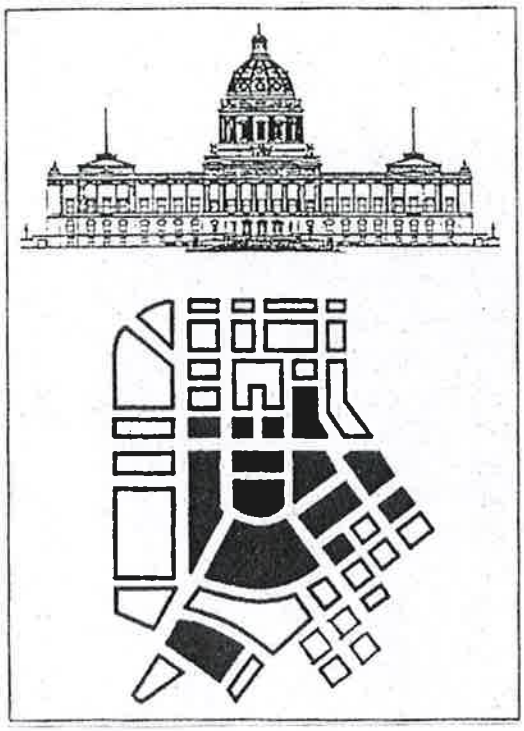
POLICY

For Commemorative Works in the Minnesota State Capitol Area

February 2012



CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

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AUTHORITY

Minnesota Statutes –Chapter 15B

15B CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

15B.01 PURPOSES OF THE BOARD.

The purposes of the Capitol Area Architectural and Planning Board are:

(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 which will be in keeping with the spirit of the original design.

15B.05 COMPREHENSIVE USE PLAN.

Subdivision 1. **Comprehensive Plan Required.** The board must have, and prescribe for the Capitol Area, a comprehensive use plan called the comprehensive plan in this chapter.

Subdivision 2. **Land Uses.** The comprehensive plan must show the current uses and recommend future uses of land including but not limited to:

(1) areas for public taking and use;
(2) zoning for private land and criteria for development of public and private land, including, but not limited to, building areas, open spaces, and monuments and other memorials;
(3) circulation of vehicles, transit, and pedestrians;
(4) utility systems;
(5) storage of vehicles; and
(6) elements of landscape architecture.

15B.21 RESPONSIBILITIES TO LEGISLATURE.

Subd. 3. **Testimony required.**

(a) The board must give testimony to the legislature on any proposal for a memorial in the Capitol Area.

(b) The testimony must deal with the proposal's compatibility with the standards, policies, and objectives of the comprehensive plan.

Section 1) THE ACT OF COMMEMORATION

The primary intent of a commemorative work (statues, monuments, or memorials) is to memorialize: to remember the cultural, social and political aspects of the lives of Minnesotans. Commemorative works are more than objects; they express ideas embodied in a variety of physical forms, events and locations. The role and responsibility of the commemorative work is two-fold:

1) To preserve and commemorate the diverse people of Minnesota and their values, and

2) To inform and enrich its urban context with an added meaning and significance.

Section 2) THE URBAN CONTEXT

Commemorative works can animate and inform the public realm, contributing not only to the identity of an urban area but also serving to articulate the urban fabric.

Throughout the Twin Cities, a variety of urban design frameworks exist which provide unique locations for a variety of types and subjects of commemorative works. The placement of commemorative works at key locations within these settings can serve to strengthen the connections between the Capitol Area, Saint Paul, the Capital City, and Minneapolis. The linked park system, designed by Horace Cleveland at the turn of the 20th century, is the largest of these concepts (reference Appendix a).

The uniqueness of Saint Paul and its primary landmarks—the Capitol, the Cathedral, and the downtown skyline—afford opportunities for commemorative works within this triangle. Within the Capitol Area, several design frameworks affect placement of commemoratives; these are listed in the following hierarchical order (reference Appendix b):

1) the 1998 Comprehensive Plan for the Capitol Area and the 2009 Comprehensive Plan Amendment (hereafter referred to collectively as the Comprehensive Plan),
2) the 1986 Design for the Completion of the Capitol Mall and the Mall Design Framework, and
3) small area plans, such as the Summit Park and East Capitol Area Design Framework Study for Urban Development, 1992.

Within the Capitol Area, there exists a plan that organizes spaces in a somewhat thematic manner, with greater clarity and more definition as one gets closer to sites on the Capitol Mall or those areas immediately surrounding the Capitol Building. These include:

- the upper Mall, between Cedar and Martin Luther King Boulevard for noteworthy executive, judicial or legislative leaders
- the lower half of the lower Mall, forming an area around the Veterans Services building for recognition of veterans and public safety efforts at keeping peace
- those lawn areas along John Ireland Boulevard for Minnesotans of importance
- those lawn areas along Cedar Street, south of Martin Luther King Boulevard for gardens recognizing special cultural achievements
- those areas to the immediate east or west of the Capitol, including Leif Erikson and Cass Gilbert Parks, for public assembly
- those open spaces along key vehicular, transit, or pedestrian approaches to the Capitol for temporary installations

Understanding and respect for the applicable design studies is imperative to the successful placement of commemoratives. They provide a structure for organized development, serving to prevent ad hoc decision-making.

Section 3) HISTORY OF COMMEMORATIVE WORKS IN THE CAPITOL AREA

Although Capitol Building architect Cass Gilbert had a vision for a tradition of commemorative works (statues, monuments, or memorials) in the Capitol Area, the first commemorative was not installed until 1912. This is the statue of Governor John Johnson located just south of the Capitol steps. A statue of Governor Knute Nelson followed in 1928, is also at these south steps.

The tradition came alive after World War II with the creation of the Veterans Service Building and the Court of Honor.

Some current Capitol Area commemorative works were contributed intact by sponsoring groups. Examples of these are works honoring Christopher Columbus (1931), Leif Erickson (1949), and Charles Lindbergh (1985).

More recently the State has been involved from the initial inception of a commemorative work's concept, through its siting and design, under the auspices of the Capitol Area Architectural and Planning Board (CAAPB). Examples of these are the Minnesota Vietnam Veterans Memorial (1992), the Roy Wilkins Memorial (1995), the Peace Officers Memorial (1995), the Korean Veterans Memorial (1998), the Woman Suffrage Memorial Garden (1999), the World War II Memorial (2006), and the Minnesota Workers Memorial (2010).

This renewed interest in memorials has accelerated to the point where it is necessary to develop an overall plan for orderly and appropriate development of future commemorative works in the Capitol Area. This plan will also stress the need to maintain the dignity of existing commemorative works (reference Appendix c).

Commemorative works do not have to solely be works of art; they can be events, ceremonies, or a grove of trees. In addition existing features or elements not now commemorative works could be dedicated and renamed. For example, the CAAPB's 1977 naming of Cass Gilbert Park in honor of the Capitol's architect. The reflecting pool at the Veterans Service Building, the freeway overpasses, other landscape features, unnamed state office buildings or installations within existing buildings might serve as new commemorative works.

Consideration should also be given to adopting elements of the Capitol Mall Design Framework as commemorative works (reference Appendix d).

A variety of commemorative works exists in the Capitol Area, yet they all have in common four primary functions:

- to memorialize, to cause remembrance,
- to inform, to inspire,
- to be of lasting historic and cultural significance, and
- to punctuate and enhance the urban landscape.

Section 4) THE ROLE OF THE CAAPB

The Capitol Area Architectural and Planning Board (CAAPB) is the planning and design review agency which makes decisions concerning the physical character as well as placement of commemorative works within the Capitol Area. In this capacity, the CAAPB must fulfill certain legal responsibilities concerning commemorative works (see MN Statutes 15B).

Included within these obligations are the responsibilities:

- to understand and respect the space limitations of the Capitol Area;
- to maintain the dignity and integrity of existing commemorative works;
- to create a framework for orderly and appropriate development of commemorative works in the Capitol Area, within the framework of its Comprehensive Plan;
- to serve as a resource to assist any individual, agency, or organization, including the Legislature, considering a commemorative work; and
- to select designs or designers as required by state law.

In general, Capitol Area commemorative works will not be approved if the CAAPB determines that the work is incompatible with its statutory responsibilities, the Comprehensive Plan.

Section 5) OBJECTIVES FOR COMMEMORATIONS

1) to be appropriately located, designed, and constructed.
2) to be of lasting significance for the people of Minnesota.
3) to reflect the diversity of Minnesota's people providing a rich experience broadening the understanding of Minnesota's heritage and culture.
4) to cooperate with other authorities to develop opportunities for proposed commemorative works which may be located outside the Capitol Area.
5) to assure the maintenance and operations of existing commemoratives through the establishment of a dedicated fund as described in Section 8, item #7.
6) that existing commemoratives within the Capitol Area found incompatible with CAAPB objectives and Comprehensive Plan policies may be considered for relocation.
7) that a proposal commemorating an individual will be considered only after the person has been deceased for at least ten (10) years.

Section 6) SITE SELECTION CRITERIA

The commemorative work should have a clear justification for its proposed location in the Capitol Area.

The CAAPB will determine site selection based upon these criteria:

1) Does the commemorative work's site fit the thematic organization for commemorative works in the Comprehensive Plan?

2) Will the commemorative fit within the organization of the Capitol Mall?

3) Will the commemorative work on this site provide an opportunity for urban design composition, that is, establish relationships with existing axes, vistas, entry points, and landmarks?

4) Is the site visible and accessible to the public? Are the levels of visibility and accessibility appropriate to the commemoration?

5) Will the utilization of this site interfere with, or encroach upon, any existing commemorative work?

6) Will selection of this site preserve and protect existing and proposed open space and its public use?

Additional issues may become apparent in the process of site selection for a specific commemoration, and thus should be considered. State land on the Capitol campus is under the custodial control of the Department of Administration. Administration should be consulted to determine if proposed sites impact maintenance and operations or opportunities for locating state facilities in the future.

Section 7) DESIGN CRITERIA

The following design issues will be considered when evaluating a proposal and during its design development:

A. LEGIBILITY AND MEANING: The intended message of the commemoration should be clear and understandable regardless of type or style of work. The work should convey meaning of enduring value for future generations.

B. APPROACHABILITY: Commemorative works should be designed to permit people to engage with them, and because they often are gathering points, they should be designed to provide amenities such as seating when appropriate.

C. SIZE AND SCALE: While the size of a commemorative work is usually a reflection of its importance, there should be a match between the size of the commemorative work, and adherence to the Capitol Mall Design Framework.

D. SPATIAL ENVELOPES: Freestanding commemorative works, through their presence, affect the territory in which they stand. The size of the surrounding spatial envelope should be considered since it is directly related to the scale of the work.

E. SETTING: The space surrounding a commemorative work should be designed to provide a compatible setting while respecting the surrounding mall landscape design, and intended public functions, not interfering with any existing commemorative work.

F. MATERIALS: Materials should be chosen for their durability, sculptural qualities, visibility and compatibility with their setting. Stainless steel is discouraged in favor of bronze for durability; for the same reason, granite, limestone and other real stone are preferred at all times or at least for any key or vertical elements of the commemorative. Every effort should be made to see that the flooring or surface material is also of the highest quality possible, such as stone. If concrete is used, special consideration should be given to color, texture, scoring, aggregate, and density.

G. VISUAL CONTEXT: Visual works are perceived in relationship to their context and thus their design and placement should consider such contextual issues as orientation, and background. Height and scale should be appropriate to the location on the mall.

H. CLIMATIC CONTEXT: The design of commemorative works and their settings should consider issues of sunlight and shade, wind, and the variety of Minnesota seasons.

I. EVENING ILLUMINATION: Commemorative works may be enhanced with night illumination integral to the work's design and not obtrusive to other works. The overall goal must be to make the space secure and safe for the visitor.

J. LANDSCAPE DESIGN: Commemorative works landscape design shall incorporate hardy, low maintenance plantings that are not prone to overgrowth.

K. CAUTIONARY NOTES: Due to limited open space, smaller commemoratives are encouraged. No element other than trees should exceed 20 feet in height, and incorporation of flagpoles or other structures is discouraged. Metal seating that could cause burns is not recommended. Water features and in-ground lighting are subject to a more substantial maintenance and operating fund (larger than the regular 20% of construction). Illumination must in no way compete with or distract from the sight of the Capitol Building. Primary focus is daytime use. Commemoratives to a single person are reserved for Minnesotans of importance.

Section 8) PROCEDURES FOR INITIATING AND IMPLEMENTING A COMMEMORATIVE WORK

The following procedures shall apply to any agency, individual or organization requesting the placement of a statue, monument, memorial or other commemorative work on public land in the Capitol Area.

The requesting agency, individual or organization (herein referred to as applicant) may request professional, technical and planning assistance from the CAAPB; payment for these services may be required by the CAAPB pursuant to state law, Minnesota Statutes 15B.17.

If an applicant is seeking state funding, it will need a legislative appropriation. It is recommended that an applicant seek this funding after the CAAPB has given site approval.

The following is a step-by-step description of these procedures:

1) The applicant requesting placement of a commemorative work on public land in the Capitol Area must submit a written proposal to the CAAPB's Executive Secretary. This proposal shall explain the nature of the commemorative work, the applicant's objectives, and describe any general programmatic needs for the commemorative. The CAAPB shall notify the Minnesota Department of Administration of the proposal.

2) If, as determined by the CAAPB staff in consultation with the Board's Architectural Advisors, the proposed commemorative work meets the requirements of OBJECTIVES FOR COMMEMORATIONS (Section 5), the CAAPB will proceed with a site selection study for the proposal, in consultation with the Department of Administration's review and comment on proposed sites.

3) Upon the CAAPB staff and Architectural Advisors recommendation of a site, the Board will consider site approval for a commemorative work in accordance with SITE SELECTION CRITERIA (Section 6), and also approve a design selection process to be executed by CAAPB staff in consultation with the Architectural Advisors, per Minnesota Statute 15B.10.

4) The Design Selection Process yields a design concept which then must receive Board approval. Also, pursuant to state law, at a phase of the development of the commemorative's design, the Board will review and approve the design in accordance with DESIGN CRITERIA (Section 7).

5) Construction of a commemorative work, even if the design has been given preliminary CAAPB approval, may not begin to progress through the stages of schematic design, design development, construction documents and bidding, all in cooperation with the Department of Administration, until sufficient funds have been deposited with the State to allow completion of the project as designed.

6) An amount equal to 20% of the total estimated construction cost shall be paid to the State to offset the costs of perpetual maintenance of the commemorative project. The funds shall be deposited into a revolving and dedicated fund established by the State.

Section 8) PROCEDURES FOR INITIATING AND IMPLEMENTING A COMMEMORATIVE WORK (continued)

The following outlines the general CAAPB approach to commemoratives described previously, from a proposal, concept inception, design, and through construction.

1) Applicants requesting a commemorative work on the Capitol Mall must submit a written proposal to the Board's Executive Secretary.

2) Proposal Submission and Acceptance:

   - scope and nature of commemorative
   - goals and objectives of commemorative
   - general programmatic needs, schedule, and estimated cost
   - CAAPB staff and Architectural Advisors approve proposal based upon Comprehensive Plan

3) Site Selection Study and Design Selection Process:

   - Architectural Advisors and CAAPB staff study and recommend a site based on the Capitol Mall Design Framework
   - Board gives preliminary approval to a proposal and recommended site
   - CAAPB staff and Architectural Advisors recommend a design selection process
   - Board approves the design selection process at the same Board meeting when approval is granted for a site

4) CAAPB staff executes the Design Selection Process:

   - Board either approves or disapproves the result of the process, which yield a design concept

5) Development of Design (following complete project funding)

   - Architectural Advisors and CAAPB staff review schematic, design development, and construction documents as project develops
   - Technical reviews by others are done prior to Board approval
   - Board approves a phase of the design as it develops (typically prior to completion of design development)

6) Construction

   - 20% of construction cost set aside for future maintenance
   - CAAPB staff in consultation with Architectural Advisors and the Department of Administration must approve any change orders that alter design elements

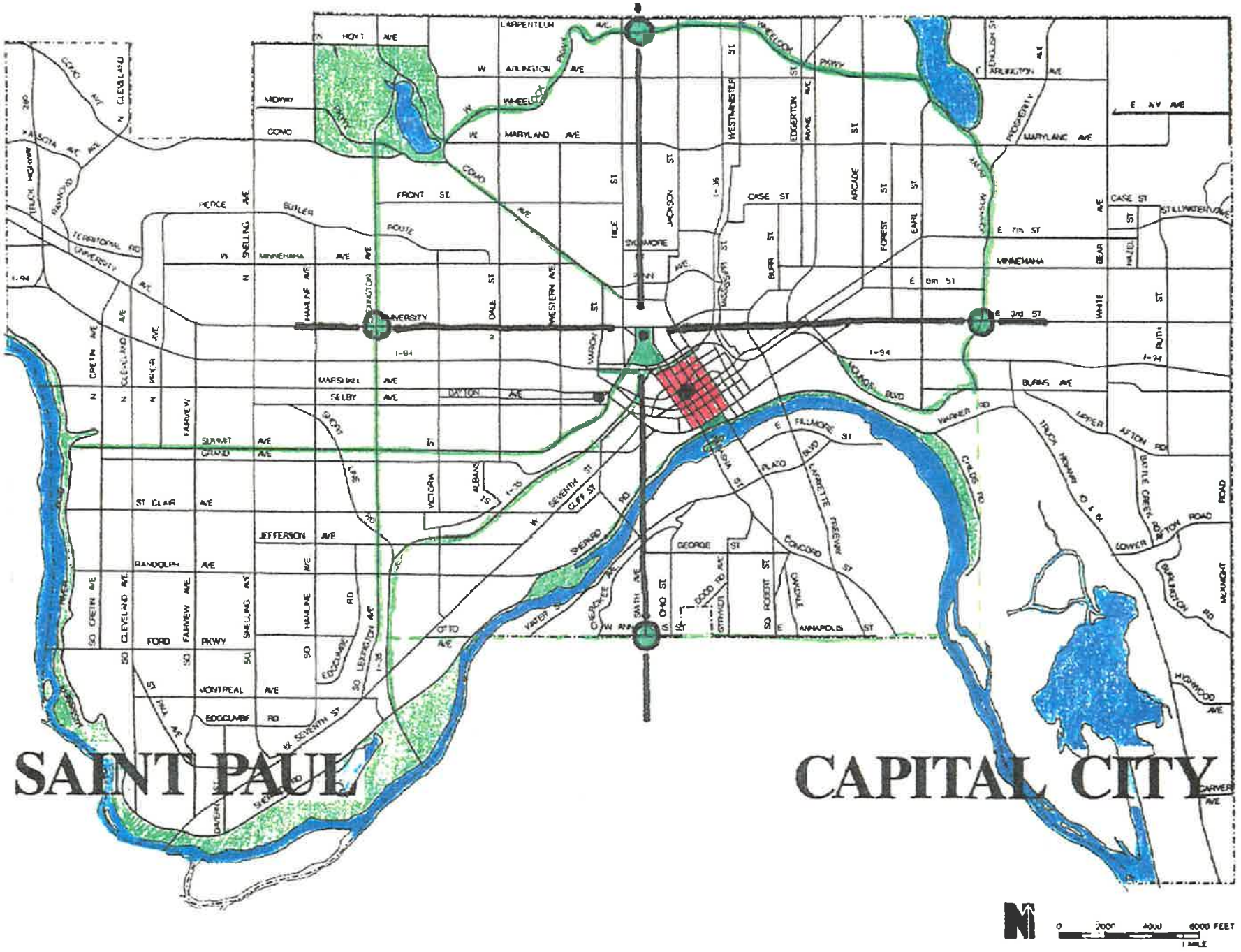
Section 9) APPENDIX

a. Saint Paul-Capital City Map

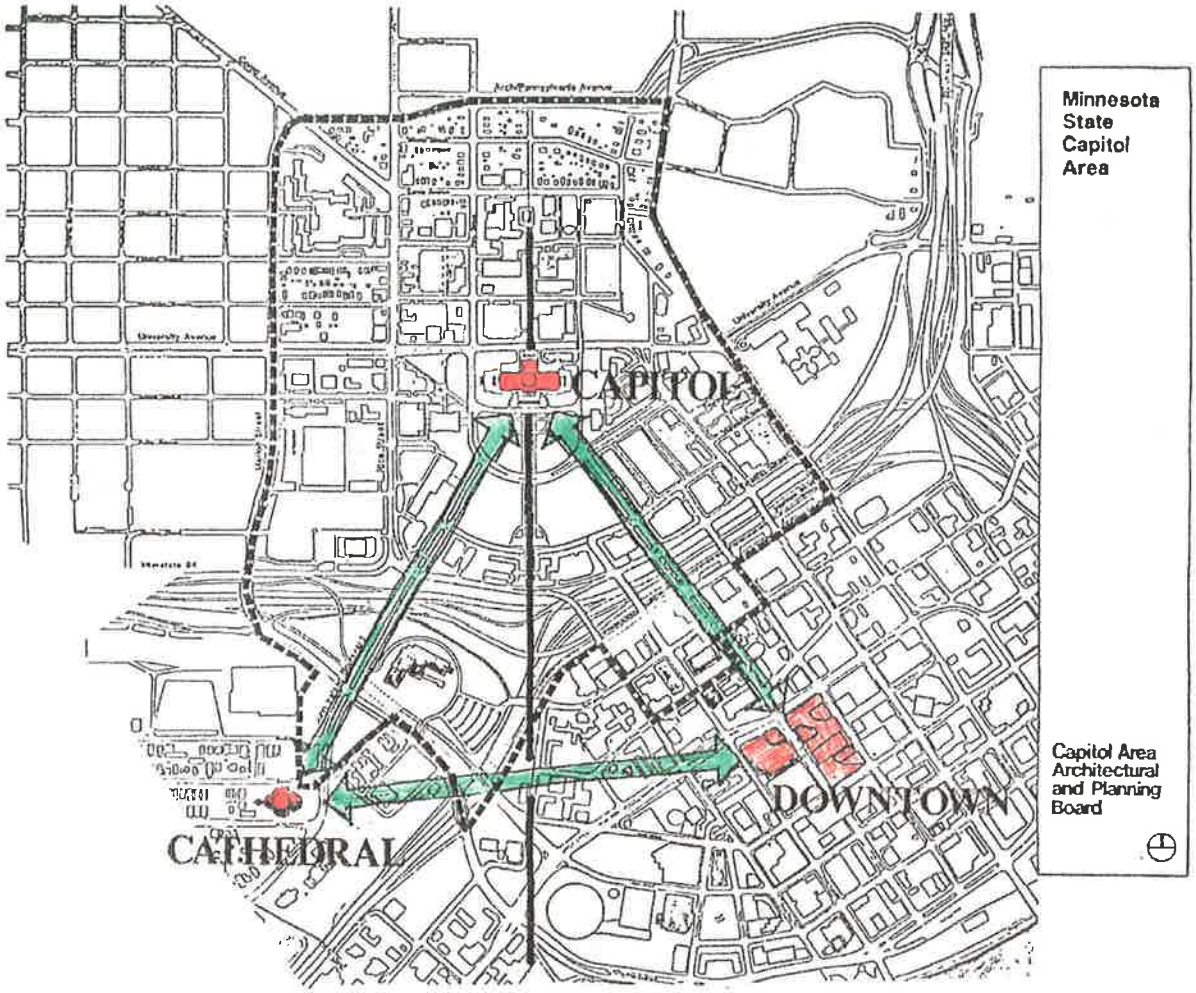
b. Minnesota State Capitol Area: The Symbolic Triangle

c. Commemorative and Non-Commemorative Public Art in the Capitol Area

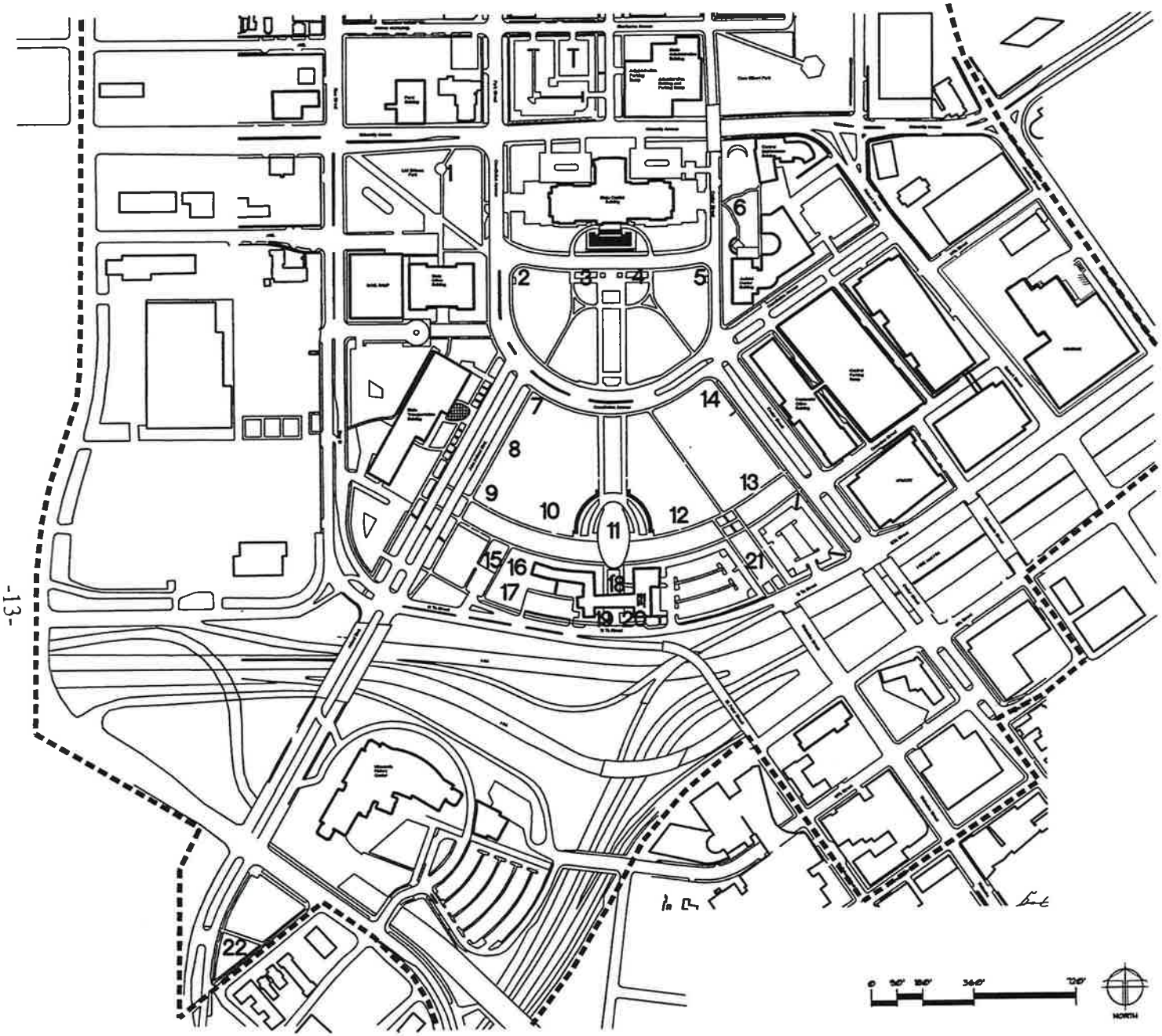
d. Capitol Mall Design Framework Map



SAINT PAUL - CAPITAL CITY MAP



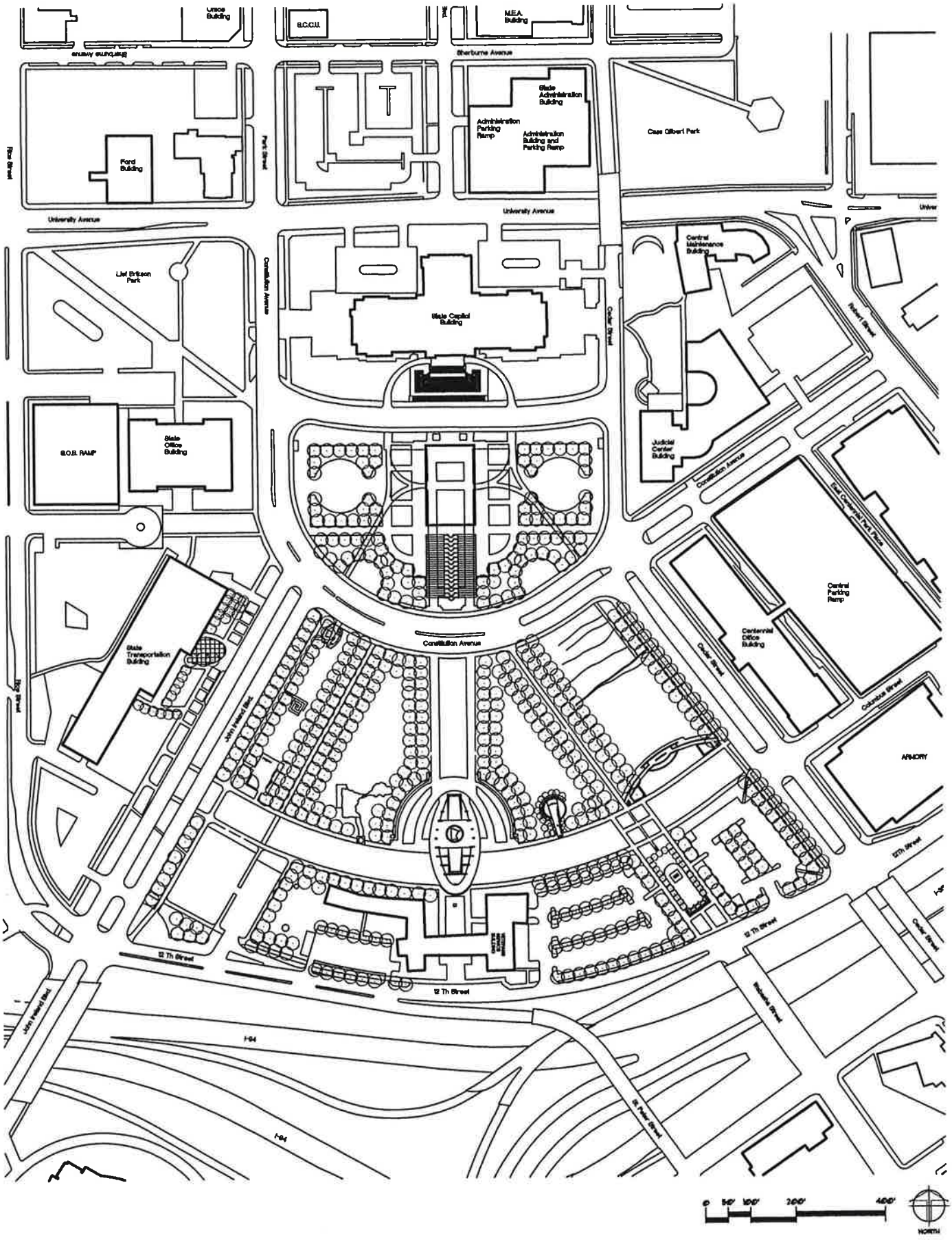
MINNESOTA STATE CAPITOL AREA: THE SYMBOLIC TRIANGLE



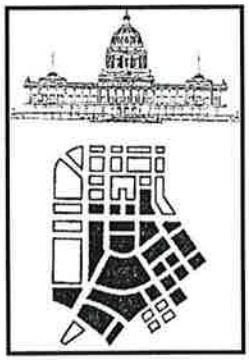
LEGEND:

1. Leif Erickson
2. Floyd B. Olson
3. Governor John A. Johnson
4. Governor Knute Nelson
5. Christopher Columbus
6. East Capitol Plaza
7. Hubert H. Humphrey Memorial
8. Lindberg Memorial
9. Roy Wilkins Memorial
10. Vietnam Veterans Memorial
11. WW II Veterans Memorial
12. Korean War Veterans Memorial
13. Minnesota Workers Memorial
14. Woman Suffrage Memorial
15. Fire Fighters Memorial
16. Monument to the Living
17. USS Ward
18. The Promise of Youth
19. Earthbound
20. Liberty Bell
21. Minnesota Peace Officers Memorial
22. Civil War Monument

COMMEMORATIVE AND NON-COMMEMORATIVE PUBLIC ART IN THE CAPITOL AREA



CAPITOL MALL DESIGN FRAMEWORK MAP



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