Capitol Area Architectural and Planning Board

Biennial Report
FY 2016 – 2017

“We built the State Capitol on the theory that nothing was too good for Minnesota.”
- Cass Gilbert, Architect, January, 1901
The Statutory Purpose and Authority of the Capitol Area Architectural and Planning Board

The Capitol Area Architectural and Planning Board (CAAPB), first established as a Commission, was created by the 1967 Legislature. One of the CAAPB's primary statutory responsibilities is to prepare a comprehensive 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.

Per MN Statute 15B, the statutory purpose for the Capitol Area Architectural and Planning Board, hereafter referred to as the CAAPB or the Board, 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.

3) Develop proper approaches to the Capitol Area for pedestrian movement, the highway system, and the mass transit system, so that the area achieves its maximum importance and accessibility.

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

In 2017, the CAAPB entered its 50th year.
Responsibilities of the CAAPB

Major activities of the Capitol Area Architectural and Planning Board, as described in Statute 15B, include:

A. **Land Use Planning.** Prepare, prescribe, and from time to time amend a comprehensive plan for the Capitol Area which shall show existing land uses and recommend future uses including: areas for public taking and use; zoning for private land and criteria for development of public land, including building areas and open spaces; monuments and other memorials; vehicular and pedestrian circulation; above grade utilities systems; vehicular storage; and elements of landscape architecture. As the governing body, the CAAPB is responsible for the physical development of the Capitol Area. This means that projects are planned long-term based on CAAPB’s 1998 Comprehensive Plan for the Minnesota State Capitol Area (amended in 2009) and the Rules Governing Zoning and Design for the Minnesota State Capitol Area (revised in 2009).

B. **Zoning.** Regulate, by means of zoning regulations adopted pursuant to the Administrative Procedures Act, the kind, character, height, and location of buildings and other structures constructed or used, the size of yards and open spaces, the percentage of lots that may be occupied, the uses of land, buildings, and other structures within the area, and establish rules and regulations for the erection of advertising devices within the boundaries of the Capitol Area. The Rules Governing Zoning and Design for the Minnesota State Capitol Area include design guidelines, review procedures, and standards for proposed construction in the Capitol Area.

C. **Design Review.** Include, in its zoning rules, design review procedures and standards with respect to any proposed construction activities in the Capitol Area significantly affecting the dignity, beauty and architectural integrity of the area. State agencies and other public bodies considering Capitol Area projects must consult with the Board before developing plans. Funds for the Board's design review and planning services must be provided by the public agencies if the Board determines its services are necessary; the Commissioner of Finance shall set aside funds for the Board's consulting services from the appropriation when a state agency plans and constructs any capital improvement in the Capitol Area.

D. **Architectural Competitions.** Secure by design competition, plans for any new public building. The Board shall determine the need for competitions for projects estimated to cost less than $1,000,000.

E. **Approve Public Construction.** Approve, as to conformity with the Comprehensive Plan and requirements for competition, all plans for building or altering public buildings, streets, parking lots, monuments, or other construction on any public lands within the area and approve, in writing, plans for substantial alterations or improvements to public lands or building in the area.

F. **Recommend Capital Improvements.** Recommend to the Governor and Legislature a program of capital improvements and site development. For capital budget proposals in the Capitol Area, the Commissioner of Administration must consult with the Board regarding building sites and design standards. The Board shall provide to the Governor and Legislature a statement as to the request's impact on the Capitol Area and its compatibility with the Comprehensive Plan for the Capitol Area. The CAAPB shall also provide testimony to the Legislature on proposals for memorials in the Capitol Area as to their compatibility with the standards, policies, and objectives of the Comprehensive Plan. *(Reference: Policy for Works of Art in the Minnesota State Capitol, 2015)*.

G. **Capitol Building Standards.** Prepare, prescribe, and from time to time revise standards and policies governing the repair, alteration, furnishing, appearance, and cleanliness of the Capitol Building. *(Joint responsibility with the Commissioner of Administration.)* In addition, jointly with Minnesota Historical Society, approve the design, structural composition and location of all monuments, memorials or works of art presently in or proposed for the public and ceremonial areas of the State Capitol.

H. **Urban Design.** Develop and maintain an urban design framework so as to assure that St. Paul is a preeminent capital city, and that its capitol area is an integral part of the city.

*This document was last updated on January 10, 2017.*
The CAPITOL AREA

Map showing the statutory boundaries of the Capitol Area Architectural and Planning Board (CAAPB)

Updated Jan 2017
Profile of the CAAPB

Structured for the Sharing of Power

By Statute, the Board has twelve members and is chaired by the Lieutenant Governor. There are four members appointed by the Governor, three members appointed by the Mayor of Saint Paul, two members appointed by the President of the Senate, and two members appointed by the Speaker of the House of Representatives. By law, an Advisory Committee of three architectural and/or landscape design professionals is required to advise the Board on all architectural, planning, and landscaping matters that affect the Capitol Area. There are three full-time staff who serve the Board at this time. The Board normally meets every two to three months, or at the call of the Chair.

Ongoing Mission to Ensure the Highest of Standards

The Board, Executive Secretary and staff have the year-round duty to review or approve issues directly affecting zoning, planning, development, and/or design within the 60-block area of the jurisdiction of the Board. The Board’s 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, regional agencies, neighborhood planning organizations, district councils, development groups, private-sector architects, engineers, and developers.

State agencies and other public bodies who consider building projects in the Capitol Area are required to consult with the Board before they develop plans. Designs for new public buildings and memorials are obtained through architectural competitions. In addition, the Board must review and approve all plans for substantial alterations and/or improvements to public lands, infrastructure, parking facilities and buildings in the Capitol Area. The Board coordinates the implementation of major public projects in the Capitol Area, most recently, the Central Corridor Light Rail Transit (The Green Line).

The State Capitol Building is the most important building in Minnesota. 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 in regard to the historic fidelity of the planned changes. The Board also shares responsibility with the Department of Administration for developing standards for the repair, alteration, appearance, furnishing, and general maintenance of the Capitol’s public and ceremonial areas. These standards are binding upon the Department of Administration.

In developing the Policy for Works of Art in the Minnesota State Capitol (adopted in 1998 and updated in December 2015), the Board also shares responsibility with the Minnesota Historical Society for the design, structural composition, and location of artwork within the public and ceremonial areas of the Capitol Building.

In February 2012, the Board adopted a Policy for Commemorative Works in the Minnesota State Capitol Area, providing guidance for the consideration and design of statues, monuments, memorials, or other commemorative works within the Capitol Area.
Preservation of the Capitol Building

One hundred and twenty one years ago, a Board of State Capitol commissioners came together to make a 100-year decision by constructing one of the greatest State Capitol buildings in the United States. Six years ago, with the future of the Capitol at stake, the State of Minnesota had a similar opportunity. The State Legislature stepped up, not only to preserve the past, but to protect and to assure the Capitol’s future.

The State Capitol Preservation Commission was established during the 2011 legislative session. Chaired by the Governor, its membership includes legislative, agency, and public members charged to:

- Develop a comprehensive, multi-year, pre-design plan for the restoration of the Capitol Building; review the plan periodically, and, as appropriate, amend the plan.

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 State Capitol Preservation Commission Comprehensive Master Plan in 2012. The report established that the Capitol Building was at a “tipping point,” where restoration was seen as critical to extend the life of the building. Restoration focused on actions to fix the building guided by the following principles and imperatives:

- The architectural integrity of Cass Gilbert’s design must be respected.
- The functions of the Capitol Building must be improved to support government processes.
- Life safety and security must be addressed.

The Comprehensive Master Plan 2012 restated the immediate need to upgrade both infrastructure and technology systems, repair exterior stone, provide accessibility for visitors and occupants, and support better organization of space for government to operate.

The Legislature, following the Preservation Commission’s approval of the Comprehensive Master Plan 2012, supported the restoration of the Capitol Building with $310 million worth of funding.

Images on following pages:

A. Overlooking old Aurora Avenue and Mall from Capitol steps, newly restored as a pedestrian plaza.
B. View from crane looking eastward over the Capitol Dome.
C. The new basement level central space directly below the Rotunda.
D. Supreme Court Justice’s vesting room.
E. Fully restored ‘Civilization of the Northwest’ in the Rotunda.
F. Restoration work on Walker’s ‘The Sacred Flame’ above the West Grand Stairs.
G. North wing stone work and new scrolls early on in the repair project.
H. Newly restored painting of the ‘The Fifth Regiment at Battle of Corinth’.

Restoration Activities

The CAAPB, as a steward of the Capitol Building, takes its charge seriously. The CAAPB has continued to monitor progress of the Capitol Building Project to make sure that all design and budget decisions serve the public. Exterior projects included the following necessities:
Stone Repair
The Capitol’s exterior façade is made of Minnesota Diamond Pink granite at its base and white Georgia marble from the base up. An investigation found, among other things: long-term water infiltration saturating the masonry behind the marble, stone and brick damage caused by the freeze-thaw weather cycles, corrosion of the material used to anchor the stones to the building, and shifting stonework. The marble on the façade of the Capitol Building will continue to age, weather, and deteriorate. The efforts to preserve the existing, historic building materials will be ongoing. No repair can be considered permanent, and future restoration work (repair and replacement) will be required as conditions change and the marble continues to age. Understanding the mechanisms behind the deterioration, and tracking the progression of the decay of the marble over time, is critical for developing the predictive modeling needed to create effective maintenance schedules and to lay the foundation for future restoration work. The stone repair work was completed in October 2016.

Dome Repair
The interior of the dome above the Rotunda is now mechanically ventilated. Inside the Rotunda the surrounding lunettes were restored and all windows replaced.

Restoration of Natural Light
The Capitol has 242 exterior windows, 12 additional drum-windows replaced in 2012, 39 skylights and French doors. The replacement of the aluminum windows with wood windows, a smarter investment and more compatible with the Capitol Building design, was coordinated with the exterior stone repair.

For More Information on Capitol Restoration Projects
Detailed information of the State Capitol Preservation Commission and current work by the project management team can be found on these websites:
http://mn.gov/capitol/preservation - or - http://mn.gov/caabpb
Photos: http://www.flickr.com/photos/capitol-restoration

Accessibility Improvements and Expansion of Public Areas
A major change and clear improvement inside the Capitol Building was pairing of men and women’s restrooms at the same location on each floor, next to family restrooms. In addition, with the construction of the new Senate Building, close to 30,000 sq. ft. of new public spaces have been opened up. As envisioned in the Comprehensive Plan and in prior Capitol restoration efforts, these spaces, predominantly on the east wing of the third floor and in the central areas of the basement, were opened up with the complete rebuilding of the Capitol’s mechanical and electrical systems.

On the outside, one hundred and fifty three parking spaces immediately surrounding the building have been eliminated in recognition of security needs. The parking has been replaced with open space and a pedestrian plaza in the front, with allowance for the needs of emergency vehicles. This returned the front approach to much of what has been envisioned by Cass Gilbert.

Art Restored
With infusion of extra funds from both bond monies and the Legacy Fund, much of the fine art not included in the original scope was moved forward due to advocacy of the CAAPB and Minnesota Historical Society. The twelve lunette Zodiacs at the top of the Rotunda were repaired and restored, as were the four large murals just below the great windows in the Rotunda, titled ‘Civilization of the Northwest’. The two paintings at the top of the East and West Grand Staircases, (by Cox and Walker), the two large canvas murals in the Senate Chamber, as well as the four murals in the Supreme Court (LaFarge) were also all cleaned and fully restored. Lastly, the six commissioned paintings in the Governor’s Reception Room (two of Native Americans – to be relocated elsewhere in the Capitol with better interpretation, and four Civil War scenes) along with two framed paintings in the Governor’s Anteroom, depicting additional Civil War scenes, were all fully restored.

This document was last updated on January 10, 2017.
Other Major Improvements to the Capitol

Memorials

The last two years have witnessed the completion of three new memorials to the Capitol Mall; the Minnesota Military Family Tribute, the Minnesota Workers Memorial, and the Minnesota Memorial to Special Forces in Laos. Ongoing maintenance of all these assets of the State of Minnesota is critical. The CAAPB and the Department of Administration have a policy that requires new memorial/commemorative project budgets set aside 20% of the total construction budget for future maintenance and repair. There is a critical need to establish long-term maintenance-and repair-funding for existing memorials, and the CAAPB has supported the Department of Administration’s 2016 capital budget request of $2.4 million for full restoration of all memorials.

New Minnesota Senate Office Building

A new legislative office building with 155,000 square feet, three large hearing rooms and below-grade parking ramp was constructed, and now serves all 67 State senators and staff. Designed by BWBR and Jon Pickard of Pickard Chilton, the building is connected to the new tunnel under University Avenue. It hosts a loading dock that serves the Senate Building and the Capitol and has secured access off Sherburne Avenue. The four-story building needed a height variance from the CAAPB as its penthouse was 15 feet higher than permitted (set to the cornice of the Capitol Building). It was built with granite and limestone on the façades facing the Capitol; with pre-cast to match the stone elsewhere.

New Structured Parking Facilities

In 2013, a parking needs assessment survey of State employees on the campus was conducted by the Department of Administration. A study of three new parking ramps was conducted. As a result, Lot F ramp west of the Transportation Building was constructed for 535 spaces, resulting in a net gain of 421 spaces for staff, the public, and public disability parking. As part of the new Minnesota Senate Office Building (described above), a decked, below-grade parking ramp was built with 265 spaces, including 25 public disability parking spaces, with a net gain of 77 spaces. The result of all these parking changes, including those on the block of the Capitol Building, was a total net gain of 345 spaces.
Comprehensive Plan-ning is Underway for the Capitol Area

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15B.05 COMPREHENSIVE USE PLAN  Subdivision 1. Comprehensive plan required. The board must have, and prescribe for the Capitol Area, a comprehensive plan. Subdivision 2. Land uses. The comprehensive plan must show the current uses and recommend future uses of land including, but limited to:

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

CAAPB staff has initiated a series of overlapping planning projects in the Capitol Area that will form the components of a new unified Comprehensive Plan for the Minnesota State Capitol Area. Following its approval, the Rules for Zoning and Design in the Capitol Area will be updated to bring zoning rules into conformance with the new comprehensive plan policy document.

Components Contributing to Comprehensive Plan:  
Rice Street Commercial Vitality Zone (see below)  
Rice Street Redesign (led by Ramsey County)  
Capitol Area Travel Demand Management (TDM) Project (see below)  
Saint Paul Comprehensive Plan Update (led by City)
Design Principles for Building Frontages (see next page)

Anticipated timelines:
strategic planning begins 2017  
early studies underway in 2016  
Phase I began December 2016  
2016-2018  
begin 2017 (see Zoning, next page)

Rice Street Commercial Vitality Zone (CVZ)

CAAPB Staff is working with City of Saint Paul Planning & Economic Development (PED) to conduct planning for Lower Rice Street, powered by the City of Saint Paul’s Commercial Vitality Zone (CVZ) Program. The area of focus is the four blocks of the Rice Street commercial corridor from University Avenue to Pennsylvania. The outcome of the Predevelopment stage is formation of a larger strategy that would compete with other Saint Paul CVZ’s for larger public investment aimed at incentivizing reinvestment and redevelopment.

Capitol Area Travel Demand Management (TDM) Project and ‘Smart Parking’ Infrastructure

CAAPB Staff is working with representatives of the Department of Administration, Metro Transit, Saint Paul Smart Trips and the City of Saint Paul PED on a long range multi-phase project focused on better understanding the supply and demand for workforce commuting choices and parking in the Capitol Area. Phase I of the project is focused on Lower Rice Street municipal funding from the City for a Phase I of the work focused on parking counts and commuting patterns affecting institutions and businesses along Rice Street. Regional funding for later phases will expand to look at the broader commuting patterns of workers throughout the entire Capitol Area. The work will begin with a review of still valid state policies for the Capitol Area that date back to the 1990’s, including renewal of efforts to achieve a goal first set in the 1993 Strategic Plan for Location of State Agencies to reduce to 50% the number of State of Minnesota employees commuting via single-occupancy vehicles (SOVs).
On the parking supply side, CAAPB is researching short and long range strategies to address the proportion of surface parking lots vs. structured parking lots in the Capitol Area. The long standing dialogue surrounding the issue will be renewed among stakeholders, including: proactive engagement and collaborative planning with Department of Administration and other Capitol Area institutions, review of zoning tools, cost incentives/disincentives, smart land use planning, and direct engagement/encouragement of landowners and developers in alternatives such as midblock shared facilities, day/night shared parking and TDM planning for workers and residents. Comprehensive Plan policy issues that will be reviewed include allowed parking ratios, impacts of FAR minimums, policies requiring the highest utilization of land, implementation/interpretation of the Cass Gilbert vision, Rice Street Station Area Plan, before/after analyses of the existing Comprehensive Plan against Leadership in Energy and Environmental Design - Neighborhood Development (LEED-ND) rating system and other national walkability standards, and the interpretation and review of CAAPB’s statutory purpose (see page one).

As we welcome increased vitality in the Central Corridor and Downtown Saint Paul, the pressure for redevelopment will rise near the Capitol along Rice Street, at the Capitol/Rice Station Area and on the Sears site. The recipe developed in the new Comprehensive Plan will likely be a very intentional mix of parking demand management projects (see above) combined with continued smart investments in vertical structured parking solutions integrated into redevelopment projects.

The continued provision of safe, convenient and affordable parking for Capitol Area workers and visitors will demand continued collaborative creativity on both the supply and demand sides of the commuting equation.
Zoning & Design Review

The Capitol Area Architectural and Planning Commission was created in 1967 to restore a higher standard of quality to the Capitol Area (comprised of 60 blocks surrounding the Capitol Building), after buildings deemed architecturally inappropriate to the Capitol Area were built in the 1950’s and 1960’s. In 1974, the Legislature added zoning authority and changed the Commission to a Board.

This higher standard of architectural design quality has been accomplished in part by means of a Comprehensive Plan, which was developed with input from stakeholders, such as state agencies, the City of Saint Paul, and the general public; the plan is reinforced by the Rules Governing Zoning and Design for the Minnesota State Capitol Area. The Legislature intended that the Board be comprised of gubernatorial, mayoral, and legislative appointees; and that the Board report directly to the Legislature, unfiltered by any party, special interest group or person, and thus remain protected from political influences.

The structure and size of the CAAPB helps to make its operations effective and cost-efficient, as well as transparent, accessible, and sensitive to input from the public. CAAPB zoning rules, as of the 2009 rewrite, have strengthened the implementation of the design guidelines.

CAAPB Staff will begin to address administrative improvements to the zoning process in this biennium:

- The reformatting of zoning permit application forms for ease of navigation and to clarify intent of key rules.
- A review of permitting fees, modernizing the rates to reflect the costs of processing.
- Development of Illustrated Design Principles for Building Frontages, further clarifying the intent and flexibility of performance based design criteria in the 2009 Rules Governing Zoning and Design for the Minnesota State Capitol Area. This will serve as a visual guide and checklist useful to Advisors when reviewing a project.

Operations and Budget of the CAAPB

In December 2011, the CAAPB was one of several agencies asked to prepare a report for the Sunset Advisory Commission on the efficiency and effectiveness of the agency’s operations. The report template addressed similar operational questions for each agency with special emphasis on priority-based budgeting (sometimes referred to as zero-based budgeting). The Sunset Advisory Commission ruled the Capitol Area Architectural and Planning Board satisfied all requirements for continued operation. The CAAPB’s base budget is appropriated from the State’s General Fund. The Board's base budget is as follows:

- Salary and benefits 75%
- Rent 14%
- Business operations 7%
- LAN and IT charges 4%

In the course of daily operations, the agency’s level of activity outside of CAAPB control is contingent upon trends or projects that require Board review or approval. With developing technologies, there is the potential need to also upgrade CAAPB planning tools and the agency’s ability to receive and transmit communications from external private and public entities. The CAAPB believes that its operation contributes to the statewide outcome of efficient and accountable government services.

Without infusion of new money for FY 2018-2019, the CAAPB would likely move into part-time operation.
The CAAPB Celebrates 50 Years

As the Capitol Area Architectural and Planning Board observes its 50th Year in 2017, it is instructive to look back to the Board’s first Comprehensive Plan (1970) and it’s earliest Biennial Report and assess what has been accomplished in five decades.

- Redesign of all bridges over Interstate 94/Interstate 35E linking the Capitol Area with downtown St. Paul.
- Construction of the Minnesota History Center and the Judicial Center, designs which were selected through CAAPB-sponsored competitions.
- Capitol Mall development, including the following memorials: Vietnam, the Korean War and the World War II Veterans Memorials, the Women’s Suffrage Memorial Garden, the Worker’s Memorial and the Military Family Tribute that help to attract thousands of visitors each year.
- Extensive involvement in development and implementation of the Saint Paul on the Mississippi Development Framework.
- Construction of the Stassen Revenue Building and accompanying 900 car parking ramp in 1997, developed through a design-build method, a new Ag/Health Office Building and Lab Building, and the Elmer Anderson Human Services Building, immediately south of the Interstate 94/35E, as well as several parking structures and in 2016, and the Minnesota Senate Office Building.
- Redesign of all lighting for streets and walkways to improve the safety provided by street lighting, and to establish pedestrian-scale lighting along all walkways.
- A completely new system of architectural lighting for the Capitol Building with improved effectiveness and efficiencies.
- Enhancement to the Capitol Heights neighborhood north of the Capitol by adding 25 rowhouses on the former Lot V parking lot.
- Planning, design and implementation of Green Line light rail train (LRT) through the Capitol Area, along with construction of the Capitol/Rice, Robert St., and 10th/Cedar St. LRT Stations.
- Since the mid-1980s, $68 million in exterior restoration, stabilization and limited interior restoration of the Capitol Building, including restoration work to the dome and lantern, the rebuilding of exterior terraces, cafeteria restoration, and restoration work in the Supreme Court, Senate and House chambers.
- Completion of the Minnesota State Capitol Predesign Study in June 2001, for interior restoration of the Capitol Building.
- Commencing in 2011, partnering with the Department of Administration and the Minnesota Historical Society, complete restoration of the State Capitol Building, both exterior and interior, with conversion of over 30,000 square feet of space to new public spaces, totaling $310 million.
- Regular updates and rewrites of “The Comprehensive Plan for the Minnesota State Capitol Area” and an award winning, form-based “Rules for Zoning and Design for the Minnesota State Capitol.”
CAPITOL AREA ARCHITECTURAL AND PLANNING BOARD

Board Members
Chair: Lieutenant Governor Tina Smith
Vice-Chair: Mary Ann Buck
Representative Matt Dean
Representative Raymond Dehn
Jon Fahning
Elaine Fink
Don Grundhauser
David A. Lanegran
Ted Lentz
Greg Mathis
Senator Carla Nelson
Senator Sandy Pappas

Architectural Advisors
State Arts Board Appointee:
Bryan Carlson, FASLA
CAAPB Appointee:
Denita Lemmon, AIA, CARB, LEED AP
AIA Minnesota Appointee:

Staff
Paul Mandell, Executive Secretary - Celebrating 30 years with CAAPB in 2017 (November 1987 – present)
Peter Musty, Principal Planner and Zoning Administrator (July 2016 - present)
Angie Theis-Kelly, OAS Intermediate (January 2017-present)

With Appreciation

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