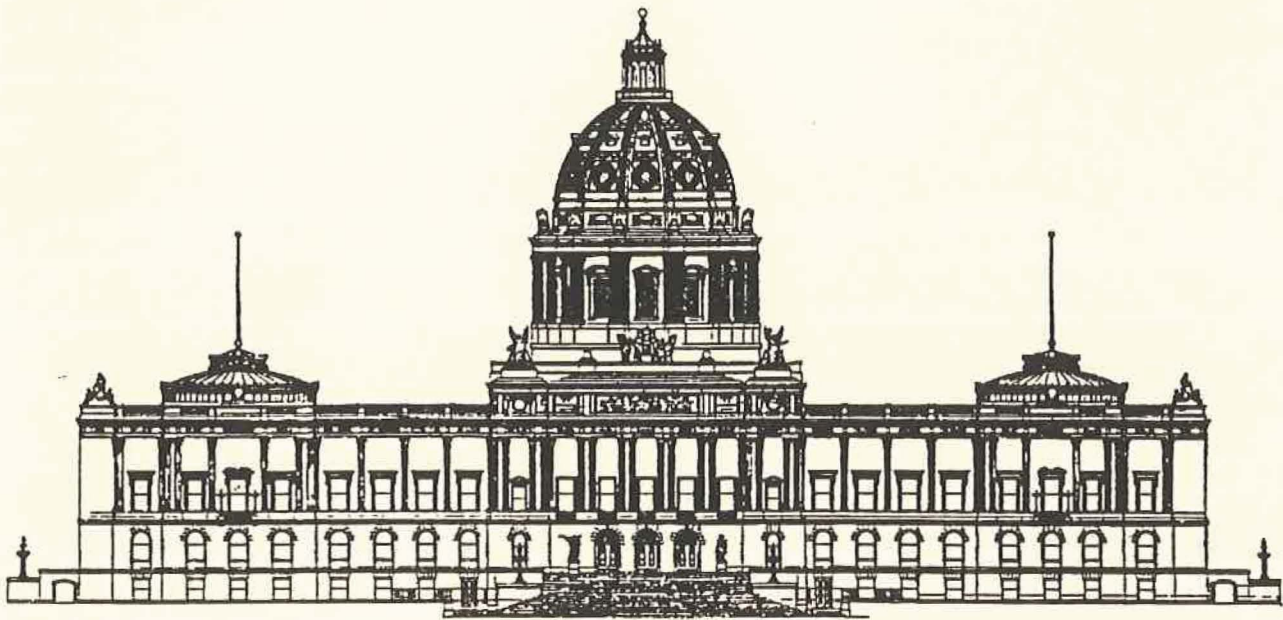


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Capitol Area Architectural and Planning Board

Biennial Report
1998 – 1999



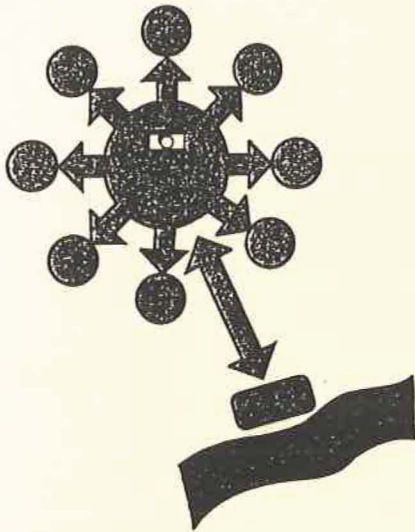
Minnesota State Capitol

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THE VISION

The Vision is for a Capitol Area that is memorable as the symbolic heart of the State, and as a good and responsive neighbor to those who live and work nearby. In recent decades, a physical separation and a cultural distance have grown between the Capitol Area and the Capital City. As the centenary of the Capitol Building approaches, a clear consensus is emerging to reunite these two entities, so that they may enter the next millennium with a shared sense of pride and purpose.

An important difference between the new Comprehensive Plan and its predecessor is that it treats different parts of the Capitol Area differently, and in some respects, transcends formal boundaries. While the Capitol is acknowledged as a symbol and focus for the Capital City, the area in which it is located is recognized as an integral part of the city and its neighborhood structure.



Capitol and Mall extend to connect neighborhoods, downtown, and the riverfront.

The realization of this vision requires an understanding of issues that are rooted in past planning principles. The Comprehensive Plan builds upon these past efforts in providing a framework for action by the Capitol Area Architectural and Planning Board in its guidance of the area's development. It sets forth explicit purposes and objectives and emphasizes urban design and development guidelines that make it a useful and productive document.

"The State should view its development efforts as complementary to the greater public realm of the city in which it builds and involve the public in its planning strategies."



"Capitol Area planning within the Capitol Campus will be driven by the Capitol and its extensions (an "inside out" approach), while Capitol Area neighborhood planning will be driven by a partnership with the neighborhoods (an "outside in" approach)."



"Thoughtfully conceived and well-managed open spaces are key civic features of gracious cities."

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"This plan should build upon the historical role of Saint Paul as a river city and seat of state government. Cass Gilbert's original design for the Capitol Building approached this purpose with confidence and foresight."

— 1998 Comprehensive Plan for the Minnesota State Capitol Area



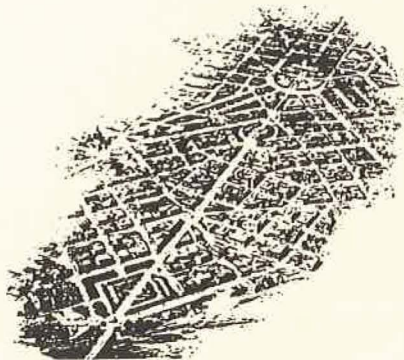
"We built the State Capitol on the theory that nothing was too good for Minnesota. Let us develop the city in the theory that nothing is too good for Saint Paul."

— Capitol architect Cass Gilbert, in remarks to the Saint Paul Municipal Art Association, *Saint Paul Dispatch* (January 11, 1909)

INTRODUCTION: THEN

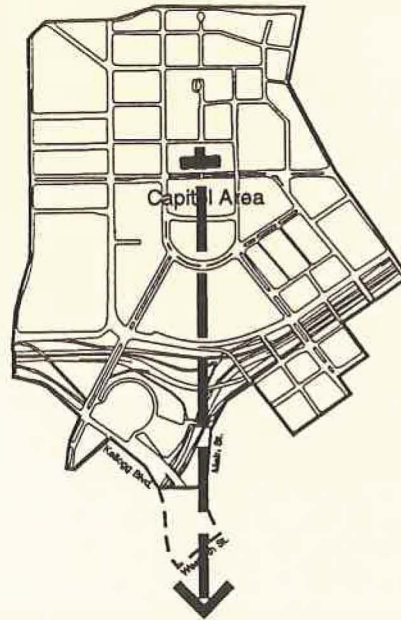
As the Capitol Area Architectural and Planning Board (CAAPB) observed its 30th year in 1997, it was instructive to look backward to the Board's first Comprehensive Plan (1970) and its earliest Biennial Report (1975) and assess what has been accomplished over nearly three decades.

The CAAPB—then a Commission—was established by the 1967 Legislature; one of its statutory responsibilities is to prepare a comprehensive use plan for the Capitol Area. In 1974, legislation was enacted to require the CAAPB to prepare and submit biennial reports to the Legislature and Governor on the status of implementation of the Comprehensive Plan together with a program for capital improvements and site development.



Gilbert's 1931 Plan envisioned a grand approach to the Capitol extending to Seven Corners and across the river to Saint Paul's West Side.

Today's viewshed: enhances the central axis consistent with Cass Gilbert's vision to capture impressive views to the Capitol Dome.



The 1970 Comprehensive Plan decried existing conditions in the Capitol Area in these words:

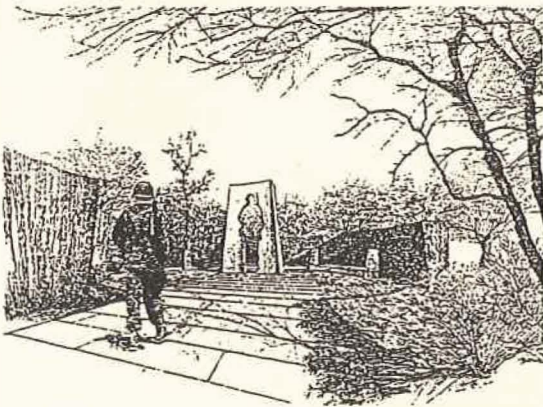
"The Capitol Area has lost much of the original unity and vitality envisioned by past planners. The Area is a graphic example of the problems facing the urban community today. Remaining blighted structures, incompatible land uses, and unrestrained advertising rob the Capitol of the dignity befitting the governmental process."

INTRODUCTION: NOW

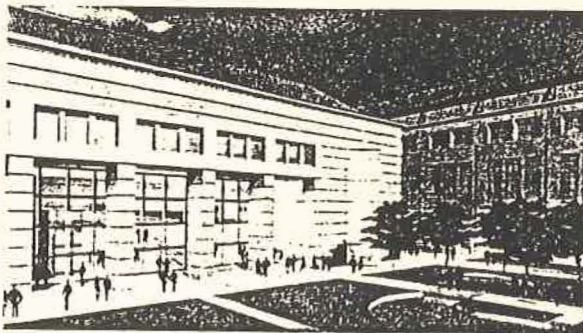


The "visually disunified complex" pointed out in the 1970 plan has not entirely disappeared, but the Capitol Area's appearance has dramatically improved since then. Some of those changes include:

- redesign of all freeway bridges linking the Capitol Area with downtown Saint Paul.
- elimination of several city streets which used to crisscross the Capitol Mall.
- construction of the History Center and Judicial Center, designs for which were selected through CAAPB-sponsored competitions.

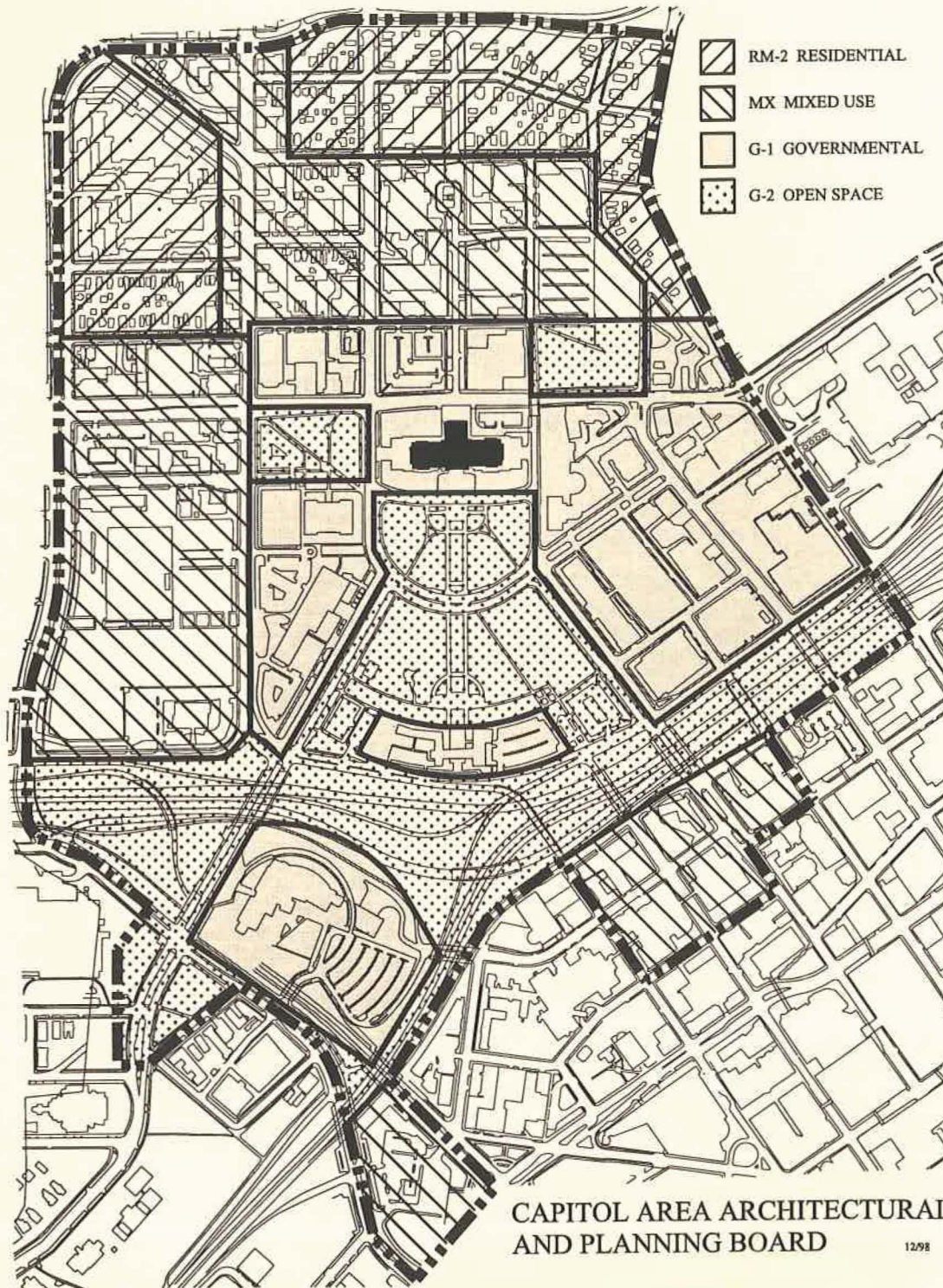


- Capitol Mall development, including memorials, such as the Korean War Veterans, that attract hundreds of visitors each year.
- reduction of most surface parking on the Mall, and redesign of lower Mall and all peripheral parking lots.
- extensive involvement in development and early implementation of *The Saint Paul on the Mississippi Development Framework*.



- construction of a new Revenue Department Building and an accompanying 900 car parking ramp, developed through a design-build method with extensive cooperation between the Department of Administration and the CAAPB, along with the client agency.
- since the mid-1980s the legislature has appropriated millions of dollars for exterior restoration and stabilization. In 1996 and the ensuing years, those projects totaled \$15.0 million for repairing the Capitol's dome and lantern, and for rebuilding exterior terraces surrounding the building; funds for cafeteria restoration are included in this total.

CAPITOL AREA ZONING



CAAPB'S MISSION

The Board's statutory authority is to:

- 1) preserve and enhance the dignity, beauty, and architectural integrity of the Capitol, the buildings immediately adjacent to it, the Capitol grounds, and the Capitol Area;
- 2) protect, enhance, and increase the open spaces within the Capitol Area when deemed necessary and desirable for the improvement of the public enjoyment 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 that will be in keeping with the spirit of the original design.

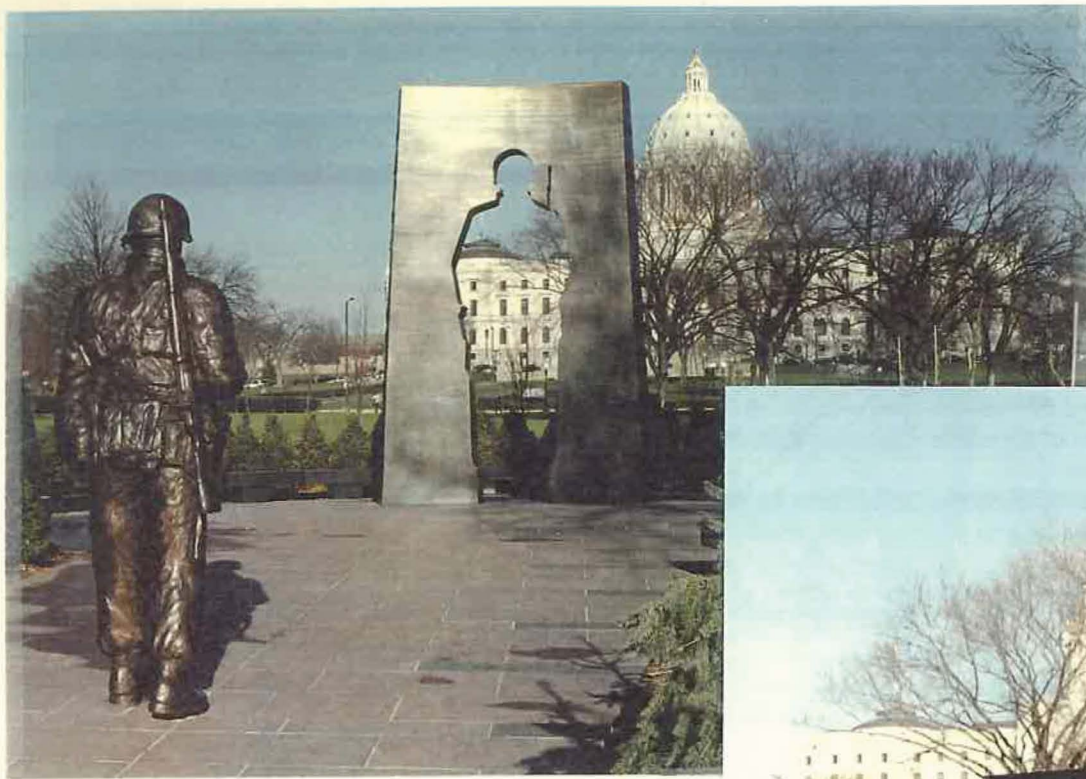
With a 1996 appropriation, the Board has now completed a rewrite of its Comprehensive Plan along with the Zoning and Design Rules that ensure orderly development in the Capitol Area.

Capitol Area design and development are guided not only by the *Comprehensive Plan for the Minnesota State Capitol Area*, but by the *Strategic Plan for Locating State Agencies* (1993) and its Supplement (1995). The latter incorporates and expands urban design principles set forth in the CAAPB plan.

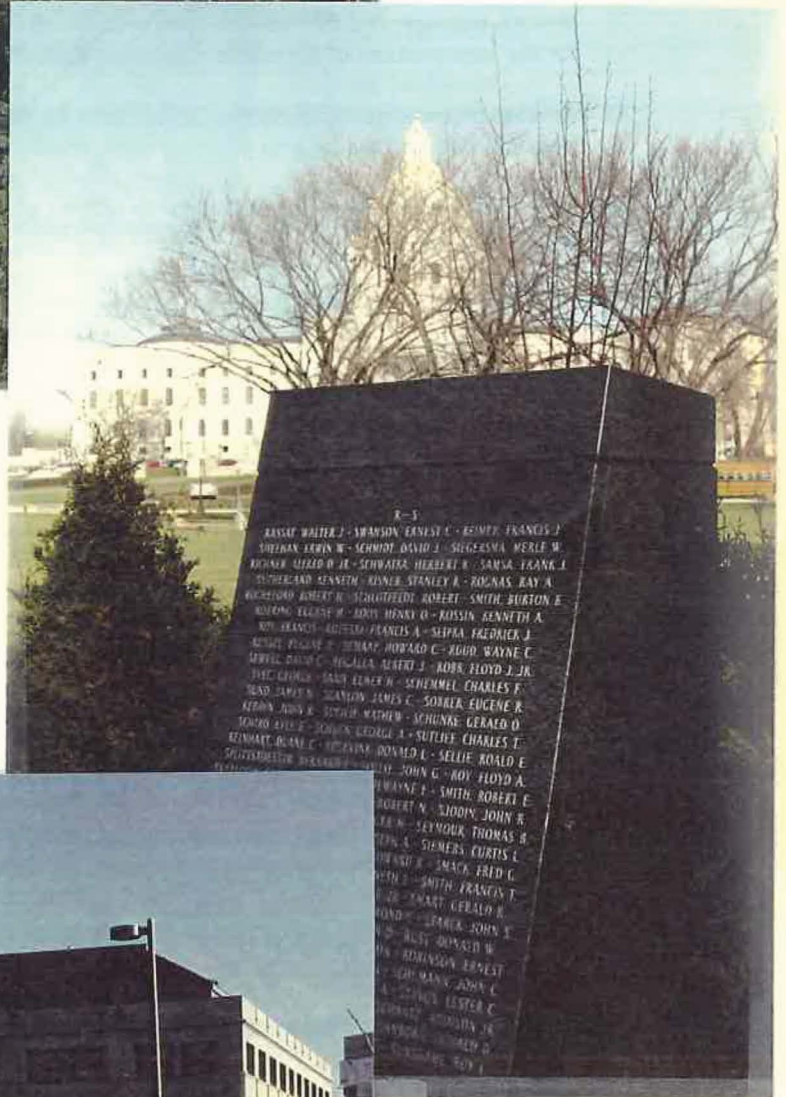
CAAPB'S RESPONSIBILITY

The CAAPB's responsibility can be described as a critical but often missing piece in project design and development. These responsibilities include:

- Providing design context and architectural guidelines to individual projects so that each project is a step towards making the Capitol a more vibrant, architecturally cohesive and well-planned area.
- Ensuring that future buildings contribute to the streetscape and neighborhood, rather than serve themselves only.
- Encourage public awareness of the Capitol Area as a district unique in the State and an asset to its host city.
- Shaping public space as a critical element of the urban infrastructure.
- Outlining the major features that constitute the public environment in such a manner as to create a whole that is more than the sum of individual projects.



Minnesota Korean War Veterans Memorial
Dedication: September 13, 1998



Minnesota Department of Revenue
Completed: September 1998





North Terrace Stabilization and
Capitol Cafeteria restoration in progress.
Began: Fall 1998
Completion: December 1999



CAPITOL BUILDING RESTORATION

Restoration of the Capitol Building has been a high priority for the CAAPB since the Board's inception. A sense of urgency in completion of Capitol restoration—both interior and exterior projects—seems appropriate as the CAAPB, the Department of Administration, and other agencies plan for celebration of the Capitol's centennial in the year 2005.

Reflecting that urgency, the CAAPB and Administration officials have worked with the consulting architect for the Capitol, Miller-Dunwiddie, Inc., to develop a strategic long-range plan for Capitol projects to be done over the next decade. In order of priority, the needed projects fall into three general categories: exterior stabilization, updating the building's electrical/mechanical/fire and life safety systems, and completion of restoration of interior public areas.

A 1996 and 1998 appropriation of \$15.0 million was a first step toward accomplishing these long-range objectives. It includes rebuilding the deteriorated terraces surrounding the Capitol; renovating the lantern structure atop the Capitol dome; and restoring the Capitol cafeteria to its original appearance.

Alarmed that moisture seepage had so weakened the major substructure at one side of the Capitol, consulting engineers surveyed structures beneath all the exterior terraces and discovered similar, although less severe, deterioration on all sides of the Capitol. The 1996 and 1998 appropriations will replace structural systems and terraces of the total building.

Restoration of the Capitol cafeteria will be coordinated with replacement of the north terraces. Water seepage has caused damage over the years to the kitchen area adjacent to the cafeteria and just below the terrace. This project includes restorations and replications of the murals of the Cafeteria, returning it to its original appearance as a "Rathskellar".

THE CAPITAL CITY AND THE CAPITOL AREA

In the spring of 1996, the Capital City Partnership was formed in Saint Paul. Sponsored by more than 30 Twin Cities corporations and their CEOs (at \$75,000 each over three years), it is a dynamic step to revitalize the Capital City's urban core and take Saint Paul into the next century.

Through the Saint Paul Riverfront Corporation, and representing one of Saint Paul's many neighborhoods, the CAAPB was asked to participate with other city leaders and agencies in a task force to guide the Capital City Partnership in establishing its mission, goals, and integral priorities. The CAAPB's interface with the task force provided a timely opportunity to promote its Comprehensive Plan visions with those of the partnership, and strengthen the revitalizing of the Capital City's urban core and the Capitol Complex.

CAAPB staff have participated in the Saint Paul Foundation's study *Strengthening Vitality West of Wabasha: Ideas from the Community*, and are continuing involvement with the City of Saint Paul in implementing *The Saint Paul on the Mississippi Development Framework* completed in 1997, through efforts of the Saint Paul Design Center.

CAPITOL AREA ARTWORK

The Capitol Area Board's long-term policy of developing the Capitol Mall as a public park attractive to many visitors has provided the impetus for construction of one new memorial over the past biennium, and funding in 1998 for a second. Both legislative appropriations will be supplemented by nonstate funds.

The Woman Suffrage Memorial Garden will be the first of three terraced gardens along the Cedar Street side of the Mall as envisioned in the Mall redevelopment plan. Design for the garden—the first memorial on the Mall to honor the accomplishments of women—was chosen by a CAAPB competition in August 1996.

The Korean War Veterans Memorial was constructed east of the Court of Honor, just north of the Columbus walkway. A competition to choose the design was conducted by the CAAPB during the fall of 1996.

While applauding the legislative support and hundreds of Minnesota citizens whose gifts have enhanced the attractiveness of the Mall, the Capitol Area Board continues to be concerned about the lack of funding for maintenance of existing artwork.

Legislative support was secured in 1998 to renovate/restore other artworks on the Capitol Mall: the "Promise of Youth" fountain and pool near the Veterans Service Building, and the statues and plazas surrounding the statues of Floyd B. Olson, Knute Nelson, John Johnson, and Charles Lindbergh.

In December 1998, the CAAPB approved a new *Policy for Works of Art in the Minnesota State Capitol*. Based on the authority of the CAAPB's statutes and the Minnesota Historical Society's (MHS) Historic Features of State Capitol, the new policy provides standards and design guidelines for proposed works of art. The policy establishes a process by which the CAAPB and MHS will review proposed art and determine its compatibility with the existing architectural design and decorative framework of the Capitol.

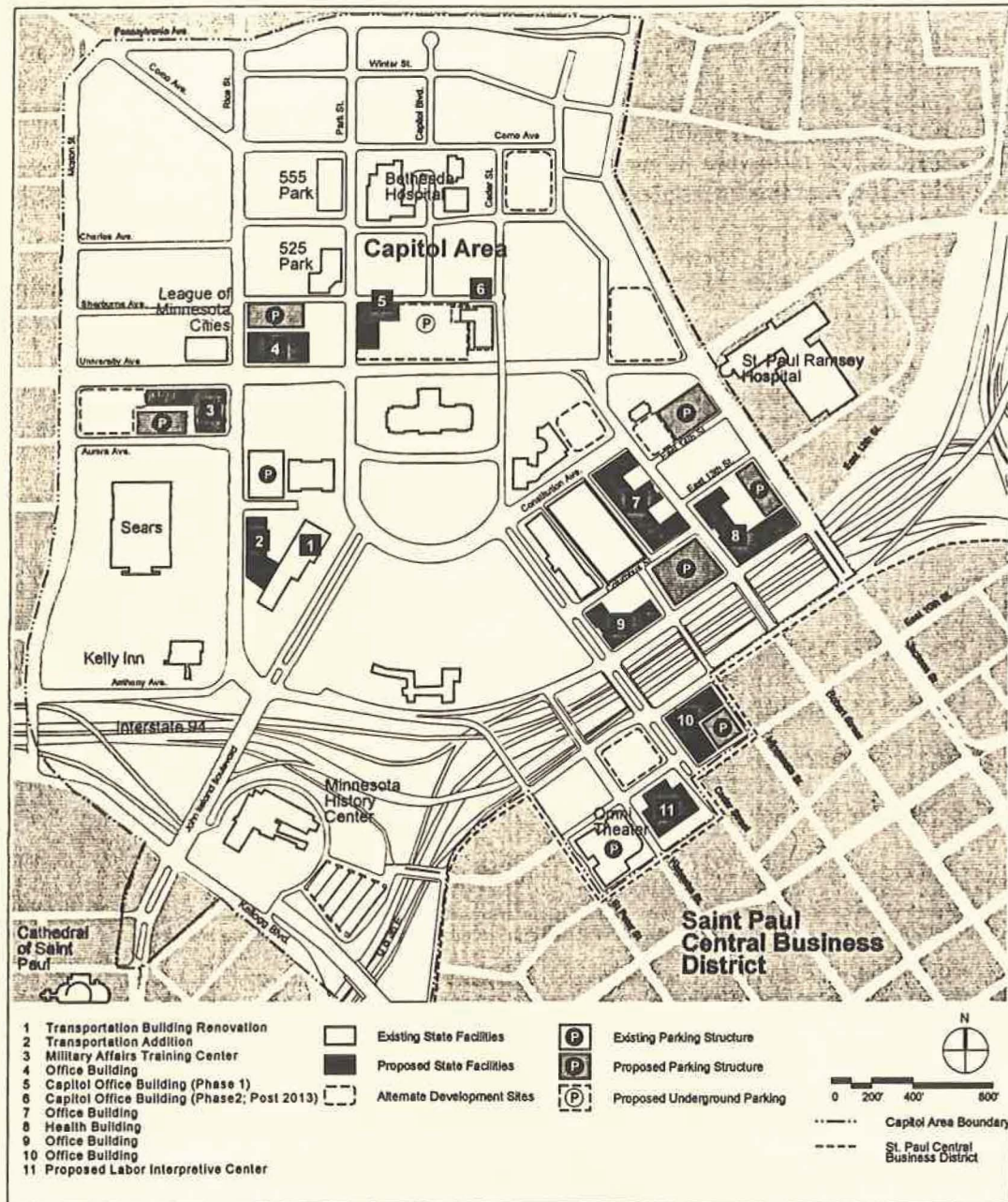
NORTH CAPITOL AREA DEVELOPMENT

CAAPB staff continue to work with the local district council and the North End Revitalization Area organization to improve the appearance of this small commercial corridor adjacent to the Capitol Complex. The changes that have been implemented include new awnings and signage, as well as streetscape amenities.

Further north on Rice Street, HealthEast built a small clinic at the intersection of Rice and Como to serve residents of the area. The clinic is operated by the University of Minnesota physicians and used for training medical students. Additionally, Holiday rebuilt its store on the triangular block bordered by Rice, Como, and Marion, with plans for additional commercial development as part of a small strip mall. In addition, the CAAPB and the City of Saint Paul are now working with a developer/tenant on a new mixed-use two-to-three story building at Charles and Rice Streets on vacant land.

Building off the new Comprehensive Plan and working with Saint Paul Planning and Economic Development, the State, and others, the residents and others of the North Capitol Area produced a new *Plan for Capitol Heights*. This document will help guide public and private investments in future years.

CAPITOL AREA DEVELOPMENT PLAN



— The Strategic Plan for Locating State Agencies, Supplement, 1995.

PLANNING FOR NEW BUILDINGS

The Strategic Plan for Locating State Agencies involved a close cooperative working relationship between Finance, Administration, and the CAAPB. First released in 1993, the plan was updated in 1995. The plan addresses not only the location of state facilities, but also the connections of the Capitol Area with downtown Saint Paul; it has provided much of the background information for decision makers in the Legislative and Executive branches on development of new state buildings.

The 1995 Supplement to the Strategic Plan was issued to provide current facility development information reflecting changes in agency needs and economic conditions.

Among these changes has been an ongoing reassessment of the Revenue Department's facility needs. Revenue has now moved to its new headquarters on the southeast edge of the Capitol campus, just north of Saint Paul's central business district.

Other future building projects in the Capitol Area are currently on hold. (See the following.)

Labor Interpretive Center: In 1993, the Legislature approved the site recommended by the Capitol Area Board for the Labor Interpretive Center (LIC) on the western edge of downtown Saint Paul at Kellogg Boulevard and Seventh Street. The CAAPB boundaries were changed by statute to include the site chosen.

The following year, funds were appropriated for design of the Center; CAAPB announced a design competition in late 1994. Negotiations continued with the City of Saint Paul for the site, which was only partially owned by the state.

The City proposed an alternate site, which would be made available for the LIC but would need extensive renovation—the Arts and Sciences Building at Tenth Street and Exchange. It is expected to be vacated by the Science Museum when the new museum is completed in 1998-99.

In May 1995, the Board approved the alternative site, and the design competition was put on hold. The Legislature once again expanded the Capitol Area boundaries to include the current Science Museum site, and in 1998 appropriated \$6.0 million for renovation and upgrades of the Arts and Sciences Building for this purpose.

CAPITAL DEVELOPMENT RECOMMENDATIONS

By law, the CAAPB is required to submit a program for capital improvements and site development as a part of its Biennial Report to the Governor and Legislature. The following list focuses on improving accessibility, safety, and security in the Capitol Complex, and stabilization of the Capitol Building. The following are cost estimates for proposed work to be requested in the next biennium:

Relighting Capitol Building and Entrances	\$ 3,400,000
Comprehensive Sign Program Interior, exterior, and tunnel system	\$ 1,200,000
Capitol Building Interior Restoration Predesign	\$ 300,000
Redevelopment of Aurora	\$ 400,000
Predesign of new State Office Building and Parking Ramp (North of Capitol per 1993 Strategic Plan)	\$ 350,000
Restoration of East Wing Hearing Rooms (Rooms 123 and 125)	\$ 1,200,000

2005

In 1995 the Department of Administration, the Minnesota Historical Society, and the Capitol Area Architectural and Planning Board developed an internal plan to restore the Capitol for its centennial celebration in 2005. This group also identified a need to look beyond 2005 as to how the Capitol will function in the next 100 years. The type and amount of work performed to get the Capitol in shape for 2005 will depend upon how the Capitol is used in the future, whether the use is essentially as it is now, or whether other alternatives are pursued.

The 1996 and 1998 Legislatures appropriated funds for the Capitol terraces, the renovation of the dome and lantern, and the renovation of the cafeteria, thus meeting some goals of the plan. The next goal is a phased restoration of the Capitol interior, including all historic materials, modernization of all systems, and consideration of the phased restoration plan on current building occupants and relocation needs.

It is important for the Legislature to participate in the long-term strategic plan to identify the long-term use of the Capitol, to understand the shortcomings of the Capitol as it exists, to develop an orderly approach to solving serious Capitol deficiencies, and to appropriately restore the Capitol by the year 2005.

In the fall of 1997, in preparation for the Centennial anniversary of the Capitol, the CAAPB brought together a wide range of people and institutions with interests in the life and work of the architect Cass Gilbert, the designer of Minnesota's State Capitol. The meeting was prompted by rising scholarship on the subject of Gilbert's work, and the commitment by the US Supreme Court, The Second Judicial Circuit NYC, The New York Historical Society, and the Smithsonian Institution to produce a coordinated series of Cass Gilbert publications, events, and exhibitions beginning in 1998.

The CAAPB, having participated in Cass Gilbert symposiums in New York City in 1997 and 1998, is most interested in maintaining a presence in this outstanding project developing on the east coast. The Minnesota State Capitol is recognized nationally as one of Gilbert's most significant buildings. A strong presence and interest in Gilbert's work in Minnesota is gaining momentum, and in the fall of 1998, the *Cass Gilbert Society* was founded in Saint Paul.

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Renita Dellwo and
Miller-Dunwiddie Associates, Inc.

LAYOUT and DESIGN

Patricia Morrisette

**FUTURE WEB PAGE
"COMING IN 1999"**

"Minnesotans deserve to be proud of their state capitol, which has throughout this century been considered one of the nation's finest. They should be proud too that during the past decade alert citizens and concerned officials have worked together to preserve this outstanding historical monument."

— The Minnesota Legislative Manual, 1973-1974
(Saint Paul: State of Minnesota, 1973)