Capitol Area Architectural and Planning Board

Biennial Report
2012 – 2013

The Capitol Area Architectural and Planning Board (CAAPB)—then a Commission—was established by the 1967 Legislature. One of the CAAPB's 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 the Governor on the status of implementation of the comprehensive plan together with a program for capital improvements and site development. The CAAPB has entered its 45th year in 2012.

Acknowledgement

Cover photography is taken from the top of the Capitol's inner dome, looking down toward the Rotunda.
Courtesy of Tom Olmscheid

This report was prepared by
the Capitol Area Architectural and Planning Board staff.

December 2012

CAAPB MISSION

The Board's statutory authority per MN Statute 15B 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.

4) Establish a flexible framework for growth of the Capitol Complex buildings that will be in keeping with the spirit of the original Cass Gilbert design.

CAAPB'S RESPONSIBILITY

The CAAPB's responsibility can be described as a critical piece in project design and development in the Capitol Area. 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.

As overseer of Capitol Area development, individual project planning occurs within a long-range framework for the Area's physical development. The Board's 1998 *Comprehensive Plan for the Minnesota State Capitol Area,* amended in 2009, is the framework for its daily agenda, along with the *Rules Governing Zoning and Design for the Minnesota State Capitol Area,* rewritten in 2009. These rules include design review procedures and standards for any proposed construction in the Capitol Area.

CAAPB'S PROFILE

The Board is comprised of 12 members, chaired by the Lieutenant Governor. The 11 other members are appointed as follows: four by the Governor, three by the Mayor of Saint Paul, two by the President of the Senate, and two by the Speaker of the House of Representatives. An Advisory Committee of three design professionals is required by law to advise the Board on all architectural, planning and landscape matters affecting the Capitol Area. Three full-time staff currently serve the Board.

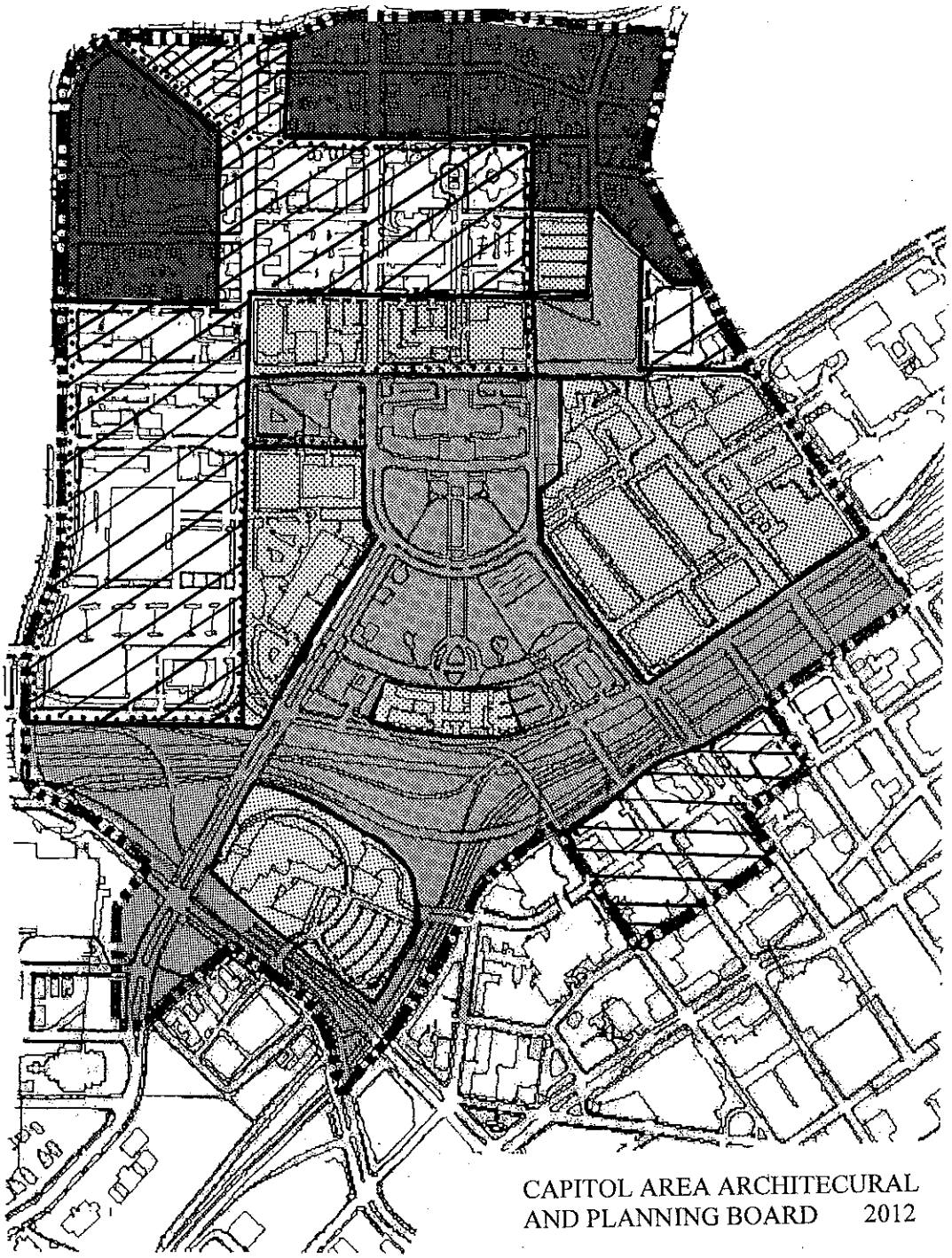
The Board normally meets every two to three months or at the call of the Chair to review or approve issues directly affecting zoning, planning development, or design within the 60-block area of the Board's jurisdiction. Their standards are based on quality of design, long-range planning, and timely processing and review. The CAAPB works closely with the Department of Administration, the City of Saint Paul, neighborhood planning district councils, development groups, and with private sector architects, engineers, and developers.

State agencies and other public bodies considering building projects in the Capitol Area are also required to consult with the Board before developing plans. Designs for any new public building and memorials are obtained through CAAPB architectural competitions. In addition, the Board must review and approve any plans for substantial alterations or improvements to public lands or buildings in the Area. The Board also coordinates the implementation of major public projects in the Area, such as the Central Corridor Light Rail Transit.

The Capitol is Minnesota's most important public building. The Board therefore takes seriously its responsibility to preserve that structure. Any significant changes to the Capitol's appearance must be approved by the Board and in this role the Board must consult with the Minnesota Historical Society regarding the historic fidelity of any changes. The Board also shares responsibility with the Department of Administration for developing standards for the repair, alteration, furnishing, appearance, and general maintenance of the Capitol's public and ceremonial areas. These standards are binding upon the Administration Department. The Board also shares with the Historical Society, responsibility for the design, structural composition, and location of artwork within the public and ceremonial areas of the Capitol Building, per the *1998 Policy For Works of Art in the Minnesota State Capitol.*

In February, 2012, the Board adopted a *Policy for Commemorative Works in the Minnesota State Capitol Area*, giving guidance to the consideration and design of statues, monuments, memorials or other commemorative works on public land in the Capitol Area.

CAPITOL AREA ZONING



CAPITOL AREA ARCHITECURAL
AND PLANNING BOARD 2012

G-1 Gov't. Bldg.

G-2 Gov't. Open

RM Res.

MX Mixed Use

MX Mixed Use Dwtwn.

Central Corridor Overlay

CAPITOL AREA ZONING

The Capitol Area Architectural and Planning Board (CAAPB) was created in 1967 to restore a higher standard of quality to the Capitol Area (sixty blocks surrounding the State Capitol Building), after buildings deemed inappropriate to the setting were added during the 50's-60's. This has been accomplished in part by means of a Comprehensive Plan (developed with input from stakeholders including state agencies, the City of Saint Paul and the general public) and reinforced by well-established zoning and design rules, all developed, maintained and safeguarded by an independent Board and codified in the *Rules Governing Zoning and Design Rules for the Minnesota State Capitol Area.* In addition, it was intentional that the Board, created by the Legislature, would be comprised of gubernatorial, mayoral, public and legislative appointees, and report to the Legislature, unfiltered by any one party, special interest or person, and protected from political influences.

The very structure and size of the CAAPB helps to make its operations both effective and cost efficient, as well as transparent, accessible and sensitive to input of the general public.

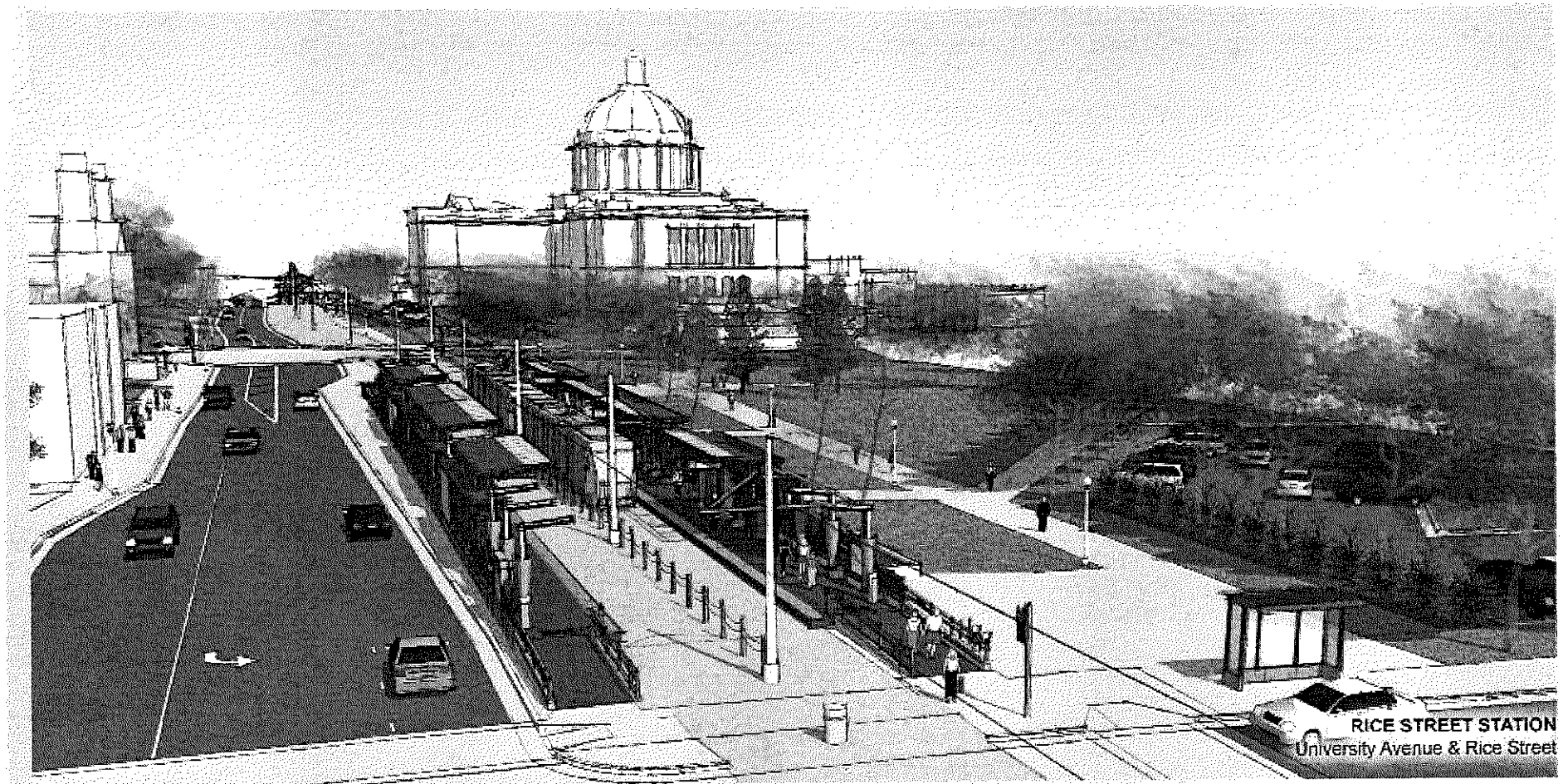
When the CAAPB was first created, it was a commission, with zoning responsibilities handled by the City of Saint Paul; but problems with enforcement of rules unique to the needs of the Capitol Area proved problematic. As a result, the legislature then converted it to a Board with its own zoning authority, something which has served the Capitol Area, its surrounding neighborhoods and the City well. CAAPB zoning rules, as of the 2009 rewrite, have strengthened application of design guidelines, and these are reinforced in all design competitions.

There have been times when planning for non-State-owned land might run counter to or clearly out of the realm for the normal Executive branch state agency such as the Department of Administration, possibly even leading to conflicts of interest. The Board has served as an effective, impartial third party with a consistent set of guidelines and rules fair to all and partial to none.

In the next biennium, the arrival of LRT is expected to create new opportunities for redevelopment in and around the Capitol Area, some of which can already be seen in new plans on the Sears property as they pursue infill development.

Central Corridor
Light Rail Transit

Rice Street Station



CAPITOL AREA DEVELOPMENT

Memorials

Competitions, design selections, fundraising efforts and moving dedications have brought three new memorials to the Minnesota State Capitol Mall. They include:

- **the Minnesota Workers Memorial—2010**
- **the Hubert H. Humphrey Memorial—2011**
- **the Minnesota Fallen Firefighters Memorial—2012**

The Minnesota Military Family Tribute is proceeding in its final stages of fundraising with an estimated groundbreaking in mid 2014.

As ongoing maintenance of all these State assets remains critical, the CAAPB and the Department of Administration have established policy that any new memorial/commemorative project budget must include 20% of the total construction budget for future maintenance and repair. There is still a critical need to create long-term maintenance funding sources for the State's existing memorials.

Light Rail Transit (LRT)

For 20 years, CAAPB Staff, Architectural Advisors, and the Board have been involved in planning efforts focused on the Central Corridor LRT, following the Board's statutory charge regarding the Capitol Area (MN Statutes 15B.13). Plans call for a route out of downtown Saint Paul on Cedar Street, crossing the Interstate on Cedar Street Bridge, east along Twelfth Street, north on Robert and west on University Avenue to the University of Minnesota and Minneapolis. Capitol Area stations are planned for Cedar at Tenth Street, Robert at Fourteenth, and at Leif Erikson Park on University Avenue at Rice Street.

Since fall of 2007, CAAPB Staff, Architectural Advisors, and representatives of the Department of Administration have reviewed preliminary engineering documents, stations area plans, streetscape details, and LRT station artwork as it applies to the Capitol Area. CAAPB review of the project will continue until the Central Corridor LRT is completed in 2014, along with review of new Capitol Area development spurred by the LRT.

University Avenue, north of the Capitol, has reopened for one-lane traffic in each direction following the relocation of utilities, regrading the roadbed, laying of new track, and construction of a new employee/service tunnel to a new loading dock access structure in parking Lot B. As a safety measure, Capitol Boulevard is permanently closed to University Avenue with only access to parking in Lot B and the Administration Building ramp.

MINNESOTA STATE CAPITOL PRESERVATION

117 years ago, a Board of State Capitol commissioners came together to make a 100 year decision.

"We built the State Capitol on the theory that nothing was too good for Minnesota." **Cass Gilbert, Architect**
January, 1901

Today the State of Minnesota has a similar opportunity. The Legislature has not only the responsibility to preserve the past, but to protect and assure the Capitol's future.

To that point, the State Capitol Preservation Commission was established during the 2011 Legislative session. Chaired by the Governor, its membership includes legislative, agency, and public members with the following duties:

- **develop a comprehensive, multiyear, pre-design plan for the restoration of the Capitol Building, review the plan periodically, and, as appropriate, amend the plan.**
- **develop and implement a comprehensive financial plan to fund the preservation and restoration of the Capitol Building.**

By January 15 of each year, the Commission shall report to the Chairs and ranking minority members of the legislative committees with jurisdiction over the Commission regarding the activities and efforts of the Commission in the preceding calendar year, including recommendations adopted by the Commission, the comprehensive financial plan required and any proposed draft legislation necessary to implement the recommendations of the Commission.

At the Commission's inaugural meeting, October 2011, Governor Dayton, Chair, stated, *"The time is now. The Building has significant problems that must be addressed. It is our responsibility to do so as stewards. We can no longer put this off to future generations."*

Working closely with the Commission, a team of consultants led by MOCA Systems (David H. Hart, FAIA, and former Architect of the Utah State Capitol) developed the first Commission report, a Comprehensive Master Plan, to the legislature in January, 2012. The report established the Capitol Building is at a *tipping point* where restoration is critical to extend the life of the building and reduce costs for the next 100 years. Restoration would focus on immediate actions to fix the building and the following specific guiding principles and imperatives were identified:

- **architectural integrity of Cass Gilbert's design must be respected**
- **building function must improve to support government processes**
- **life safety and security addressed**

The Comprehensive Master Plan restated the immediate need to upgrade infrastructure and technology systems, repair exterior stone, provide accessibility for visitors and occupants, and support better organization of space for government to operate.

Benchmarking of information from other state capitols recently restored, compared scope and cost, and developed an estimate for Minnesota's Capitol Preservation work to cost $241 million in FY 2012 dollars.

The 2012 legislature, following the Preservation Commission's approval of the Master Plan, supported the restoration of the Capitol with an initial funding of $44 million. Currently, a project management team has been selected including MOCA, and a series of Design Scoping Workshops with tenants and stakeholders continues to refine project sequencing and costs throughout the design scoping process, to be completed by mid May, 2013. Sequencing of work is projected over a 4-year period with a request in 2013 of $109 million to keep the Capitol repair, restoration, and preservation project on track through fiscal year 2014.

It is critically important that all acknowledge the need to preserve Minnesota's greatest treasure, and that a thorough, dedicated Master Plan is now guiding the process.

MINNESOTA STATE CAPITOL PRESERVATION

Current Construction Activities

A portion of the $44 million funding in 2012 has activated some of the following restoration and repair projects at the Capitol; along with previous asset preservation funding. Most of the repair work is set to begin in 2013 and will address the highest priority issues identified during previous investigative phases. The work generally falls into one of three categories, each with a specific goal in mind:

- **Life Safety—Maintain Public Safety;**
- **Water Management—Restore Building Integrity; and,**
- **Building Stewardship—Preserve Historic Character.**

STONE REPAIR

The exterior façade of the Capitol, with Minnesota Diamond Pink granite at its base and white Georgia marble above, is showing extensive deterioration and distress due to prolonged exposure to original stone carving techniques, natural weathering processes and other factors. Investigation has found long-term water infiltration that has saturated masonry behind the marble, stone and brick damage from the freeze/thaw weathering cycles, corrosion of the material used to anchor the stones to the building, and shifting of stonework. Experts have been conducting assessments and testing repair methods at select areas around the Capitol's façade since mid-October, 2012. Testing has focused on the techniques to repair these issues and the visual impacts of such repairs.

The marble on the façade of the Minnesota State Capitol Building will continue to age, weather, and deteriorate over time. The efforts to preserve this historic material will be an ongoing process. No repair can be considered permanent, and future restoration work—repair as well as replacement—will be required as conditions change and the marble continues to age. Understanding the mechanisms behind the resulting deterioration, and tracking the progression of marble decay over time is critical for developing the predictive modeling necessary to create effective maintenance schedules and to lay the groundwork for future restoration work.

The stone repair work will take place in 2013, 2014, and 2015, subject to funding.

WINDOWS REPLACEMENT

The Capitol has 242 exterior windows (excluding 12 drum windows replaced in 2012, skylights, French Doors and interior windows). All but four of the original windows were replaced with aluminum windows in 1973/74. The aluminum windows are 38 years old and at the end of their expected lifespan. The replacement of the aluminum windows with wood windows will take place in 2013, 2014, and 2015 in coordination with the exterior stone repairs. Through research and more technical improvements, it was determined wood windows were a wiser investment while being more historically compatible.

FRENCH DOORS RESTORATION

The subcontractor for the restoration of the 28 pairs of French Doors has been selected. A pair of doors on the south side of the second floor is a mock-up to test repair procedures, before moving on to the other doors. The restoration of the French doors will proceed in 2013.

DOME REPAIRS

The reinstallation of the chandelier mid-January 2013 will mark the completion of the dome repairs made to minimize water intrusion, repair the finial, and replace the 12 dome drum windows. The interior of the dome, above the Rotunda, along with the surrounding lunettes will be restored in future phases of the Capitol's preservation work.

MINNESOTA STATE CAPITOL PRESERVATION

Current Construction Activities—cont.

WEST PLAZA AND STAIR REPAIRS

Work began in June 2012 on the west plaza and stairs and associated areas to halt and prevent further water leakage and repair deterioration. The plaza and stairway will re-open in early January 2013. Installation of the permanent handrails will occur in the spring. Repairs are about 50% complete in Capitol Security's area below the plaza where there was water damage to finishes.

UNIVERSITY AVENUE TUNNEL

Tunnel construction work began in June 2012 and is on schedule to open in February 2013. The new tunnel greatly enhances the standoff distance of the loading dock serving the Capitol Building, and allows increased access control in accordance with security recommendations.

Detailed information on the Capitol Preservation Commission and current work by the project management team can be found on the State Capitol Preservation Commission website at **http://mn.gov/capitol/preservation** or on the CAAPB website at **www.caapb.state.mn.us**.

CAAPB OPERATIONS & BUDGET

In December, 2011, the CAAPB was one of several agencies asked to prepare a report to the Sunset Advisory Commission on the efficiency and effectiveness with which the agency operates. The report addressed similar operational questions for each agency with special emphasis on priority based budgeting. The Board, in explaining operating procedures, identified major activity areas of statute 15B, showed results/outcomes and measurements, and identified the costs per year of each activity. It proved to be a favorable approach to the Commission's request and the Board received complimentary notes on its report.

The Sunset Advisory Commission ruled the CAAPB will expire on June 30, 2018 per amended Minnesota Statutes 2011 Supplement, section 3D.21, subdivision 4.

The CAAPB'S Base Budget is appropriated from the State's General Fund.

The Board's Base Budget is as follows:

- Salary & Benefits 80%
- Rent 13%
- LAN & IT Charges 2%
- Business Operations 5%

In the course of daily operations, the agency's level of activity outside CAAPB control is contingent upon trends or projects that require Board review or approval for development. Be they zoning issues or other project development with their own funding sources, they have the potential to increase the number of Advisory Committee meetings or Board meetings, and payments of per diems.

With more sophistication in technology, there is the potential need to upgrade CAAPB planning tools and the agency's ability to receive and transmit communications from outside private and public entities.

The CAAPB operates a very lean agency. Based on the potential needs of projects discussed above, there are no funds for employee development or reward for good performance.

ANY budget reduction for FY 2014-2015 puts the CAAPB at a point of possible part-time operation.

CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

BOARD MEMBERS

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M. Ann Buck, Vice-Chair

Don Grundhauser
Representative Matt Dean
David Lanegran
Senator Carla Nelson
Senator Benjamin Kruse
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Senator Gen Olson
Senator Ann Rest
Representative Morrie Lanning
Representative Diane Loeffler

ARCHITECTURAL ADVISORS

Thomas Blanck, RA - CAAPB Appointee
Rosemary McMonigal, AIA - AIA Minnesota Appointee
William Sanders, FASLA - Arts Board Appointee

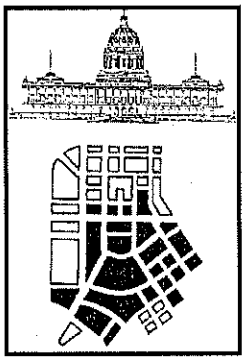
STAFF

Nancy Stark, Executive Secretary
Paul Mandell, Principal Planner, Zoning Administrator
Renita Dellwo, Accounting, Financial Officer & Administrative Assistant

LAYOUT and DESIGN of REPORT

CAAPB Staff

Critical to the CAAPB'S operations is its web page, **www.caapb.state.mn.us**, and the ability to maintain an easy flow of information to the public. All primary documents of the Board are posted on the site, as well as future Board meetings, zoning forms, items of architectural and zoning interests on a national level, and the Minnesota State Capitol Preservation Commission web page.



CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

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