St. Paul, Minnesota 55155*

CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

Lieutenant Governor Joannell Dyrstad, Chair

Margaret Bracken, Vice Chair

Scott Cottingham

Mary H. (Peggy) Kelly

David A. Lanegran

John Mannillo

William Moore

A. William Sands

Senator Sandra Pappas

Representative Wes Skoglund

ARCHITECTURAL ADVISORS

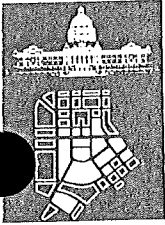
Val Michelson

John Rauma

William Sanders

EXECUTIVE SECRETARY

Gary Grefenberg



Capitol Area Architectural and Planning Board

204 Administration Building
50 Sherburne Avenue
Saint Paul, Minnesota 55155
Phone: 612/296-7138
Fax: 612/296-6718

RECEIVED

FEB 24 1995

LEGISLATIVE REFERENCE LIBRARY
STATE OFFICE BUILDING
ST. PAUL, MN 55155

December 23, 1994

TO: Governor Arne Carlson
and the
Minnesota Legislature

FROM: Lt. Governor Joannell Dyrstad *Jmd*
Chair, Capitol Area Architectural
and Planning Board

RE: CAPITOL AREA BIENNIAL REPORT

As chair of the Board and as required by State law, I am submitting to you the Biennial Report of the Capitol Area Architectural and Planning Board. This report provides an overview of the Capitol Area development over the past two years.

Capitol Area development during the past biennium has not been as highly visible as that of the late 1980s when construction of the Minnesota History Center, the new Judicial Building, and the new freeway bridges linking the Capitol Area to downtown St. Paul occurred.

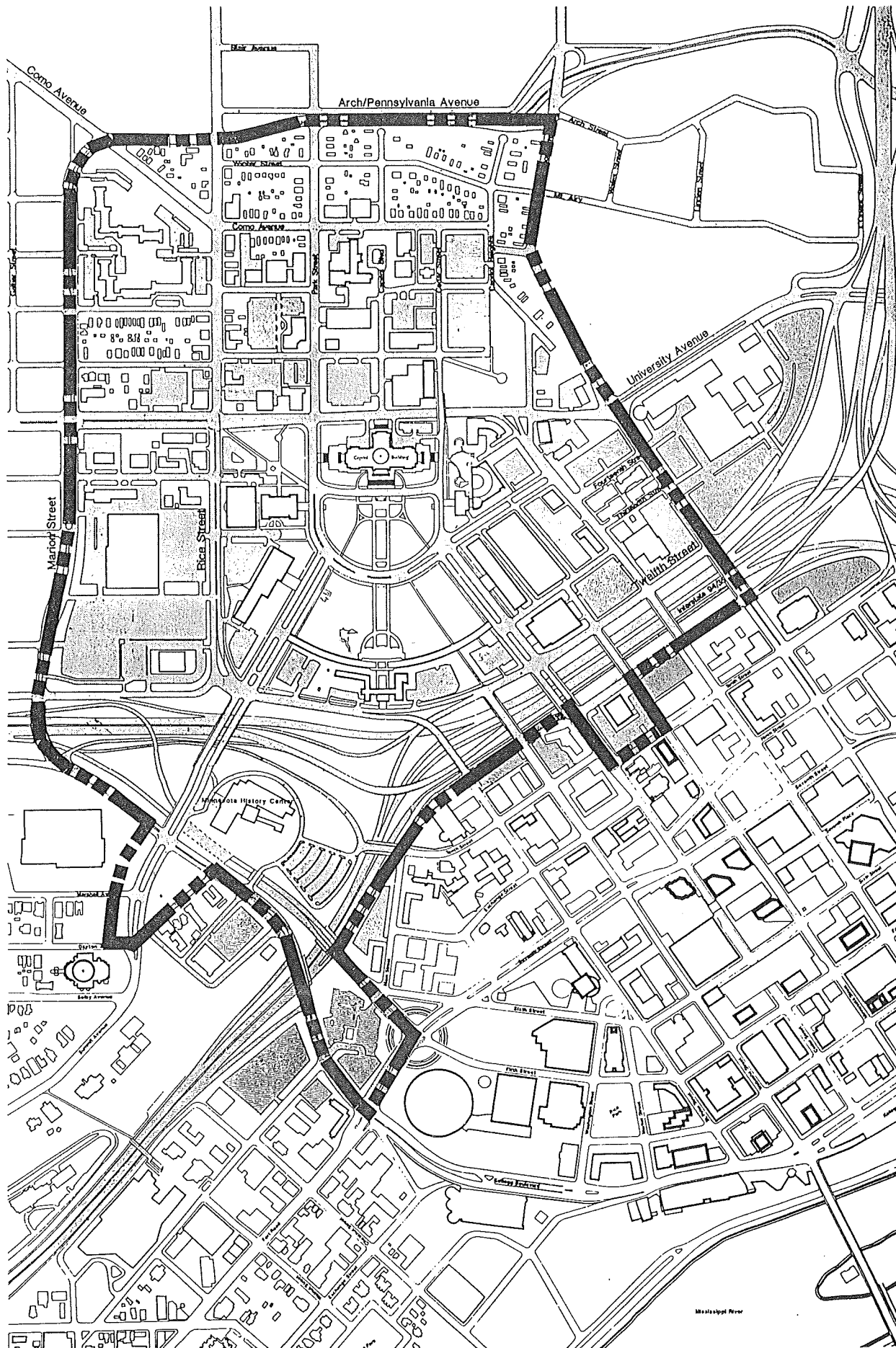
The Board has made progress in less visible but equally significant ways. We completed several important planning frameworks to enable orderly development of the Capitol Area, such as Guidelines for Memorials and a Comprehensive Sign Program. We continued to be advocates for Capitol Building restoration; the Capitol's new roof and restored Golden Horses, the Quadriga, will attest to the success of these efforts. The Board has also been a strong supporter of improving disabled access to the Capitol.

These efforts required the cooperation and good will of many public bodies and employees, and the support of Minnesota citizens. On behalf of the Capitol Area Board, I want to thank you for your leadership and support. I have enjoyed my opportunity to serve as chair of the Board these past four years.

JD:GG:MD:pat
c:gary\dyrstad.d21

REVISED: 10-13-88
6-28-89
7-27-93
8-01-93
10-14-94

CAPITOL AREA BOUNDARY



Capitol Area
Architectural
and Planning
Board

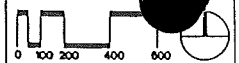


TABLE OF CONTENTS

A Capitol Area in Transition	1
The Capitol Mall	3
Planning for State Buildings	5
North Capitol Area Development	7
Capitol Building Restoration	8
Improved Capitol Building Accessibility	10
Parking Strategies and Redesign	12
Legislative Changes	14
Liaison With the City	15
Continuing Board Issues	17
Planned Capital Improvements and Site Development	18
A Vision for the Future	21



CAPITOL AREA - SEPTEMBER 1994

1994 BIENNIAL REPORT
Capitol Area Architectural and Planning Board

A CAPITOL AREA IN TRANSITION

Board Mission: The Capitol Area Architectural and Planning Board (CAAPB) is the state agency responsible for architectural design and comprehensive planning in Minnesota's Capitol Area of St. Paul. During the past 1992-1994 biennium it has overseen many changes in the physical setting of its jurisdiction. More are possible through the rest of the 1990s, including construction of the first new state office buildings in the Capitol Area in nearly three decades.

The need for redevelopment, restoration, and enhancement of state facilities in the Capitol Area has been recognized by the CAAPB since it was established by the Legislature in 1967. The Board's mission has remained constant, and is outlined in state law (Minnesota Statutes Sec. 15.50) as follows:

- 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 public enjoyment thereof;
- 3) develop proper approaches to the Capitol Area for pedestrian movement, the highway system, and mass transit system so that the area achieves its maximum importance and accessibility; and
- 4) establish a flexible framework for growth of the Capitol buildings which will be in keeping with the spirit of the original design.

The Comprehensive Plan: This flexible framework, first authorized twenty-seven years ago, has become the CAAPB's Comprehensive Plan for the Minnesota Capitol Area. First promulgated in 1970, updated in 1982, this Plan is intended to serve as a comprehensive guide to the area's physical development and future growth.

The Board's land use policies and urban design guidelines were largely incorporated into the Strategic Plan for Locating State Agencies, authorized by the 1992 legislature and released by the Department of Administration in early 1994.

In 1991 the CAAPB had begun reassessment of its Comprehensive Plan (1980-1990), but set that task aside to participate with the Departments of Administration and Finance in the strategic planning process.

Now it is critical that the Comprehensive Plan be completed to provide the development framework and design guidelines necessary for CAAPB to continue its proactive planning role for the Capitol Area.

The Board's work in the past decade has included adoption of several design frameworks for subdistricts within the Area; these must be integrated into the Comprehensive Plan. They include plans for the Summit Park, East Capitol, and Rice-University Areas, as well as a framework for commemorative works in the Capitol Area.

The commemorative works framework will become part of a master landscape plan, which is discussed in more detail in the following section.

METRO

26 TH
DECEMBER 1992
SATURDAY

New policy to curb spread of monuments at Capitol

■ Intent was to forestall memorial glut on mall

LARRY MILLETT STAFF WRITER

The State Capitol Mall has a monumental problem, or, to put it more precisely, a problem with monuments.

Some 14 monuments, memorials and other commemorative works adorn the grassy expanse of the mall, and more are being proposed every year.

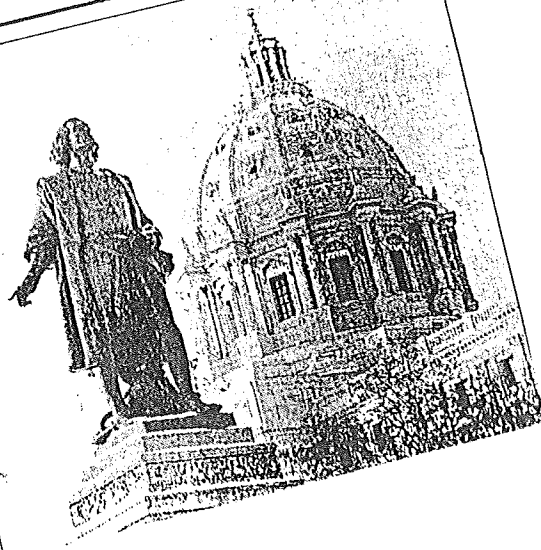
Therein lies the problem: There have tended to appear or be placed on the mall in a haphazard, with no formal

liminary approval to a proposed policy governing commemorative works on the mall.

The policy would establish criteria for the location and design of monuments and also lay out a set of procedures to be followed by groups seeking to place commemorative works.

Of course, the State Legislature, which has the convenient power to write its own laws, will remain free to approve any sort of monument on the mall it wishes.

The Legislature, ever anxious to in-



Minnesota's State Capitol Mall: Minnesota's Front Yard

--a potential unrealized--

Ol' John gets company: Once, back in 1912, there was only one monument on the Capitol grounds, a statue of former Democratic Gov. John A. Johnson, the first Minnesota-born resident to serve as chief executive. Johnson, a St. Peter rags-to-riches newspaper editor, was a popular, charismatic governor who died in office after being elected to a third two-year term in 1908. Many thought he was presidential timber.

There are 13 memorials on the grounds now and soon there will be 16. No. 14 will be dedicated to the memory of Robert L. Johnson, the St. Paulite who rose to prominence with the NAACP. The 15th, approved by the legislature this year, will honor President and Sen. Hubert H. Humphrey. A 16th will memorialize police and peace officers killed in the line of duty.

Seeking help to build Korean War memorial

MONDAY BRIEFING
Government
Public art in the Capitol area

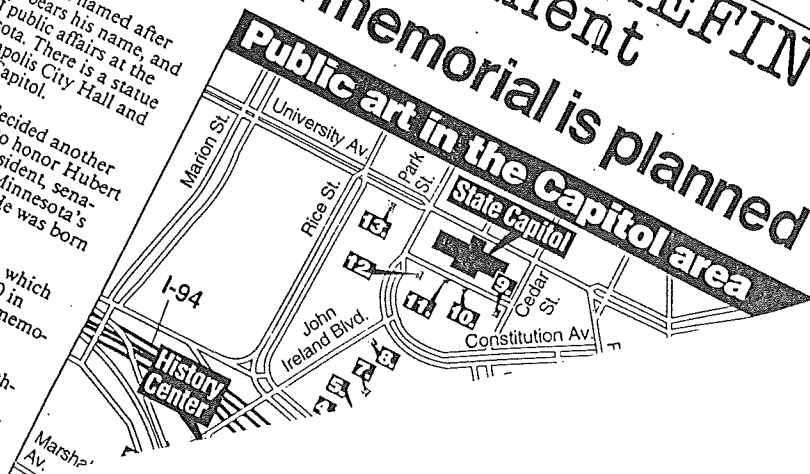
Star Tribune/Monday/June 14/1993

There is an airport terminal named after him. A sports stadium bears his name, and so does the school of public affairs at the University of Minnesota. There is a statue of him outside Minneapolis City Hall and a bust inside the State Capitol.

But the 1993 Legislature decided another memorial would be fitting to honor Hubert Horatio Humphrey, vice president, senator, Minneapolis mayor and Minnesota's most famous nonnative son. (He was born in South Dakota).

Legislators appropriated \$157,000, which must be matched by about \$250,000 in private funds, to design and build a memorial to Humphrey, who died in 1978.

The Humphrey memorial will join 13 other statues and memorials in the Capitol area that honor people, events and historic moments and movements.



THE CAPITOL MALL

Protection and enhancement of the Capitol Mall to provide a more attractive setting for the Capitol Building has long been a priority for the CAAPB. Toward this objective, the Board in 1986 sponsored a design competition for redesign of the Mall. The winning design has not been implemented, although the CAAPB has requested its funding at least three times. Its design organization has, however, provided a useful framework for incremental improvements.

The Capitol Mall redesign will be the centerpiece for the Board's proposed master landscape plan. The master plan would incorporate existing Capitol Area parks (Leif Erikson, Cass Gilbert, and Summit) as well as expansion of the Capitol Mall to surround the Capitol, as proposed by the Strategic Plan.

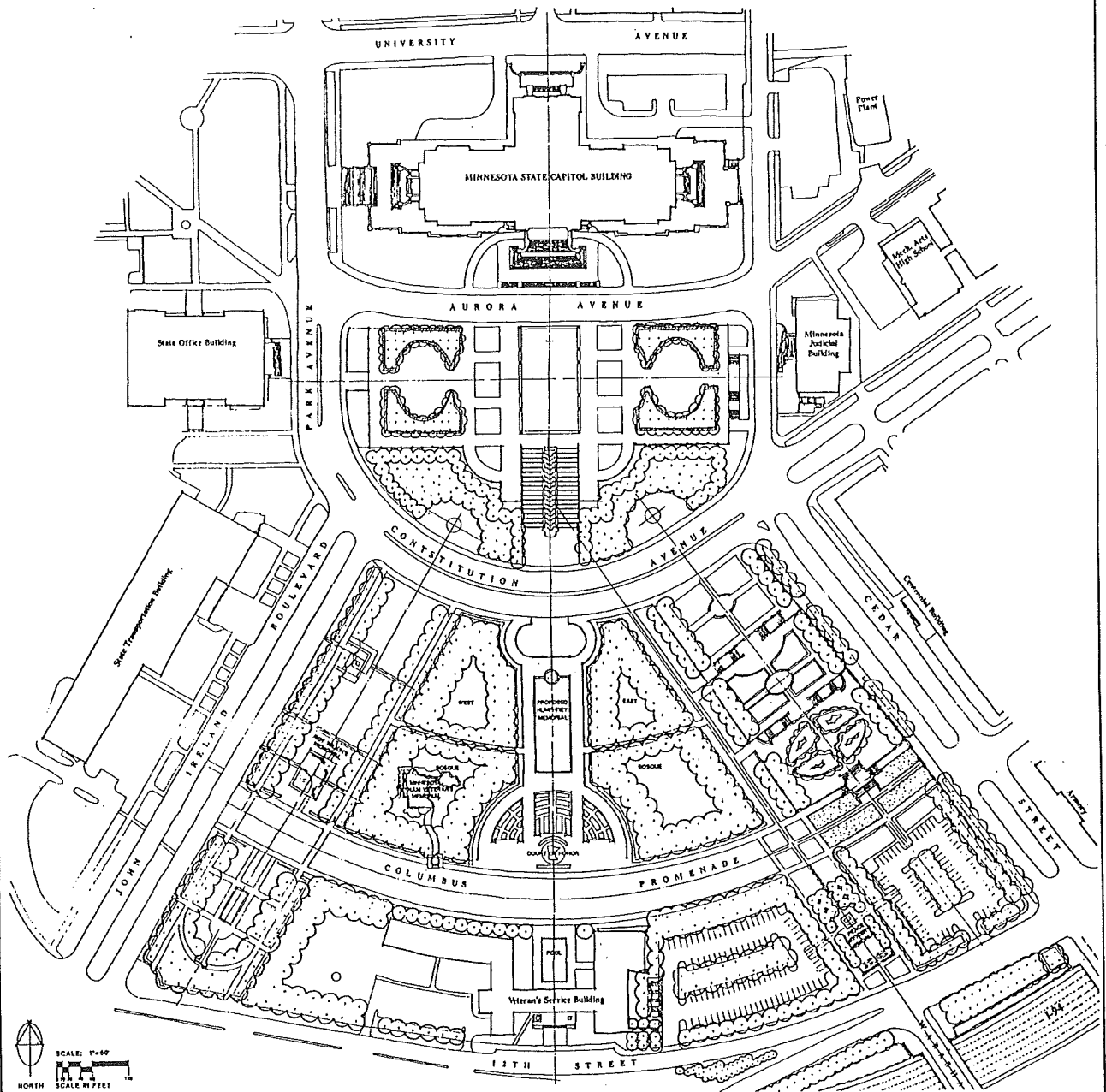
The master plan would in fact, be a counterpart to the Strategic Plan for Locating State Agencies; it would be a strategic plan for locating memorials and for developing the Capitol Mall as a public place.

Mall Memorials: Based on the 1986 design, a set of policies for commemorative works in the Capitol Area was adopted by the CAAPB in May 1993. The policies provide a framework for the initiation, evaluation, and implementation of commemoratives. Procedures and criteria will be amended to the Board's zoning and design review rules for the Capitol Area.

The new policies and procedures were a response by the Board to an increasing public demand for memorials on the Capitol Mall, following installation of the Minnesota Vietnam Veterans Memorial. They will enable the Board to function proactively in deciding which proposed memorials are appropriate for the Mall, and where they can be located.

Sites for three new memorials on the Capitol Mall have been approved in the past two years based on the site selection criteria established in the framework. The commemoratives are as follows:

- Roy Wilkins Memorial, to be constructed in 1995 on a site along John Ireland Boulevard just south of the Charles Lindbergh statue (funds approved by 1990 Legislature).



SHEET
1
OF **3**



MEMORIALS
MINNESOTA CAPITAL MALL

ILLUSTRATIVE
MALL PLAN

I hereby certify that this plan, specification or report was prepared by me or under my direct supervision and that I am a duly registered landscape architect under the laws of the State of Minnesota.

Date Registration Number _____

Date: **6-15-94**
Project: _____

- Minnesota Police Officers Memorial, to be constructed in 1995 on vacated Wabasha Street between 12th and Columbus Streets on the lower Mall (private contributions, no state funds).
- Hubert H. Humphrey Memorial, at center axis of lower Mall; site for a reflecting pool approved dependent upon private funds being raised on a three-to-one basis to match a 1993 legislative appropriation.

The Board sees these memorials, and future ones, as providing an opportunity to realize its vision, and Cass Gilbert's, of an appropriately designed approach to the Capitol, Minnesota's most important public building.

A Civic Park: The Board also sees memorial proposals as an opportunity to further develop the Capitol Mall, funded in part through private donations, with a potential to become an outstanding civic park. Such a park would become a destination in and of itself, providing a sense of place that would come to symbolize the uniqueness of Minnesota to its citizens and visitors.

The Minnesota Vietnam Veterans Memorial, on the lower Capitol Mall, has become such a destination. It is the second-most-visited place in St. Paul, according to the city's Convention and Visitors Bureau, second only to the Civic Center as an attraction.

Although each new memorial will be designed to be compatible with the overall context of the Mall, the CAAPB has recognized that individually sited commemoratives may need additional landscaping and amenities to enhance their settings on the Mall and their compatibility with adjacent memorials.

Thus the Board in 1994 sought funds for a Mall development framework, which would reassess the 1986 plan, and funding for additional landscaping to improve the Mall. Funds were not appropriated, but may be requested again in 1996.

4/20/94

SAINT PAUL
PIONEER PRESS
EDITORIALS

ST. PAUL CONSTRUCTION

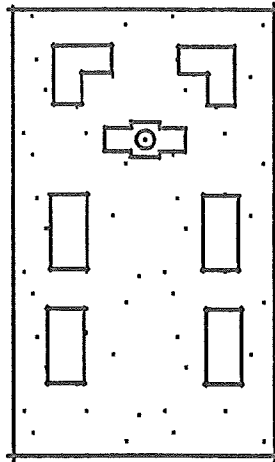
Follow strategic plan for Capitol area

St. Paul is five years away from the 150th anniversary of one of the most important dates in its history. On March 3, 1849, the U.S. Congress approved an act establishing the territorial government of Minnesota and designating St. Paul as its capital. From then on, St. Paul's honored place as the seat of government in what became the nation's 32nd state was secure.

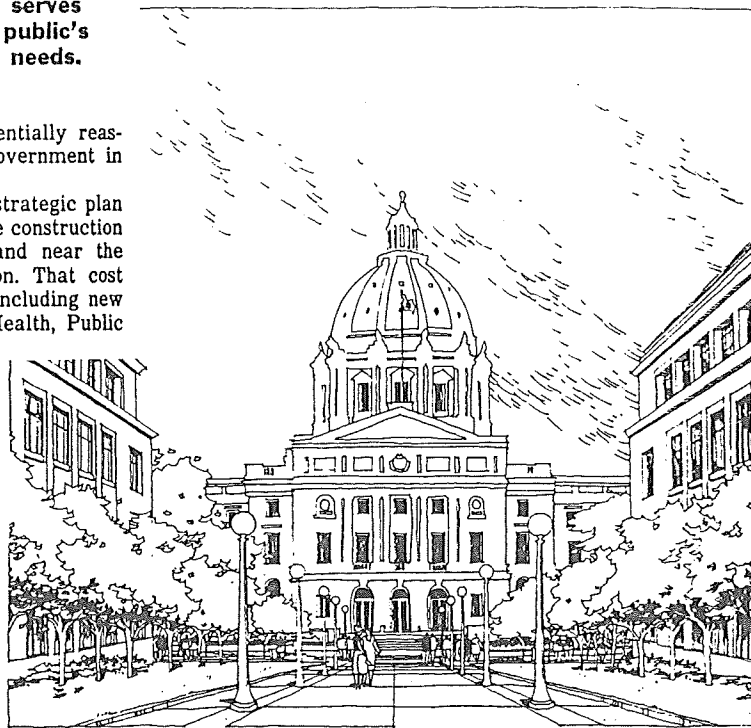
It's helpful to remember that date, and its approaching sesquicentennial celebration, as the Legislature considers a proposal that essentially reasserts St. Paul's role as the seat of government in Minnesota.

The means for that declaration is a strategic plan that, over the next 10 years, would guide construction of new state-owned office space in and near the Capitol area at a cost of \$761 million. That cost would cover 10 construction projects, including new headquarters for the departments of Health, Public Safety, Education and Human Services.

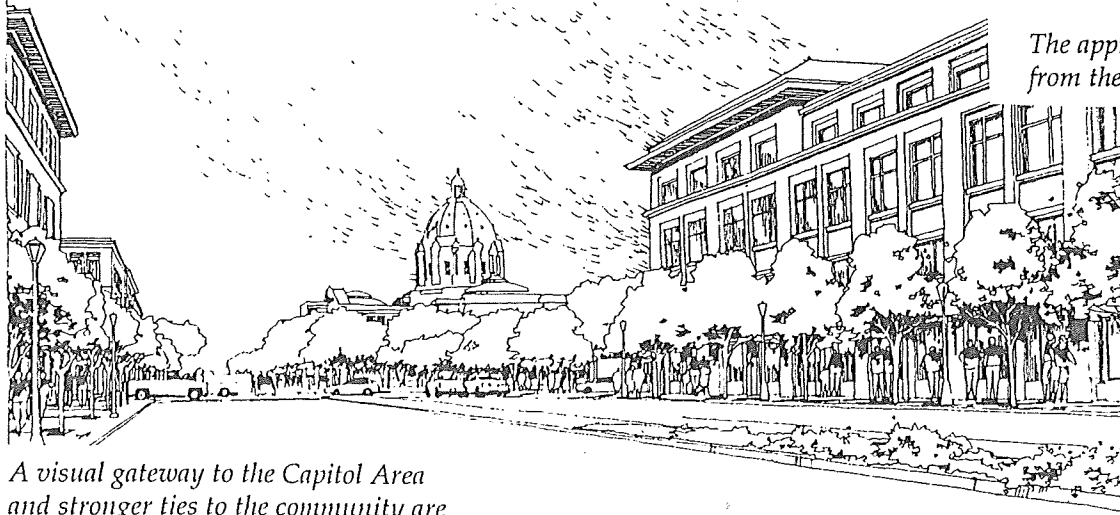
Plan would organize location of state government offices in a way that makes more sense, better serves public's needs.



The Mall should be extended northward, as envisioned by Cass Gilbert.



The approach to the Capitol Building from the north is enhanced.



A visual gateway to the Capitol Area and stronger ties to the community are created at Rice Street and University Avenue.

PLANNING FOR STATE BUILDINGS

The Strategic Plan: As noted earlier, CAAPB Architectural Advisors and staff took part in development of the Strategic Plan for Locating State Agencies during 1992 and 1993. The plan, presented to the 1994 Legislature, is expected to guide state building development in the Capitol Area over the next two decades.

In addition to incorporating many of the CAAPB urban design objectives and guidelines for Capitol Area development, the Strategic Plan recommended eight state building projects in the Capitol Area over the next decade. If the plan's projections and recommendations are followed, the Capitol Area Board can expect to approve sites for half a dozen new buildings, primarily in the East Capitol Area.

The plan also proposes expanding the Capitol Mall beyond the Capitol to the north. It would vacate Capitol Boulevard and remove the Administration parking ramp to provide open landscaped space between University and Sherburne Avenues, with parking developed beneath the green space.

First priority among the Strategic Plan's building projects is completion of the Transportation Building renovation; funds were appropriated for that purpose in 1993 and 1994. Additional funds to complete the project may be requested by the Administration Department in the future.

First Results of Strategic Plan: Predesign funds were appropriated in 1994 for the plan's second- and third- priority projects: Military Affairs/Armory and Health Department buildings. Other future projects recommended are new Capitol Area buildings for Public Safety, Education and Human Services; a non-specified office building; and an addition to the Transportation Building. Two new parking ramps also are proposed.

The Capitol Area Board in 1993 approved a specific location for a Military Affairs/Armory building in the Capitol Area. The site approved will enable redevelopment of one of the most blighted sections of the Capitol Area: the southwest corner of Rice Street and University, a block west of the Capitol, that now houses several small businesses in deteriorating buildings.

The proposed new building will replace the existing Armory on Cedar Street across from the Capitol Mall, freeing a prestigious building site for a more appropriately designed new state building. The Strategic Plan has designated the Cedar Street site for an Education building.

The new building at University and Rice will be multi-purpose jointly funded by the federal (National Guard) and state (Military Affairs) governments. It is intended to include spaces for community activities as determined by Military Affairs/National Guard leaders in meetings with neighborhood Districts 7 and 17, St. Paul Public Works, Park and Recreation Departments, and others.

Other State Building Projects: The Board also recommended a site for the Labor Interpretive Center (LIC) at Kellogg and West Seventh Street across from the Civic Center in downtown St. Paul. The 1993 Legislature approved the site and expanded the CAAPB boundaries to include it.

The Labor Interpretive Center site is part of the prestigious gateway entrance to downtown St. Paul from the west, just down the hill from the Minnesota History Center and St. Paul Cathedral. Its setting, facing Cleveland Circle, is part of St. Paul's Lower Cathedral Hill neighborhood; it is located on Cass Gilbert's north/south axis with an open vista to the Capitol.

NORTH CAPITOL AREA DEVELOPMENT

Two privately owned new buildings underway in mid-1994 also are expected to improve the appearance of the Capitol's University Avenue gateway, and encourage further re-development in the neighborhood.

The League of Minnesota Cities (LMC) will occupy the northwest corner in a brick building designed to resemble a 19th century town hall. The land was formerly owned by White Castle and is adjacent to an existing White Castle restaurant.

In joint site planning with the League, White Castle agreed to CAAPB's stipulation that the restaurant be redesigned and resited on its lot to provide walkways and landscaping. The design changes improved the appearance and accessibility of the restaurant and enabled the League to build to the edge of the shared lot line.

The four-level LMC building will be part of a gateway entrance to the Capitol area on the University Avenue visual corridor. The other half of the gateway will be the Military Affairs/Armory Building on the opposing corner. Because the armory's design will be chosen by a CAAPB competition, the Capitol Area Board will be able -- through its design guidelines and design review process -- to ensure that the Military Affairs design will reinforce the sense of gateway implicit in the League's building design.

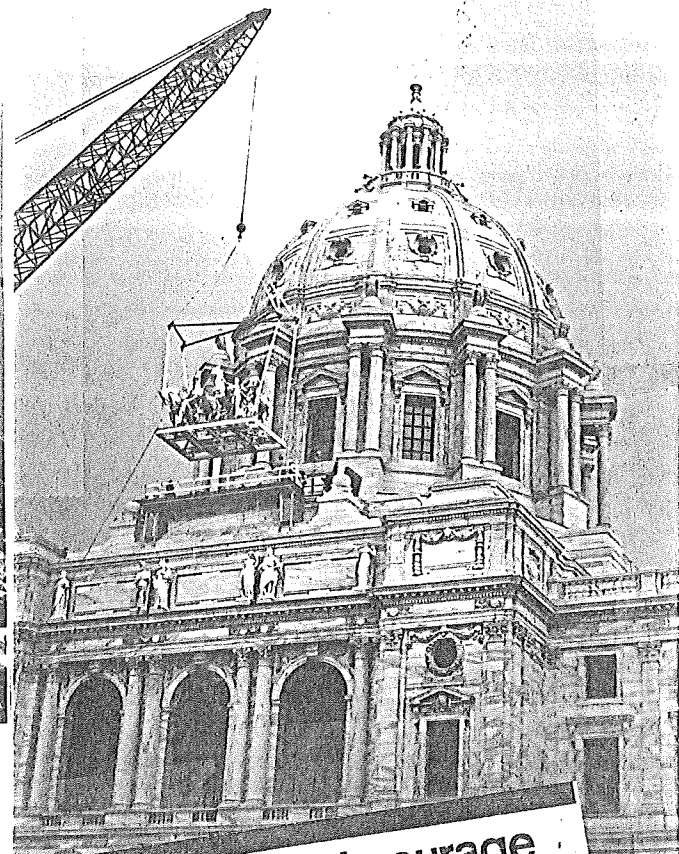
Further North Capitol Area development and urban design improvements are recommended by the Strategic Plan. These include:

- 1) Creation of an active residential development/redevelopment program to provide market-rate housing opportunities; the program would complement existing low- and moderate- income housing and reduce the need for commuter trips to the city.
- 2) Landscaping Rice Street to create a boulevard similar to Robert Street in the East Capitol Area.
- 3) Development of street-level retail or services on University Avenue west of Rice Street.

CAAPB staff has also worked with the local district council and the North End Revitalization (NEAR) organization on numerous small scale improvements along the Rice Street commercial strip.



CAAPB member Representative Wes Skoglund and Board Chair Joanell Dyrstad inspect preparations on the Capitol roof for the Quadriga liftoff.



Capitol got its four horses because its builders had courage

By Roland C. Amundson

... of us, a hundred or so, ... State Cap-

At the appointed hour the gigantic boom silently lifted the piece from its perch, moving it to the east away from the Capitol. Released, it seemed to soar away from the dome and then imperceptibly descend to its place on the street below. When it was finally in front of the Capitol

process, they also lost their detail. They were not the precisely honed figures Capitol architect Cass Gilbert had seen in the Columbia exposition almost a century ago.

As these figures dangled precariously above the pavement, I couldn't help but notice the awe and power they commanded from the observers, how much they and our majestic part of our state consciousness.

10% controversial each was at the time proposed. \$17,000 for horses! Were proposed. \$17,000 for horses! What for the Capitol? Too lavish! What took the architects, builders and officials to proceed in the face of resistance? Their courage and persistence.

Minner

legacy, of course. Institutions such as the University of Minnesota, our colleges, clinics, hospitals and research centers have served us for generations. Unique social services and experiments in education, national resources and corrections have brought international recognition. We have historically managed our resources in ways that benefited later generations in multiples. Many of these programs, such as the Capitol construction, were controversial at their conception, but were visionary and courageous enough to see them through despite popular opposition.

I couldn't help but wonder about the present state of government by polls, pulse and popular press. What would the Capitol have been had it been designed by opinion poll, regular meetings or talk radio? We've been building today. But

their architects and builders were vilified in their own time. Public opinion aside, they had the vision and courage to build monuments.

What will the legacy of our age be? Will it be monuments of experimental programs for social and natural resources? Will it be grand towers and bridges for public use? Or will it be empty airwaves with the magnetic clicking of small complaining voices ... voices that bobble and enfeeble us.

I walked by the Capitol again today. I looked up at the empty facade. The horses are gone. I really miss them.

Roland C. Amundson is a judge on the Minnesota Court of Appeals.

Golden horses will regain their lost original finish

By Allen Short
Staff Writer

Gov. Arne Carlson and a hundred other spectators watched Tuesday morning as a giant crane gingerly removed the four golden horses from atop the State Capitol building in St. Paul, setting in motion a yearlong \$636,000 restoration of the 1906 sculpture, known as the Quadriga.

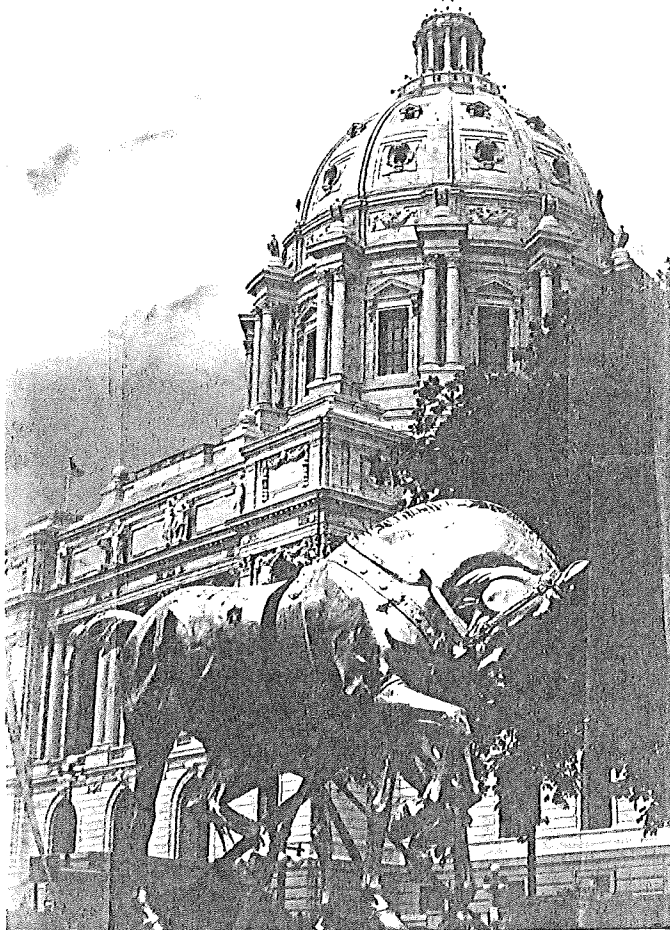
Nervous crew members from Vic's Crane Service, a Rosemount firm, plucked the sculpture by Daniel Chester French from the base of the Capitol dome at about 7 a.m. and set it on the ground near the building's south portico 10 minutes later. The operation may not have been the most difficult assignment the crew handled, but the

ment was huge.

The mobile crane used to lift and lower the sculpture can handle up to 38,000 pounds, said crew member Ed Mork. The hollow Quadriga grouping, measuring 21 feet wide at its base and 25 feet high, weighed less than a third of that.

Mork and crane operator Larry Kuehn are accustomed to performing delicate work on a grand scale; they once erected a radar dish valued at more than \$1 million. But the Quadriga is one of fewer than 20 gilded U.S. monuments remaining from the city beautification period between 1890 and 1910.

Horses/ The sculpture will return next summer



CAPITOL BUILDING RESTORATION

The 1994 Legislature appropriated \$5 million for Capitol Building restoration -- the first such appropriation since the late 1980s. More than \$4 million will be spent for re-roofing the Capitol and renovating the rooftop balustrades. These improvements are expected to be completed by Summer 1995. Roof replacement has been a top-priority budget item for the Board since 1992, overall Capitol restoration for the past decade.

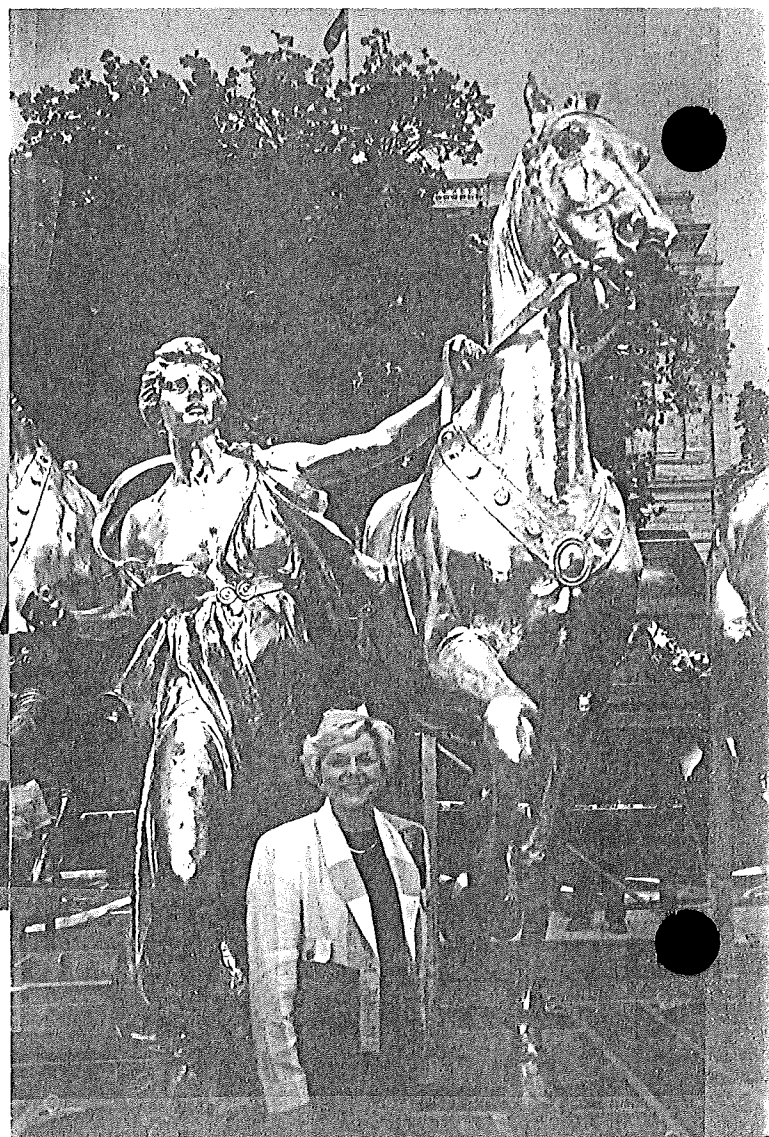
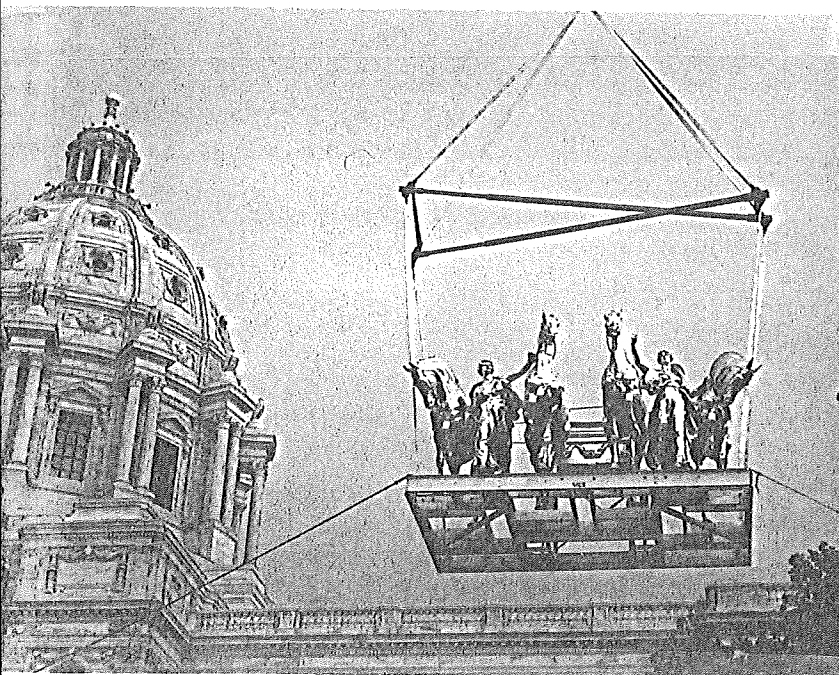
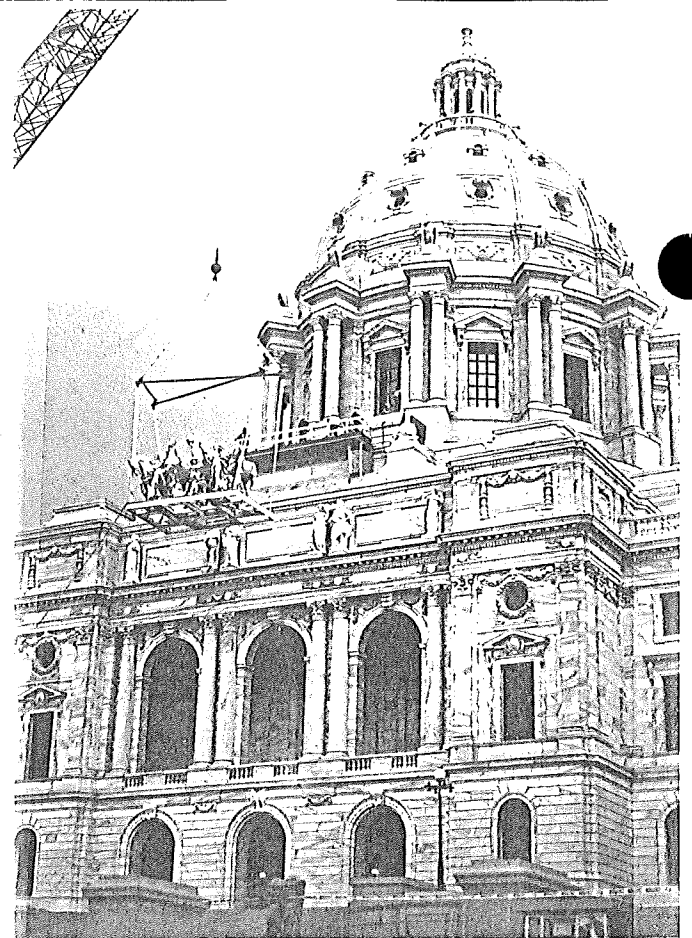
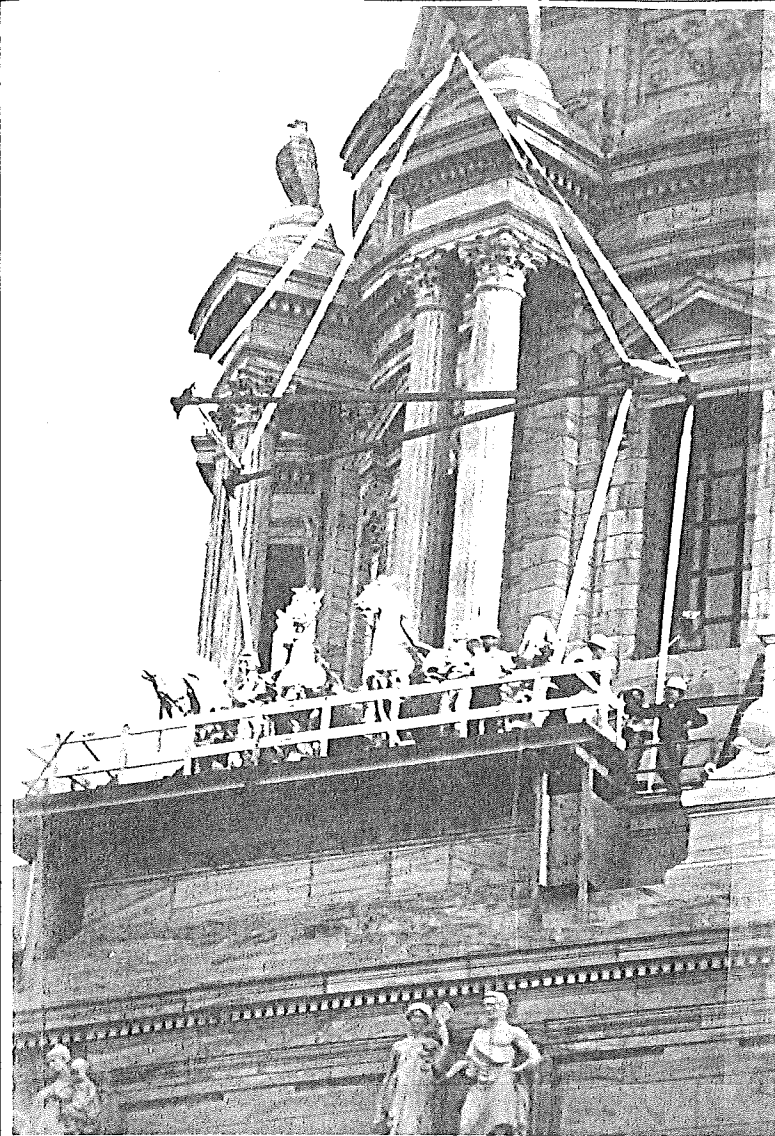
In recent decades, re-roofing the Capitol has involved laying down new roofing layers over old ones. In the current project all old material will be removed, down to the roof's concrete base. This lessens the potential for water seepage damage.

The completed roof will look as Cass Gilbert's original looked, with a surface of tile pavers. The Capitol also, for the first time, will have a rooftop lightning protection system. In addition, copper roofs on the minor domes, copper flashings and gutters will be replaced.

Renovation and restoration of the Quadriga (Golden Horses) was made a part of the roof project. A conservator's report in November 1993 showed serious deterioration of the Daniel Chester French statuary group: the substructure anchoring the work to the roof had corroded from water seepage and about 60 percent was dangerously weakened.

In addition, after nearly 90 years of exposure to Minnesota's rigorous winters, the internal framework of the statuary elements also had deteriorated. Water seeping into the copper statues, freezing and thawing, had broken seams apart. About two-thirds of the surface gold leaf had worn away.

The Golden Horses were removed from the roof in late summer 1994 and transported to a conservator's studio for total restoration. They will be re-installed when roof work is completed in 1995.



Spectators were able to get a closer look at the Quadriga sculpture after it was lowered to the ground.

CAAPB staff have worked with Administration and Historical Society staff in overseeing the Quadriga restoration project.

Attorney General's Offices: The 1994 Legislature also approved funds for renovation and restoration of the Attorney General's offices in the Capitol. Improvements will be made to the security system, and the anteroom (reception area) will be restored to its historic appearance.

Capitol Building Working Group: In 1993, CAAPB staff reactivated the Capitol Building Working Group, which had not met since 1989. The Working Group represents all users of the Capitol: House, Senate, Capitol Security, Plant Management, Building Construction Division, the Historical Society, and CAAPB.

Working with this coordinating group, CAAPB staff have initiated the following improvements to the Capitol's public areas:

- Capitol accessibility improvements;
- the Aurora Avenue one-way conversion;
- upgrading recycling containers for the public and ceremonial areas of the building;
- installation of netting on major second floor balconies of the Capitol for pigeon control; and
- preliminary inter-agency planning for a Capitol sign program.

IMPROVED CAPITOL BUILDING ACCESSIBILITY

Disabled Accessibility: Improvement of Capitol accessibility for the disabled has been a continuing high-priority CAAPB commitment. Working closely with Disability Council advocates, CAAPB staff and the Board's consulting architect for the Capitol oversaw a number of alterations in the Capitol Building in 1993 to meet requirements of the Americans with Disabilities Act (ADA).

These included lowering drinking fountains and public telephones to wheelchair-access height, and conversion of three additional bathrooms to accommodate users in wheelchairs. The Capitol now exceeds ADA standards with two restrooms each for males and females, as well as a unisex restroom to accommodate either.

A plan to double the number of disabled parking spaces in the Capitol Building's Lot N northwest of the building was approved by the Board in mid-1993. However, the plan was put on hold by the Department of Administration pending other potential accessibility improvements for the Capitol.

A major goal for the CAAPB since the mid-1980s has been Capitol front-door access for the disabled; at present the only accessible entrance is at the northwest entrance off Lot N. That goal should be accomplished in late 1994 with construction of an accessible entrance at the carriage entryway beneath the Capitol's front steps.

An alternative to an earlier CAAPB-approved exterior ramped entrance at the southwest entrance, the carriage entrance will be comparable in cost but be less intrusive to the historic fabric of the building. In addition, the project will reclaim for public use a once-elegant entrance to the Capitol that had been used for storage in recent years.

Signage: Since 1986, the CAAPB has requested funds for a comprehensive sign program for improving public access to Capitol Complex buildings and parking facilities, and for the Capitol Building interior.

Because no funds had been appropriated during those eight years, CAAPB staff and staff from Plant Management and Building Construction Divisions (Department of Administration) this year sought planning funds from existing allocations for the first phase of a comprehensive signage system; this phase is funded through schematic design. The four-part program will include: the Capitol Complex exterior, the tunnel system, Capitol Building, and a general but comprehensive interior sign plan adaptable for other existing and future state buildings in the Capitol Complex.

Pedestrian Safety: Improvement of pedestrian safety and traffic flow were reasons cited for conversion of Aurora Avenue in front of the Capitol to one-way westward traffic. The idea was proposed in Summer 1993 by Senate staff who monitor Aurora, which is a Senate parking lot. Such a change would enable unloading school buses and other vehicles onto the sidewalk at the Capitol's front steps.

The conversion plan and a related traffic impact analysis were reviewed by the Capitol Building Working Group, which agreed to the conversion on a trial basis to end in June 1994. The Capitol Area Board approved the concept plan in October 1993; the orange barrels and barricades went up soon afterward.

The Working Group in July 1994 agreed that the trial had been a success and proposed the Aurora conversion become permanent. A preliminary design for the reconfiguration of Aurora was approved by the CAAPB at its August meeting. Funds for implementation of the plan have not yet been found.

A part of the Aurora plan will be installation of improved lighting compatible with other Mall lighting as well as security devices. These additions will be funded by a 1994 legislative appropriation to improve security and lighting for the entire Capitol Complex.

PARKING STRATEGIES & REDESIGN

Demand continues for more public parking spaces in the Capitol Complex, particularly during the legislative season. Key legislators have reported constituent complaints about parking in recent years.

Early in 1994, CAAPB commissioned an inventory and survey of visitor use of parking in the Capitol Complex; it revealed a shortage in the area west of the Capitol and a comparative surplus on the east side. During a typical legislative day in March, the survey found Lot D adjacent to the State Office Building had 2% of visitor parking available. Across the Mall, Centennial Ramp with a comparable number of visitor spaces had a 65% vacancy rate.

The CAAPB parking consultant's survey also noted sparse directional signing to visitor parking; identification signs for visitor parking were not consistent or highly visible. The survey further reported that public information on location and availability of visitor parking was either inadequate or not readily available.

The consultant recommended these actions to improve parking for visitors:

Short-Term: Provide easily recognizable signs to indicate visitor parking in parking lots and ramps, and better directional signs; develop a standard visitor parking and building location map to be available at all information desks; lease 30-50 spaces in the Bethesda ramp north of the Capitol for legislative employees now using Lot B and make those Lot B spaces available to visitors during legislative session.

Mid-Term Action (within next two years): Hire a transportation coordinator; develop a drive-through visitor information center; develop an overall signing plan for the Capitol Complex; consolidate visitor parking near demand; investigate lease of additional spaces at Bethesda and/or Sears; implement a data collection effort to quantify parking needs; and assess need for additional parking.

Long-Term Actions (two or more years): Refine the transportation management plan with detailed actions, consistent with the Capitol Area Strategic Plan; if parking facility is needed, conduct site selection process; and consider a "Capitol Complex Service Center" to house many functions attended by the public.

In response to many repeated individual requests from Plant Management for Board approval of parking lot improvements, and in order to avoid a piecemeal approach to the design of the state's 20 parking lots in the Capitol Complex, the CAAPB began a design and security assessment of all state parking lots.

Early in 1993 this resulted in CAAPB approval of a design framework for state parking lots in the Capitol Complex. This planning guide provides a blueprint for improved lighting and security, as well as an emphasis on aesthetic design for all future surface parking lots.

Redesign of Lots D, F and G on the west side of the Complex has been accomplished. Lots J and K at the southeast corner of the Capitol Mall are expected to be completed in 1995. A new parking lot (Lot Y) at the site of the former Taystee Bakery should also be completed by then.

Throughout this process the CAAPB has cooperated with the Plant Management Division to assure that as each lot is redesigned for efficiency and safety, it is also designed to reflect the Capitol Area's unique character. Parking lots, ubiquitous in any urban area, often give the visitor his or her first impression of the concern and care an authority takes for public safety and the urban environment.

LEGISLATIVE CHANGES

The Strategic Plan for Locating State Agencies, funded in 1992, was a first step toward improving the Legislature's capital budget process, thus spending taxpayers' dollars more wisely.

As noted earlier, 1993 legislation expanded the boundaries of the Capitol Area to include the designated Labor Interpretive Center site.

Legislation passed in 1993 requires a public hearing and opportunity for public testimony before CAAPB's Comprehensive Plan can be amended. Any changes to the Plan adopted by the Board must be reported to House and Senate Governmental Operations Committees.

A 1993 amendment also requires the CAAPB to provide testimony to the Legislature on proposed memorials in the Capitol Area as to their compatibility with the standards, policies, and objectives of the Comprehensive Plan.

The 1994 Legislature further refined and rationalized the capital budget process by requiring that the Strategic Plan be regularly updated and that Administration provide information on how a building project being requested is consistent with the plan.

In addition, the legislation requires Administration to follow the Strategic Plan in assigning space to agencies; the plan should include locational and urban design criteria; cost-analysis method used in weighing state ownership vs. leasing, and a transportation management plan.

The 1994 legislation also requires preparation of a predesign package for Administration review and recommendation before an agency can proceed with project design. Scope, cost, and schedule for the project must demonstrate that the project has been analyzed according to appropriate space needs standards.

VIEWPOINT

Capital City Strategy aims to integrate St. Paul, state complex development

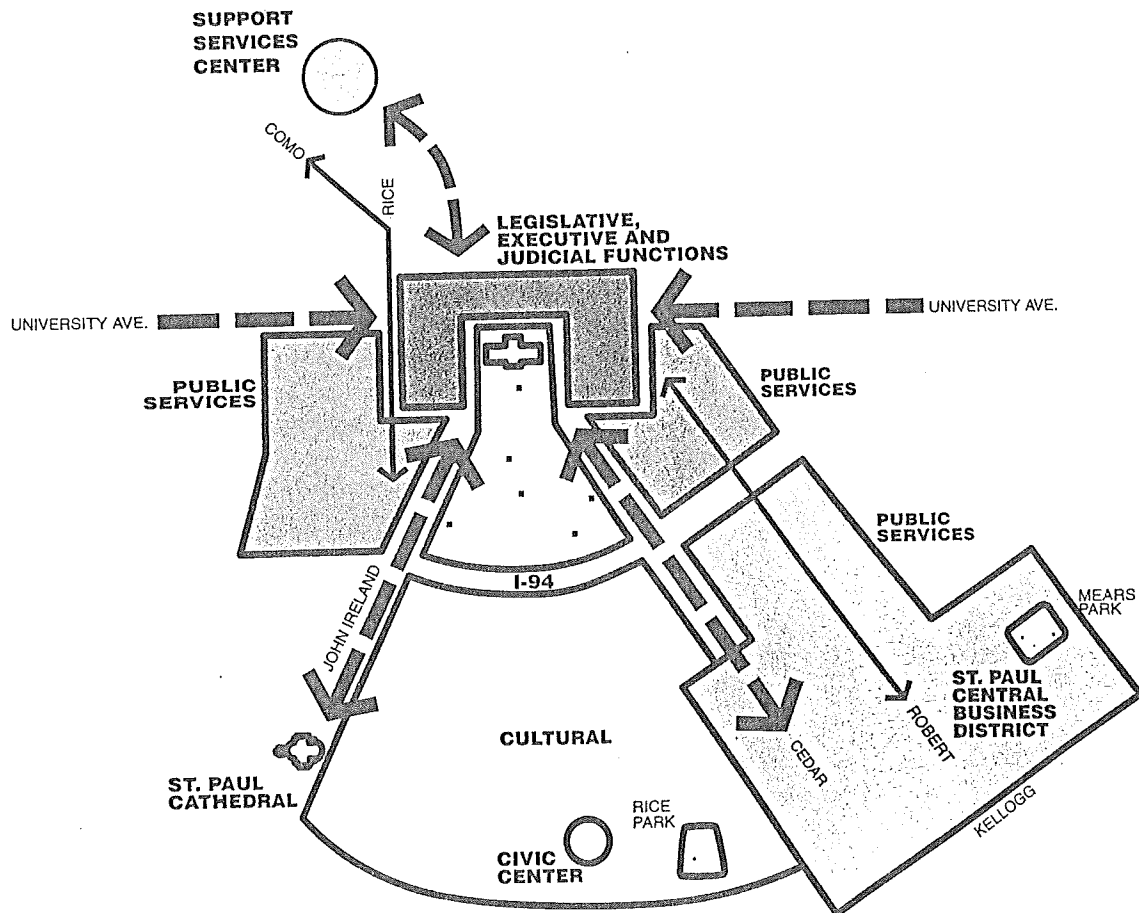
St. Paul is poised with the opportunity to be a truly grand capital city.

DAN CORNEJO
GUEST COLUMNIST

Today, St. Paul is a city with a Capitol in it. With close cooperation between the state and the city, assisted by the business, arts, education and entertainment communities, St. Paul can be the vibrant Capital City I believe it is destined to become.

nections in their broadest sense.

This approach has been put forward by Mayor Jim Scheibel in his State of the City address — the Capital City Strategy. This approach is really an extension of sound urban design principles that state that buildings or spaces, while individually diverse, should fall into place within a coherent structure that makes each piece



Under this plan, the Capitol Area and Capital City are reunited.

LIAISON WITH THE CITY

CAAPB has continued to coordinate Capitol Area development with neighborhood and city efforts. In revising the Comprehensive Plan, major emphasis has been placed on the Capitol Area as a part of the Capital City. (The plans for the 1970s and 1980s tended more toward regarding the Capitol Area as a separate and autonomous planning district within the city.)

The Strategic Plan also recommends strengthening the physical connection to downtown St. Paul; in particular, it envisions the state's Cedar/Robert Street development corridor on the Capitol campus continuing on the other side of the freeway, with the state building or leasing properties in that area as demand for office space increases.

CAAPB staff have worked with the city's Planning and Economic Development Department during the past two years to draft the city's first urban design study. It is expected to be completed by late 1994. The city also was authorized by 1993 legislation to establish design districts and frameworks, to establish a design advisory committee, and design review procedures to enhance the city's appearance and environmental quality.

St. Paul's new Riverfront Development Corporation, inaugurated by Mayor Norm Coleman in 1994, hopes to link downtown and riverfront development with Capitol grounds development to re-establish the unified vision of Cass Gilbert. The CAAPB's Executive Secretary Gary Grefenberg and Board member Senator Sandra Pappas serve on the Riverfront Development Corporation's board of directors.

CAAPB planner Paul Mandell also serves as a board member of Ramsey County's Friends of Parks and Trails, an organization working to preserve and enhance open space, including linking downtown St. Paul to the Willard Munger Gateway Trail through the Capitol Area.

These efforts to improve the aesthetic quality of St. Paul were characterized by St. Paul Pioneer Press architectural writer Larry Millett as urban America's cyclical oscillation between the City Beautiful and City Profitable movements. Cass Gilbert's Capitol and the Beaux Art tradition of his grand boulevards is

often cited as a typical example of the early 20th century City Beautiful movement.

With a shared vision in their common effort, Capitol Area and city planners have set in place planning and design frameworks to guide development of the Capital City as a center for government, business, and cultural activities.

CONTINUING BOARD ISSUES

Leadership has been provided by the Capitol Area Board on many issues affecting the Capitol Area during the past biennium. Many have been highlighted in preceding pages.

The 1993-94 biennium has been distinctive for the Board for the fact that five of its 10 members were newly appointed during this period.

Organizational Innovation: The Board meets four to six times a year, depending on the urgency of its work. To provide more involvement and in-depth background on Capitol Area issues, the Board in recent years has developed Specific Interest Groups for particular plans and/or projects. Some are ad hoc, others long-term, depending on their subject.

Small-group briefing meetings by CAAPB staff and Architectural Advisors on specific issues enable Board members to become more deeply involved in policy development. In some cases when time constraints make it impossible to schedule a full Board meeting to consider a timely issue, the Specific Interest Group for that issue is convened to provide Board representation.

Improved Financial Management: A 1992 study by the Legislative Auditor reported weaknesses in the way Board funds were handled. During the ensuing biennium, several corrective measures have been put in place to better monitor CAAPB consultant contracts. Other internal systems have been developed to improve monitoring of building appropriations for the Capitol Building and landscaping the Capitol grounds.

In addition, employees' time spent administering projects using bonding funds is accounted for bi-weekly. This has improved staff efficiency and board accountability, and has been useful in budget preparation and overall fiscal management.

PLANNED CAPITAL IMPROVEMENTS AND SITE DEVELOPMENT

As part of its biennial report to the Legislature and Governor, the Capitol Area Board is required to submit a program for capital improvements and site development.

Following are capital budget proposals approved by the Board in July 1993, ranked in priority order. Some projects were funded in 1994 and are so designated:

- 1) CAPITOL BUILDING: EXTERIOR RESTORATION & RENOVATION \$7,000,000
 - Phase III Completion
 - Reroof Capitol 4,400,000 *funded in 1994*
 - Exterior maintenance manual (CAAPB) 65,000 *funded in 1994*
 - Repair/restore Quadriga 650,000 *funded in 1994*
 - Exterior stone preservation 500,000 *alternative funding
being considered*
 - Renovate/replace exterior doors 600,000
 - Roof/terrace balustrades 400,000 *partially funded in 1994*
 - Design review (CAAPB) 35,000 *funded in 1994*
 - Exterior ornamental lighting 350,000
 - \$7,000,000 *\$950,000 unfunded*
- 2) CAPITOL GROUNDS: PLANNING AND REHABILITATION \$950,000
 - Development Framework: preliminary plans \$175,000
& reassessment of Capitol Mall Redesign;
result will be usable guidelines, standards,
and plans for the phased development of
Capitol Complex open space
 - Repair and Replacement: rehabilitation of 425,000
Capitol Grounds in certain urgently-needed
areas, pursuant to Framework
 - Park Entrance to Capitol Grounds
350,000 *privately funded*
\$950,000 *\$600,000 unfunded*
- 3) CAPITOL GROUNDS SIGNAGE \$900,000
 - Exterior
 - comprehensive sign program including *alternative funding
secured for planning*
building, security, vehicular, and
pedestrian signage, in coordination
with City of St. Paul
- 4) CAPITOL BUILDING: RESTORATION OF GROUND FLOOR PUBLIC SPACES
 - Phase III Completion
 - Dome corridors \$575,000
 - North corridor/NW vestibule 475,000
 - Carriage entrance 350,000 *alternative funding
found*
 - \$1,400,000 *\$1,050,000 unfunded*

- | | | |
|----|---|-------------|
| 5) | <u>CAPITOL BUILDING: CAFETERIA RESTORATION & RENOVATIONS</u> | \$1,300,000 |
| | Phase III completion | |
| | Cafeteria and stairway | \$900,000 |
| | Basement dining rooms | 190,000 |
| | Kitchen equipment | 200,000 |
| | Design review & program (CAAPB) | 10,000 |
| | | \$1,300,000 |
| 6) | <u>CAPITOL BUILDING: PHASE IV PLANNING</u> | \$200,000 |
| | Phase IV | |
| | • for preliminary planning, space programming and initial design to complete upgrading the building's life safety system (CAAPB) | \$160,000 |
| | • building security assessment & preliminary planning | 40,000 |
| | | \$200,000 |
| 7) | <u>CAPITOL BUILDING: GROUNDS & BUILDING ACCESS IMPROVEMENTS</u> | \$755,000 |
| | Preliminary Planning and Design | |
| | • for CAAPB preliminary planning & program review | \$ 80,000 |
| | • for program and preliminary design of improvements for the grounds and building access, including fire protection, and building servicing | 275,000 |
| | • execution of the following specific improvements | |
| | --interior signage | 250,000 |
| | --landscape restoration/renovation | 150,000 |
| | | \$755,000 |
| 8) | <u>CAPITOL BUILDING: COMPLETE RESTORATION/RENOVATION OF FIRST FLOOR</u> | \$120,000 |
| | Phase IV Preliminary Design | |

This report has chronicled steady progress toward making the Capitol Area a well designed, more attractive setting for the center of state government. The above proposals are a good beginning.

Much more remains to be done. A master landscape plan showing future memorial sites and other landscaping is critically needed. Among other CAAPB unfinished tasks are rehabilitation of the Capitol grounds, including replacement of some trees and shrubbery, as well as new plantings when Aurora Avenue's reconfiguration is implemented.

The Aurora plan envisions removal of the two parking monitor "shacks" (from their present positions adjacent to the Capitol's front steps) to the south side of the drive. Eventually, the metal shacks would be replaced by structures more compatible with the Capitol's architecture.

Any plan to improve the Capitol Mall also must include proper maintenance for its statuary. The Christopher Columbus statue was restored in 1992 for the quincentenary with private funds. Restoration of the Leif Erikson statue in the small park west of the Capitol also will be done with private funds.

State funds are needed for cleaning and renovation of the remaining statues on the Mall, as well as renovation of the Court of Honor and plaza adjacent to the Veterans Service Building.

Capitol Building restoration remains a high priority. Among major areas remaining to be done are the Capitol cafeteria, East Wing hearing rooms, and ground, first and second floor corridors.

Only the public corridors in the East Wing have been integrated into the Capitol's new life safety system. Office spaces on second and third floors need to be added to the system. And, finally, several areas of the building still have not undergone upgrade of their mechanical and electrical systems.

The Strategic Plan has incorporated the Comprehensive Plan's urban design principles along with its emphasis on amenities and open space, and on the Capitol Area as a part of the Capital City.

One of those much-needed amenities recommended by the Strategic Plan and, earlier, by the CAAPB and city officials, is a Visitors' Center. The center would welcome Capitol visitors near the entrance to the Capitol Area, providing information on parking, legislative hearings, the Capitol Building, and other facilities.

A VISION FOR THE FUTURE

Listing projects planned or accomplished over a two-year period tends to look like a list; this report has been no exception. But there is a logic, a larger picture that links what appear to be many disparate elements. It is CAAPB's urban design vision for the Capitol Area.

Cass Gilbert's vision for his Capitol Building and its place in the Capital City has underlaid the urban design framework for the Capitol Area. He laid out, in half a dozen plans from 1902 until the 1930s, the basic concepts: broad landscaped approaches from the Capitol to downtown St. Paul (Cedar Street) and to the Cathedral (John Ireland Boulevard), and a north/south vista from the Capitol's front steps to the Mississippi riverfront. He called it his "window to the water."

Ever since the I-94 freeway was built in the early 1960s, separating the Capitol from St. Paul's business district, planners have been looking for ways to reknit the frayed urban connection.

Downtown development over the years has blocked the view of the river from the Capitol down Cedar Street. The Veterans Service Building on the southern edge of the Capitol Mall effectively blocked the north/south axial view from the Capitol to the river.

In recent years, redesign of the I-94 freeway bridges has been a major step in re-establishing a feeling of continuity between the Capitol and downtown.

Since the mid-1980s, the face of the Capitol Area has been constantly changing. Slow but steady progress has been made toward achieving the urban design objectives of the Comprehensive Plan. The Strategic Plan has broadened and enhanced those objectives with its long-range development goals.

Three other potential developments will fully involve the Board in Capitol Area projects that go beyond the current Comprehensive Plan.

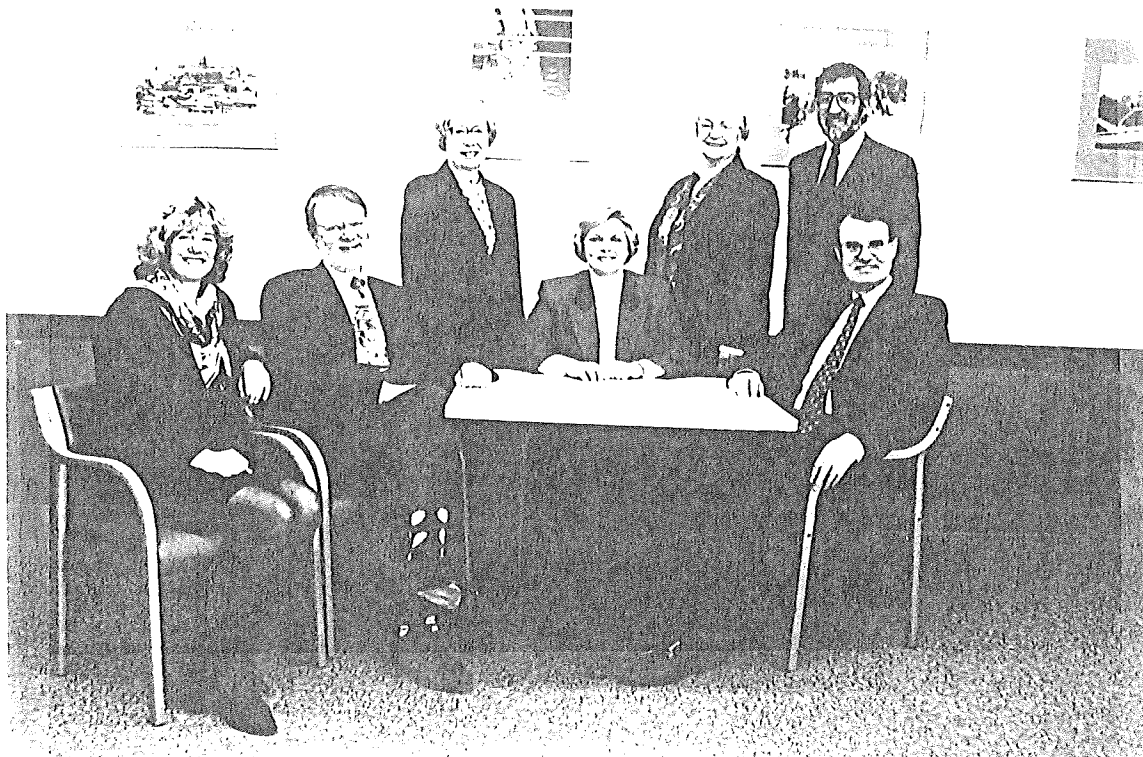
St. Paul Ramsey Medical Center, adjacent to the East Capitol Area, in its 1991 Master Plan, proposed joint-venture parking ramps shared with the State on Jackson Street as the East Capitol Area is developed. The proposal reinforces a 1990 Capitol Area Board recommendation for developing that area.

Just north of the Capitol, Bethesda Hospital completed a Master Plan for future expansion in 1992. In September 1994, that plan was put on hold by Health East/Bethesda pending discussions of resale or relocation of the campus. The State is a potential buyer of the property.

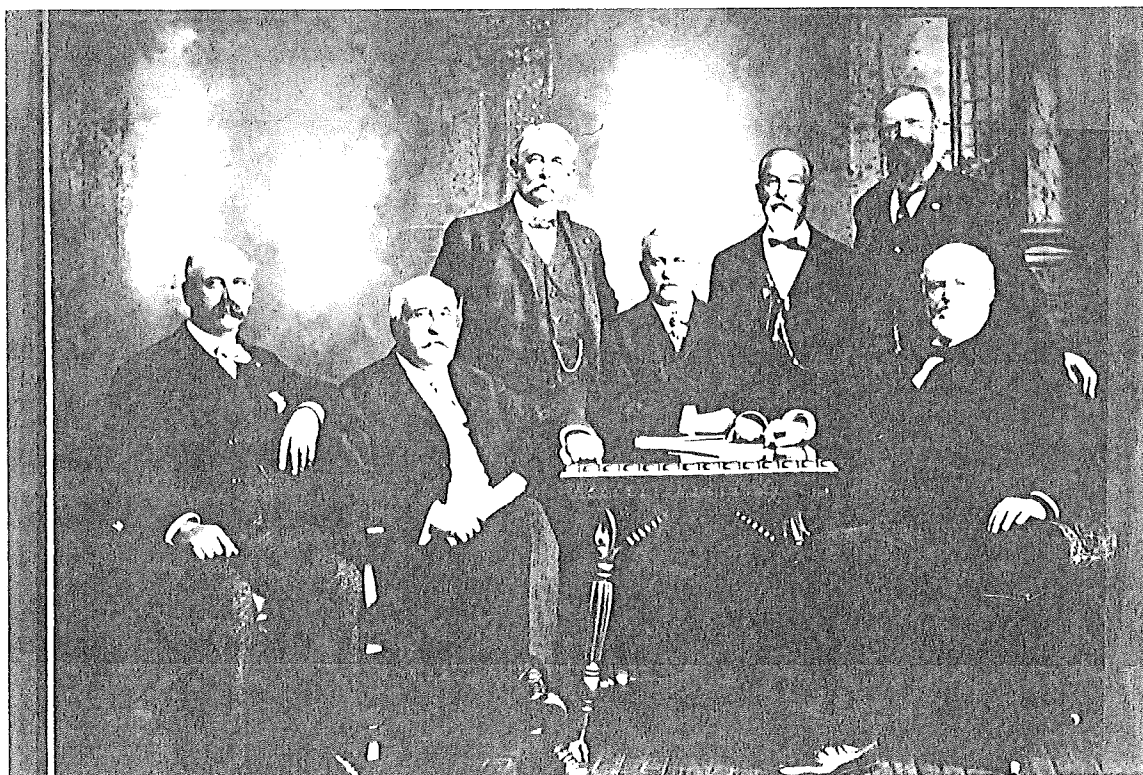
Finally, as interest in light rail transit (LRT) continues to mount, CAAPB's earlier cooperative planning with Ramsey County and the City of St. Paul will provide for two LRT stations in, or adjacent to, the Capitol Area: at 10th and Cedar Street near the Science Museum and, continuing up Cedar to the Capitol, a partially below-grade station in front of the Capitol.

The Capitol plan envisions an Upper Mall landscaped plaza over the LRT station.

With this strong vision for the future, the Capitol Area may justly be considered a work-in-progress.



1993 Capitol Area Board (from left to right Margee Bracken, David Lanegran, Bette Hammel, Lt. Governor Joannell Dyrstad, Joane Vail, Dan Cornejo, and William Sands, Jr.)



Capitol Area Board 1903, AKA Board of State Capitol Commissioners (from left to right Edgar Weaver, John De Laittre, Charles H. Graves, Channing Seabury, George A. Du Toit, Eben E. Corliss, and Henry W. Lamberton)

FORMER BOARD MEMBERS

1992 - 1994

Bette Hammel (1987-1993)

Walter Hanson (1987-1993)

Senator Randy Kelly (September-December 1993)

Mayor James Scheibel (1991-1993)
• alternate Dan Cornejo

Joane Vail (1984-1993)

CAAPB STAFF MEMBERS

1992 - 1994

Renita Dellwo

Desiree Doud (1989-1994)

Mary Duroche

Gary Grefenberg

Julie Bartz (1992-1994)

Paul Mandell

Stevie Rawn (1994)

Pat Morrisette (1994-)