

Capitol Area Architectural and Planning Board

204 Administration Building
50 Sherburne Avenue
Saint Paul, Minnesota 55155
(651-296-7138)

A. HISTORY OF THE MINNESOTA STATE CAPITOL AREA

(Prepared for the Capitol Area Architectural and Planning Board by Gary Phelps. Gary Phelps is a historical researcher and writer who has worked for both the Minnesota and the Ramsey County Historical Societies.)

The Capitol Area Architectural and Planning Board is responsible for the architecture, land use planning and zoning within the Capitol Area of St. Paul. The board is composed of ten members: four members appointed by the governor, three members appointed by the mayor of Saint Paul, and one member each appointed by the Senate and the House of Representatives. The lieutenant governor serves as chairperson.

The purpose of the board is to preserve and enhance the dignity, beauty, and architectural integrity of Minnesota's Capitol Area. The board achieves its purpose by maintaining a comprehensive use plan that establishes a flexible framework for growth yet retains the spirit of the area's original design.

The board recommends specific public improvements consistent with that plan; conducts architectural competitions of the design of public buildings within the capitol area; and regulates public and private development through the administration of a zoning ordinance and design controls.



The veterans war memorial and approach from park Place from a 1907 rendering. Park Place occupied a prominent hill which was later obliterated by the construction of I-94 in the 1960s.



A view from the Capitol steps toward the veterans war memorial. The statues of pioneer man and pioneer woman replace Johnson and Nelson.



A rendering of the Johnston, Nelson and Nichols plan of 1944 prepared for the Saint Paul City Planning Board. Even at this early date, the freeway was a significant consideration. The plan shortened the approach to the north side of Park Place, terminating the Seven Corners approach with a state veterans building.

A. History of the Minnesota State Capitol Area

B1. Contents

B2. Acknowledgements

C1. Introduction

C2. Selection of the Capitol Site

C3. Report of Fowble and Fitz on the Capitol Site

C4. Early Development Plans and Problems

D1. Gilbert's 1902 Plan

D2. Gilbert Suggests a War Memorial and Places Burden on Saint Paul

D3. Gilbert's 1903 Plan

D4. Gilbert's 1904 Memorandum

D5. Gilbert's 1906 Plan Published by the City of Saint Paul

D6. Gilbert's 1907 Drawings and Plans

D7. Capitol Grounds Commission Created

D8. Gilbert Requests Appointment as Capitol Grounds Architect

D9. Gilbert's 1909 Plan

E1. Nolen and Comey's Plan for Saint Paul, 1911

E2. Land Acquisition and Historical Society Construction

E3. War Memorial Planned, 1919-1923

E4. Bennett and Parsons' Plan for Saint Paul, 1922

E5. Capitol Grounds Commission Abolished

E6. State Office Building Controversy

F1. Gilbert's 1931 Plan

F2. Other Events During the 1930s

G1. Plans for Post-War Development

G2. Johnston/Nelson/Nichols Plan, 1944

G3. State Veterans Service Building Commission Created, Funds Appropriated

G4. Nichols/Nason Plan, 1945

H1. Brief Chronology, 1950-1967

H2. Legislative Building Commission

H3. The Capitol Area Architectural and Planning Commission

I. Notes

B2. ACKNOWLEDGEMENTS

The author gratefully thanks the staffs of the Minnesota Historical Society Division of Archives and Manuscripts, the MHS Reference Library, the MHS Audio-Visual Library, the Ramsey County Historical Society, the Saint Paul Public Library, the James J. Hill Reference Library and the Capitol Area Architectural and Planning Board.

All photographs are from the collections of the Minnesota Historical Society and the Ramsey County Historical Society.

C1. INTRODUCTION

Few people have shown as much dedication to the state and city of their youth after leaving them as Cass Gilbert did for Minnesota and Saint Paul. Although he'd moved to New York two years earlier, between 1901 and 1903 he lobbied Andrew Carnegie to provide a new public library for Saint Paul. He also spent years attempting to win support for an approach and grounds worthy of the State Capitol that he had designed. His plan for the approach involved a minimum of clearance spread out over a period of years.

Cass Gilbert's vision for the Capitol grounds and approaches was not a static one. His ideas evolved over time and responded to new opportunities readily available early in the century. Subsequent developments and plans have sometimes built upon his vision and other times obliterated its potential, but the spirit of Gilbert's idea remains alive to guide future projects involving "Minnesota's front lawn."

This history of the Capitol approach and grounds then, is meant to provide a firm understanding of the events and thinking that shaped the Capitol Mall as it exists today. Whether mitigating the effects of misplaced "improvements" or bringing earlier proposals to fruition, it is hoped that future development of the Capitol grounds will match Gilbert's inspiration while fulfilling today's needs.



Cass Gilbert standing on the partially constructed state capitol building in Saint Paul, May 9, 1901.

C2. Selection of the Capitol Site

On April 3, 1891, the Minnesota Senate by resolution created a committee to determine whether a new capitol building was necessary and if so where it should be located. This committee reported to the following legislative session (on February 3, 1893) that a new Capitol Building was necessary and that the current Capitol Square was the most eligible site for a new building. However, the committee resolved that if the current site did not meet needed space requirements, "ground adjacent to the present square be obtained. If, however, the committee should advise a removal in order to obtain a greater area that may be more practicable than at the present location or secure a more conspicuous situation we recommend on account of public convenience that the new site shall not be more than three quarters of a mile distant from the present capitol."(1)

Why would the committee select a distance of three-quarters mile from the existing building? "Public convenience" may have referred to the desirability of locating the new Capitol near the center of downtown Saint Paul where transportation was more convenient, or it may have had to do with putting the new building within walking distance of the old to more easily accommodate the changeover. Also, the short distance squelched agitation calling for removal of the Capitol to Kandiyohi County, Minneapolis, or the Twin Cities' midway district.(2)

Based primarily on the senate committee's report, the 1893 legislature passed an act "to provide for a new capitol for the state of Minnesota." The act authorized the governor to appoint a supervising body, the Board of State Capitol Commissioners, composed of seven citizens, one from each of the state's congressional districts. This board selected the site for the new building based on the instructions of the act:

The said...board shall give due and reasonable notice to all parties interested, by sufficient publication in two daily newspapers of general circulation in the state, designating a time and place when and where the board will receive sealed proposals to sell or grant to the state of Minnesota land or grounds...within a distance of three-fourths of a mile from the present Capitol site...the board shall meet and...publicly open such sealed proposals and examine the same; and as soon thereafter as may be practicable shall go and view the lands or grounds described in every such proposal...to the end that they may be fully informed as to the merits of the different proposed sites."(3)

On June 28, 1893, the board received and opened nineteen propositions from property owners. The propositions roughly represented four contiguous areas including (1) an area just north of Central Park bounded by Aurora Avenue and Central Boulevard Avenue East on the north and south, and Cedar and Robert Streets on the west and east; (2) the Bass property roughly bounded by Valley Street, (north) and Fairview Street (west), including seven acres just east; (3) the Mason property in the block immediately north of the existing capitol between Wabasha and Cedar, Collage Avenue, and E. 10th Street; and (4) the selected site bounded by University Avenue, Park Avenue, Aurora Avenue, and Cedar (known as the Wabasha Street site). Visiting the sites the same day and finding the propositions initially too expensive, except for the Bass site, the board took them under advisement and appointed a committee of three to "ascertain the probably cost of grading...and to obtain any further information."(4)

The board publicly announced their selection of the Wabasha St. site at their meeting on October 20, 1893, after difficult negotiations with land owners brought the price down from \$480,000 to \$285,225.(5) According to a Pioneer Press story the following day, "The Commissioners at their first meeting when all the proposals were submitted, and after they had examined all the sites offered, were unanimously of the opinion that the one at the head of the Wabasha Street site was in all aspects the most desirable."(6) The Pioneer Press further mentioned that this site was selected because it was so near Wabasha St., connected to nearby University Avenue, the main thoroughfare between Minneapolis and Saint Paul; it was elevated ground; it was only three blocks north of the existing capitol; and that it had few buildings of value on it. The board rejected the Bass property because, even if graded, it would be surrounded by unsightly sand slopes where streets had been graded through in various directions; it was also too distant from main lines of transportation.

Why did the board refrain from using powers of condemnation to acquire higher parcels of land north of the present Capitol, say the Bethesda Hospital site or that just north of University Avenue? First, the law stipulated the acceptance of proposals, and second, the land immediately north of the present capitol and west of the Administration Building had a high sand hill rising forty feet above surrounding land and well above the University Avenue grade.(7) Before this forty foot hill was graded and the capitol built, it obscured the ground to its north (the Bethesda Hospital site) when viewed from the south.(8) The parcel east, the Administration Building site, held the Merriam Mansion constructed in 1887, which was among Saint Paul's finest mansions.

C3. Report of Fowble and Fitz on the Capitol Site

On March 15, 1894, the board engaged the Saint Paul civil engineering and surveying firm of Fowble and Fitz to prepare a report with diagrams of the site. The six diagrams consisted of a linear survey of the site, a topographical survey, a plan for landscaping the grounds, comparative elevations of surface and grades, a diagram of sewers and locations of water mains, and the comparative elevations on Wabasha Street of each block from Third Street up to the Capitol site. The site was 100 feet higher than the corner of Seventh and Wabasha in downtown St. Paul.(9)

The site, itself, was bounded by University Avenue on the north, Park to Wabasha to Central on the west and southwest, Central to Cedar on the southeast, and Cedar on the east to University. At that time a parcel on the southeast within these borders had not been acquired. Five structures occupied the acquired site—two houses, a brick barn, a cornice works, and a carpenter shop. The elevation of the site, as indicated in the Fowble and Fitz topographical survey, varied in its extremes by almost fifty feet. Using elevations based on the mean level of the Mississippi River (at 0 feet), they calculated the lowest point at Wabasha and Central at 150 feet and the highest point near the corner of Cedar and University at 196 feet. A hill just south of Aurora reached 186 feet and a hill near University and Park, 190 feet.(10)

With topographical data in hand, Fowble and Fitz calculated rough grading requirements and prepared what may be the first plan for landscaping the grounds, including the location of the building itself. Referring to diagram or plan three, they reported:

"On this plan the building will be located exactly midway between Cedar Street and Park Avenue, with the front of the building to the south. This front will show not only the upper stories, but the basement as well, entirely above grade. On the east and west ends and the north side, the ground rises in terraces to nearly the level of the main floor.

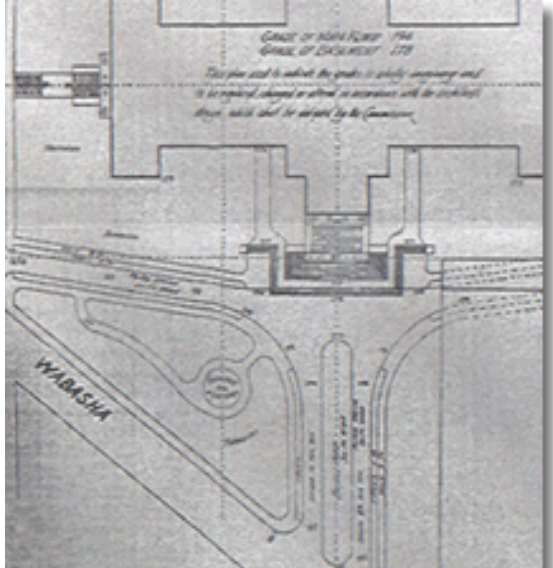
"A broad avenue, 100 feet wide, leads up to the front of the building, this avenue divided by a boulevard into two driveways with walks &c., separates in front of the building, and one half goes each way to Cedar Street and Park Avenue.

"The basement is reached directly by a short flight of steps, while the main floor is approached by a grand stone stairway somewhat after the style of the Capitol in Washington."

"The design we submit may be changed in many particulars, and probably must be, to harmonize with the building which shall be erected, but the facts which determine most of the elements of the improvement can not be changed, so that we feel confident in recommending the grades shown in the diagram."(11)

The board adopted this diagram and included it as part of the specifications for the architectural competition. Except for the acquisition of a triangular parcel of land southwest of Wabasha between Park and Central, plus other piecemeal acquisitions, and the grounds on the south façade of the capitol remained relatively unchanged for over fifty years from Fowble and Fitz's original diagram.

The original site plan of Saint Paul civil engineers, Fowble and Fitz. Drawn in 1894, it accompanied the directions to architects for the 1895 architectural competition won by Cass Gilbert.



Caption -An aerial from around 1940 illustrating the small extent of change.



C4. Early Development Plans and Problems

In the beginning, a Capitol approach with surrounding grounds received little attention. The board essentially prohibited development plans of the grounds in the 1895 architectural competition instructions.

"No foreground or background will be allowed, except such as may be necessary to show the manner and form of approach to the building, and these must be rendered in simple outline, without accessories of any description...

"No landscape or figures or embellishments of any nature shall be drawn upon any of the drawings, except one human figure to indicate scale."(12)

After Cass Gilbert won the architectural competition in late October, 1895, however, he made a plea to the board to change the Capitol site in order to achieve a Capitol approach symmetrical to the layout of the streets. This plan was outlined by Saint Paul architect Thomas Holyoke who worked with Gilbert on the Capitol drawings. Holyoke wrote Gilbert from Saint Paul on November 5, 1895:

"Enclosed please find plat of the Capitol site enlarged by including blocks 3 and 4, so that it might be possible to center the dome on the axis of University Avenue as we talked of during work on the competition drawings. This scheme according to the city atlas in your office, from which the tracing is made, would give an unobstructed view of the dome from a point in [on?] Hamline or a distance of 3 • miles in riding into the city from Minneapolis. Brewster Avenue on the other axis is in line with a street running to the bluff in West St. Paul. It seems to me something that the commissioners might consider if you were to recall to their minds the fine effects that have been attained in Washington and Paris by similar means."(13)

In a 1904 memorandum Gilbert noted: "This was suggested by the Architect immediately after his appointment, but as the property had nearly all been purchased and conditions existed which made it inexpedient to urge a change at that time, no serious consideration was given to this suggestion."(14)

The purchase of property for the capitol site had been a thorny task, and this may have discouraged further land acquisition by the board. The board's papers contain many letters regarding land valuations, quibbles with attorneys, and opinions from the attorney general. One such opinion dealt with three and one half feet of land on the east side of on eplot.(15) Also, cost overruns on the building and the difficulties of receiving further appropriations began to sour Channing Seabury, the leader of the board.

"If we are to be dealt with on a niggardly and parsimonious basis, I can freely say to you that I would prefer to board up the institution, when this contract is completed, and let it stand there, until public sentiment demands its completion.

"Personally, I have lost much of my enthusiasm over this enterprise, and am frequently inclined to throw up the whole thing, and never serve the public in any capacity whatever, any more."(16)

**The new Capitol as it will be when completed—begun in 1896.
Photograph by E.A. Bromley from a plan, 1898.**



D1. Gilbert's 1902 Plan

In 1902, recognizing that the state might not be forthcoming, Gilbert began working on the city and civic groups to raise funds for the development of the Capitol approach. He drew a plan and presented it in a lecture before the Woman's Civic League and Saint Paul businessmen at the Commercial Club on November 13, 1902. He outlined a mall stretching between Wabasha and Cedar to the site of a new Saint Paul Public Library just in front of the old Capitol at Tenth Street. Two suggested buildings occupied sites immediately kitty-corner to the library on its north side and opposite each other on the mall. The mall contained a large pool.



The earliest approach plan yet found. Attributed to Gilbert and drawn in 1902, it contains buildings on the future sites of the Historical Society and State Office Building, the approach from a veterans war memorial and a Cedar Street mall terminating at a library in front of the previous Capitol.

An approach directly south of the Capitol began at the block bounded by Summit, College, Rice, and St. Peter, well short of an approach to Seven Corners, which would occupy his later plans. The symmetrical curve of Central Avenue at the Capitol's front appeared at this time. Two suggested buildings occupied the sites of the present Historical Society and State Office Building. Another two buildings, similar in size to one another, sat on two adjacent sites north of the Capitol, one on the site of the forty-foot hill, the other on the Merriam Mansion site. The plan did not address an axis to the cathedral; the Catholic church would not purchase that site for another two years.(17)

Clues to Gilbert's inspiration for the design are found in the Pioneer Press story of November 12, 1902.

"Part of the address was given with lantern slides. The importance of having suitable environments for buildings was discussed, and pictures were shown of European gardens, terraces and avenues in conjunction with building and civic improvements. The first were a series of Grand Prix designs made at the Ecole des Beaux Arts in Paris, followed by the 'Villa d'Este,' near Rome, the great fountains at St. Cloud, near Paris; the gardens of the Pitti palace in Florence, and a number of others in this country, including an avenue in New Bedford and the gardens at Lennox, Mass."

D2. Gilbert Suggests a War Memorial and Places Burden on Saint Paul

In January, 1903, a month before the legislature investigated the board for cost overruns, Seabury wrote Gilbert:

"...we must husband our resources...so to absolutely finish the building properly; furnish it, buy the ground at the S.E. corner of the site, and grade the entire site within the total of \$4,500,000, for I have determined that I will never ask for any more...

"If we should be in shape to take up the Soldiers' Memorial Approach, at the next session, well and good. That would be an entirely new proposition, and disconnected with the work in our charge."(18)

Gilbert had apparently conceived of some sort of soldier's memorial at least as early as 1899 when he requested the state to procure four Spanish cannons from the federal government to be placed "...at some point on the south front of the Capitol, forming part of the adornment of the main approaches, in commemoration of the noble and efficient service of the Minnesota troops during the Spanish War."(19)

After the 1903 legislative investigation, Gilbert was cautious of pushing the legislature on expenditures for the development of a Capitol approach. In a September, 1903, letter to St. Paul attorney and Commercial Club member, C. S. Chittenden, Gilbert wrote:

"My interest in a suitable approach for the Capitol is well known and understood by all...if any action is taken, I feel that it should be under the advice and in consultation with Mr. Channing Seabury...it is my impression that he would feel that a general agitation of this subject might be misinterpreted by the State at large, at least until the building itself and its immediate grounds are entirely finished, unless it is distinctly understood and announced that the entire cost of improvement is to be borne by the citizens of St. Paul."(20)

D3. Gilbert's 1903 Plan

In December 1903, Gilbert returned to Saint Paul and submitted to the park board a more comprehensive set of plans for approach development. He wrote, "I have been asked a number of times to place on paper, in a more or less definite form, the ideas which I advocated before a meeting of the Civic league at the Commercial club over a year ago."(22) These plans possessed grandiose additions to his 1902 ideas including an approach on the immediate south façade to Seven Corners with a park half-way at Park Place. A new axis swept up to St. Anthony Hill, to the future site of the cathedral. The Cedar/Wabasha Mall remained intact with buildings along its sides but without the library.

On the north, he recommended Como Avenue be extended through the block bounded by Rice and Viola Streets, Park and Como Avenues, so as to connect Park Avenue more directly with Como Avenue and the park system. He further suggested acquiring the two blocks north of the Capitol for park space and that Capitol Blvd. On the north axis be provided with a suitable monument "designed to terminate the view."(22) These plans apparently formed the basis for all his future landscape ideas, although building locations changed.

Gilbert's 1903 plan with buildings along the Cedar Street mall, the war memorial approach extending to Seven Corners and an axis up to the yet to be built Cathedral.



D4. Gilbert's 1904 Memorandum

Gilbert's continued interest in the approach appeared again in November, 1904. He wrote a long letter to Seabury discussing the kind of trees and shrubs most appropriate to frame the capitol in strong vertical lines.(23) (He recommended Lombardy poplar with juniper, cut-leaf birch, and lesser shrubbery.) In this letter he made reference to a water color of the "monumental approach" he did two years earlier (for his 1902 lecture?).

Also in November, Gilbert renewed "agitation" in the press for some action on the approach after apparently flying into a fit of rage during an earlier meeting in October about Saint Paul's lack of progress. He wrote Seabury: "...I felt so badly about my explosion to the effect that Saint Paul was dead." But he later noted in the same letter "...the public has awakened to the importance of suitable development around the Capitol grounds, and it is a matter of comment even to casual visitors around the city."(24)

Perhaps spurred by this new "awakening," in December he prepared and circulated a seven-page memorandum along with five plats not yet found in the record. This plan seems nearly identical to that of the previous year and that published two years later in the 1906 Report of the Capitol Approaches Commission to the Common Council of the City of Saint Paul. He stated four objectives or "problems" in the 1904 memorandum: 1) to enlarge and make symmetrical the immediate surroundings of the building; 2) to open up the vista from the business district; 3) to provide a line of approach from Summit Avenue to St. Anthony Hill, i.e., from the capitol to the planned cathedral; and 4) to develop a broad avenue at right angles to the principal façade, extending directly south to Seven Corners.(25)

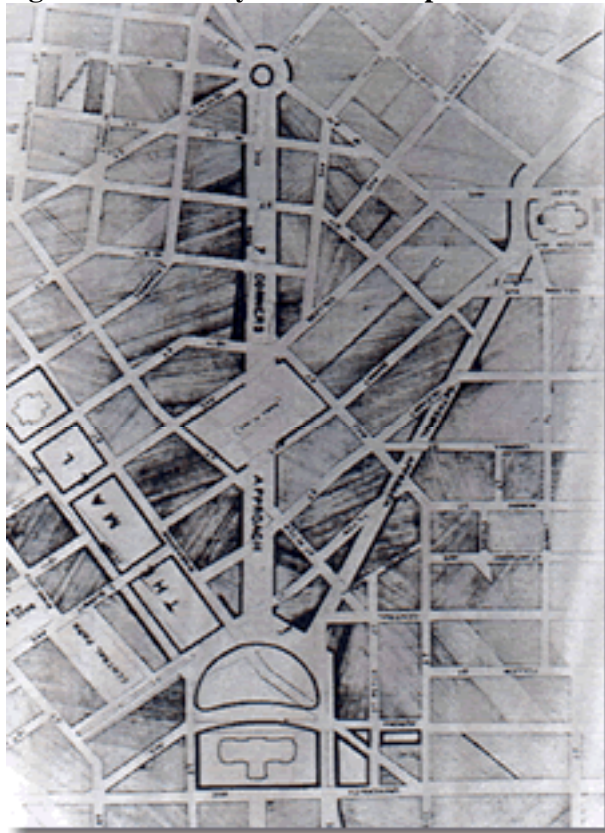
To open up the view to the business district, he planned a mall (as in the 1903 plan) to the old capitol between Cedar and Wabasha, to Tenth. The Seven Corners approach possessed a park, halfway from the capitol, with a rather steep descent to College Ave. There he proposed a soldier's monument and a "broadened" flight of steps down to the College Avenue grade, before continuing the approach to Seven Corners.

The estimated cost for the land alone was \$2,000,000. Gilbert wrote: "The plan should be developed a little at a time, from year to year as the finances of the city would permit, without making a heavy additional burden of taxation upon the city or state."(26) The city park board unanimously approved of the project and recommended it for adoption; the school board deferred action on proposed additions to Madison School in front of the Capitol; and the president of the street railway company gave personal assurances that his company would move the tracks on the east and south façade whenever the city was willing to change the line of Wabasha St.(27)

D5. Gilbert's 1906 Plan Published by the City of Saint Paul

In January, 1905, the legislature convened in the new Capitol but provided no funds for the acquisition of grounds for a Capitol approach. A year later, in February, 1906, the St. Paul City Council appointed a committee "to report a plan for the acquisition of suitable approaches to the new capitol" with cost estimates and suggestions of necessary legislation. Later in the year the committee published their illustrated report, which included the recommendation of gradual land acquisition at a cost of \$2,000,000 to be paid by a bond levy. Gilbert's plan, as outlined in the 1903 plans and 1904 memorandum, served as the basis for the project.(28)

Gilbert's 1906 acquisition plan based on his 1903 ideas. Gilbert produced this for a Saint Paul City Council commission which sought cost estimates and then to proceed with legislation to carry out his 1903 plan.



D6. Gilbert's 1907 Drawings and Plans

Following the publication of this report in 1907, Gilbert completed a series of plans and drawings for the city.(29) The drawings graphically illustrated his conception for the approach area. He placed buildings on the sites of the Historical Society, State Office Building, Transportation Building, and Centennial Building.

Gilbert's 1906 acquisition plan did not specify location of future state buildings. In 1907 he produced the above plans showing future building locations roughly where they exist today.



An oblique aerial rendering of Gilbert's 1907 plan.



A rendering of Gilbert's 1907 plan showing the view from Seven Corners up the war memorial approach to the capitol.



A rendering of the veterans war memorial, ca. 1907.



D7. Capitol Grounds Commission Created

The same year, the legislature appeared to start the process of approach development by passing a law for extension, enlargement, and beautification of the capitol grounds by providing for a govern-appointed, three-member commission, the Capitol Grounds Commission, to acquire land by purchase or right of eminent domain in order to render "a more symmetrical form" to the grounds. However, the commission could not exceed the limit of appropriations for such acquisitions.(30) Sufficient appropriations rarely came forth and the ineffective commission was eventually abolished in 1929.(31)

The 1907 legislature also gave Saint Paul the right to issue \$1,000,000 in bonds to purchase land between Cedar and Wabasha for eventual construction of a mall. The city never made use of this enabling power.(32)

George Herrold, a St. Paul City planning engineer decades later, looked back on another opportunity lost in 1907—the preservation of the view of the Capitol from downtown. He noted that the foundation for a new YMCA was built on Cedar and Ninth in 1907, and in 1908 St. Agatha's Music School building was erected on the same block. Herrold wrote in the 1950's: "These two buildings cover a block, and forever shut off the full view of the Capitol. Stand in front of the Athletic Club and look toward the Capitol and you will see what a fine opportunity for a person's view of the Capitol Building was overlooked."(33)

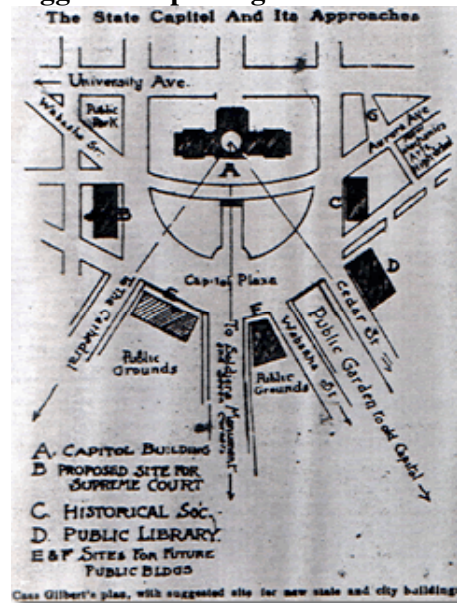
D8. Gilbert Requests Appointment as Capitol Grounds Architect

Also in 1907, Gilbert made a plea to the Board of State Capitol Commissioners, then in its final year, to appoint an architect for the Capitol buildings and grounds. He suggested himself for the position. "I believe that if I were appointed as architect for the Capitol buildings and grounds, that I could aid in preserving the harmony of design that now prevails throughout the work, and if the Board does not object I should be glad to be appointed."⁽³⁴⁾ What became of this offer is uncertain.

D9. Gilbert's 1909 Plan

Gilbert made another concerted effort in 1909 for approach development. He spoke before the recently formed Municipal Art Department of the Saint Paul Institute of Arts and Sciences on the grouping of buildings around the Capitol.(35) Buildings on the site of the Historical Society and State Office Building still appear, but unlike the 1907 scheme, he suggested future sites around the symmetrical arc of Central Avenue between the current northern ends of the Transportation and Centennial Buildings. The former's site he left vacant, and a new Saint Paul Public Library occupied the site of the Centennial Building. This represented a notable change from his previous scheme, which generally located buildings where they stand today (except the Veterans Service Building). He also proposed a public park on the Leif Erickson site.

Caption -In 1909 Gilbert suggested a considerably different plan in a lecture in Saint Paul. Buildings occupied grounds around a plaza in front of the Capitol. He would suggest this plan again in 1931.



In April, he worked with Fred Nussbaumer, city superintendent of parks, on the Seven Corners approach. By this time a building had recently been erected at Park Place, halfway between the Capitol and Seven Corners.(36) Even the efforts of Webster Wheelock, editor of the Pioneer Press, park proponent and planner, failed to stir the city or state to take action.(37)

E1. Nolen and Comey's Plan for Saint Paul, 1911

Throughout the first decade of the 1900s, the idea of city planning in St. Paul gained support, and in 1911 civic groups and concerned citizens fostered the development of a plan written by nationally-known city planner, John Nolen, and landscape architect, Arthur Comey. They adopted Gilbert's approach plan with some modifications, recommending that Park Avenue be widened to 100 feet and carried south, parallel to the Seven Corners approach to a point west of the soldiers war memorial. They conceived a roadway swinging south from Seven Corners through Irvine Park connecting with a proposed river parkway. They stressed acquiring grounds adjacent to the Capitol for future state buildings, and that buildings north of the Capitol along University be kept far back from the street. They agreed with Gilbert that the triangular piece of land immediately west of the Capitol should be acquired and kept open, "affording the first view of the Capitol from out University Avenue."⁽³⁸⁾ Their locations of future state buildings, however, differed from Gilbert's. This plan was never published or adopted; city planning engineer George Herrold found it in a garbage can in Saint Paul City Hall prior to city hall's move to a new building in the early 1930s.

John Nolen and Arthur Comey, nationally known city planners, produced this version of a Capitol approach plan in 1911. They adopted Gilbert's three main axes, but suggested widening Park Avenue to 100 feet and running it parallel to the veterans war memorial approach. Their building locations differed considerably from Gilbert's earlier plans.

E2. Land Acquisition and Historical Society Construction

Between 1909 and 1918 some changes did come to the Capitol area. The city of Saint Paul erected Mechanic Arts High School between 1909 and 1911. The Capitol Grounds Commission acquired some parcels of land, the most notable being the triangular Madison School site between Wabasha, Park, and Central (given by the city) in 1912 and the lots west of the Capitol, east of Wabasha, and immediately south of University.(39) The commission also bought what may have been the first piece of land for the Cedar St. Mall, 112 feet on Central and over 140 feet each on Wabasha and Cedar.(40)

In 1913, the Historical Society purchased its current site and turned it over to the state when the legislature appropriated \$500,000 for the building. Gilbert had recommended this site for the Historical Society as early as 1907.(41) (He had proposed a building on that site as early as 1902.)(42) A building on this site represented the first major step (aside from the grounds commission land purchases) taken by the state to fulfill the Gilbert plan. Construction of the Historical Society began in 1915 and was completed in 1918.

The soon-to-be-razed Lamphrey House on the future site of the Minnesota Historical Society Building with the Capitol behind it, 1915.

E3. War Memorial Planned, 1919-1923

In 1919 after World War I, the legislature considered a war memorial near the Capitol, but residents of Minneapolis strenuously objected. The American Legion, at their 1920 state convention in Duluth, voted unanimously to locate the memorial in Saint Paul. The legion suggested a simple granite shaft rather than a hall or building.(43) The following year the governor appointed an eleven-member State War Memorial Commission. The commission reported in the following (1923) session recommending the site proposed earlier by Gilbert at Park Place. City planning engineer Herrold wrote: "The Ramsey County legislators were all for it, but Saint Paul made no commitment as to raising their share of the cash, about \$900,000, and nothing was accomplished. The City Council seemed to be afraid! of what? I do not know."(44)

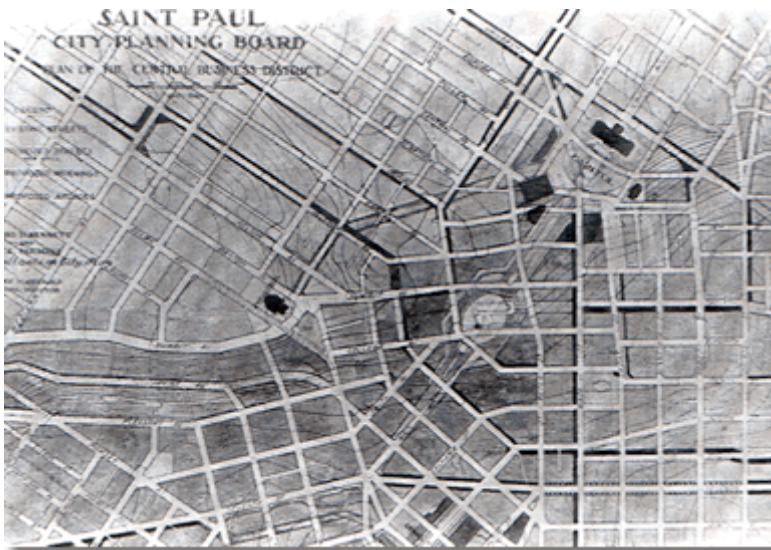
Little is known about this rendering by Saint Paul architects A.H. Stem and R.H. Haslund although it is believed to have been drawn in 1923 after the State War Memorial Commission recommended the memorial be located at Park Place as Gilbert had earlier suggested.



E4. Bennett and Parson's Plan for Saint Paul, 1922

In 1918, Saint Paul created a city planning board which in turn created a citizens Capitol Approach Commission. In 1922, eleven years after Nolen and Comey's unsuccessful plan, these and other civic organizations fostered the development of Saint Paul's first city plan, written by Edward H. Bennett and William E. Parsons. An aerial of the Capitol grounds on the title page illustrated the development to date. Bennett and Parsons recommended some modifications of Gilbert's approach plan by setting buildings back along Cedar Street to provide a view of the Capitol rather than constructing a Cedar/Wabasha Street mall. They further suggested locating future state buildings in a semi-circular fashion (as Gilbert considered in 1909) around the existing Capitol plaza, leaving the area from this group to the old state Capitol (on Tenth Street) free for future expansion of the Saint Paul business district. Much of their plan dealt with the problem of traffic congestion, and they recommended widening Arch St. north of the Capitol so it would serve as an east/west thoroughfare, alleviating traffic congestion around University and Wabasha.(45)

In 1922, planners Edward Bennett and William Parsons published Saint Paul's First city plan. They rejected a Cedar Street mall in favor of an expanding downtown business district, but did recommend placing state buildings well back of Cedar to provide a view of the Capitol.



The plan also included a description of the recently passed Saint Paul zoning ordinance. Aside from the main thoroughfares, the area south of the Capitol was zoned "C" residential, unrestricted to any type of residence, and "primarily an apartment house and family hotel district," allowing an apartment building to be used for business not exceeding twenty-five percent of its first floor space. This reflected the area's existing status and may suggest one reason for the lack of future development of the capitol approach. Saint Paul's real estate industry may have opposed approach clearance where profit-making properties were threatened. When the city planning board approved the development of the Mt. Airy public housing site in 1934, a board of realtors presented the city council with a resolution asking that the office of city planning engineer be abolished since substantially all city planning improvements had been completed.(46)

E5. Capitol Grounds Commission Abolished

Records are scant on the state's Capitol Grounds Commission. Their early success at acquiring grounds appears to have been short-lived. In 1913, the Legislature passed an act allowing the commission to apply rents from acquired property for the purpose of beautifying the grounds.(48) Rather than stimulate improvements, this seems only to have maintained the commission on a measly maintenance budget without adequate appropriations for acquisition. Revenue-producing buildings remained standings and billboard space rentals on Wabasha and Cedar Streets provided additional funds.(49)

When members of the Midway Club wrote commission vice-chair Louis Betz in 1928 about improving the approach near Wabasha and University, Betz wrote back, "The Commission...is powerless to make any improvements unless the necessary funds are appropriated by the legislature...At the present time there is no definite program mapped out for changes and improvements that we expect to be made in connection with the Capitol approaches and Capitol grounds." The commission, with \$4,600 in its bank account, had not met in two years.(50)

Betz, who had been active in Capitol approach planning for the previous two decades, blamed Governor Christianson for the inactivity of the commission. Betz said the governor, who was ex-officio chair, was obligated to call the meetings. The governor publicly shared blame for the inactive commission, then successfully proceeded to abolish it during the 1929 legislative session and place its function under the Executive Council, established in 1925 and made up of the governor (chair), attorney general, state auditor, treasurer, and secretary of state.(51) That same session, a law passed prohibiting billboards adjacent to the Capitol, specifically within one eighth mile of its center.(52)

George Herrold later wrote, "The corollary or [of] the transference of duties of the Capitol Grounds Commission to the 'Big Three' [Executive Council] would be that they would do something about it [the capitol approach] but they never did. Governor Christianson had one great goal and that was to get rid of all Commissions and Boards. He did not believe in them."(53)

E6. State Office Building Controversy

But the late 1920s and early 1930s proved to be the most active period of Capitol approach planning since Gilbert's constant efforts during the century's first decade. The *Pioneer Press* sought new action in 1928,(54) and in February, 1929, the *St. Paul Daily News* ran ten pictorial editorials on the Capitol Area entitled "The Screen of Ugliness." The *Pioneer Press* slammed the governor's decision to abolish the grounds commission on March 7, 1929, before it became law in April.

Necessity, rather than aesthetics, however, produced the next milestone in the approach's development. Lack of space in the Capitol caused state agencies to remove they offices every legislative session, and some were indefinitely located off the grounds. The 1929 legislature, therefore, authorized the appointment of the State Office Building Commission and appropriated \$1,500,000 for a new state office building. Governor Christianson then appointed the commission which, on December 10, 1929, voted five to two in favor of a six-story brick office building at the rear of the Capitol on the block bounded by University, Park, Sherburne, and Capitol Blvd. This violated Gilbert's plan.

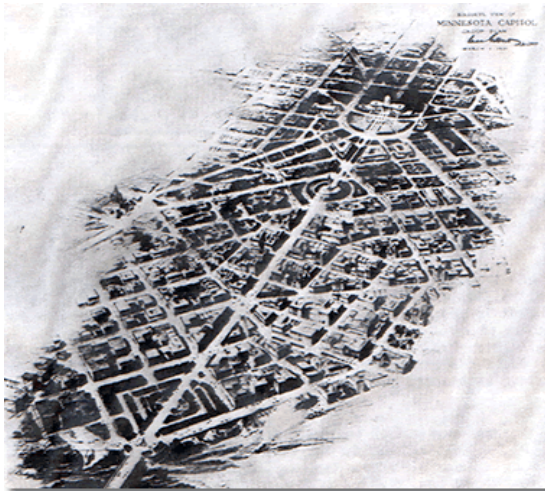
Herrold had earlier suggested to commission chair, R. W. Hitchcock, representative from Hibbing and chair of the Appropriations Committee, that Cass Gilbert's plan be followed. Herrold recalled, "His reactions were violent. He looked upon the Cass Gilbert Plan as a grandiose thing. That if 'it was ever started it would call for appropriations every time the Legislature met to carry it out, and therefore, it would not be started.'"(55)

F1. Gilbert's 1931 Plan

The commission's decision resulted in great protestations, especially in Saint Paul. A joint committee of the Saint Paul Association (now chamber of commerce), city council, county commissioners, and planning board dissented and unanimously decided to call in Cass Gilbert to restudy his approach plans. He came to Saint Paul on September 15, 1930, and entered into contract with the city on October 30 to prepare a plan of approaches which he submitted January 24, 1931.(56) Unlike the published 1906 plan for the city which dealt with geographical layout and land acquisition, this plan primarily addressed the location of buildings. However, a supplementary report issued on March 24 was perhaps the most comprehensive narrative Gilbert produced on approach development.

The supplemental plan located a building on the current site of the State Office Building and set four future buildings, not to exceed four stories in height, around the semi-circular layout of Central on the south façade. These buildings would sit between the current Transportation Building and Centennial Building. The plan did not indicate buildings where these two buildings presently stand. This matches his 1909 conception, while the present location of buildings resembles his 1907 drawing.(57)

A rendering of Gilbert's grand plan of 1931 with the Seven Corners approach continuing across the river to Saint Paul's West Side. State buildings surround a plaza in front of the Capitol.



A view from the Capitol steps toward the veterans war memorial. The statues of pioneer man and pioneer woman replace Johnson and Nelson.



Gilbert extended the Seven Corners approach across the Mississippi River to Saint Paul's West Side, continuing on Smith to Dodd Road where he proposed a circular plaza as a point of intersection for county roads. At this Plaza he proposed an important monument to the pioneers. This extension did not appear in the 1906 report, although Gilbert apparently conceived it by 1906, noting that "the committee does not believe that it is necessary to include that portion at this time." (The extension is indicated in the drawing dated 1906 in Cass Gilbert, Jr.'s article in *The Park International*, May, 1921.) Most likely Gilbert conceived of this approach in 1895 given Holyoke's mention of West Saint Paul in his letter concerning the relation of the Capitol's location to street alignment.

Gilbert advocated zoned building height restrictions so that "...no building in the immediate vicinity would rise as high as the main cornice of the Capitol, or certainly not higher than that level, and such buildings should be kept sufficient distance from the Capitol. This refers to the blocks north as well as south of the Capitol...."(58)

Somewhat surprisingly, Gilbert did not prefer the present site for the State Office Building, and he opposed the University Avenue location advocated by the State Office Building Commission. He suggested that one of two triangular sites on each side of the main axial approach (the Seven Corners approach) would be preferable to the Wabasha Street site where the State Office Building stands today. He stressed, however, "that the Wabasha Street site must be used, its easterly façade should be of the same dimensions, height and design as the Historical Society Building...The Wabasha Street site is better adapted for a War Service Building,"(59) as the State Office Building Commission suggested.

The land south of the Historical Society and today's site of the State Office Building, i.e., the Transportation and Centennial Building sites, should be public garden space so that diagonal vistas of the Capitol from downtown and the Cathedral be uninterrupted, he maintained. Furthermore, "The ground north of the Capitol, between University Avenue and Sherburne Avenue, on both sides of Capitol Boulevard, should be acquired by the State and held as public ground, and treated as public gardens or parks without any buildings upon them."(60)

He recommended the removal of the Johnson and Nelson monuments from the front of the Capitol to the westerly end of the building and in their place statues commemorative of "pioneer man" and "pioneer woman" with American animals such as "couchant elk, buffalo, and bear" subordinate to the more important human figures.

The 1931 legislature overruled the State Office Building Commission's decision on the University site in favor of the Wabasha St. site. The State Office Building was erected in 1932.

The layout of buildings and axial approaches that Gilbert suggested in 1931.



A vertical aerial of the same vicinity in 1937 indicating the magnitude of the project with streets running at acute and oblique angles in the way of the Seven Corners approach.



A view above Seven Corners, lower right, to the Capitol, around 1940.



F2. Other Events During the 1930s

In May 1930, the city of Saint Paul added 120 feet to the Capitol "yard" by tearing up Central Avenue between Wabasha and Cedar and relocating it sixty feet south. The city then widened Central to sixty feet at its new southerly location. This action came in response "to a request by the State Executive Council, in charge of Capitol beautification, for information as to just what the city would do in this [the beautification] matter."(61)

In 1932, the landscape architecture and engineering firm of Morrell and Nichols prepared specifications for grading and planting around the Capitol grounds. Ruedlinger Nursery of Minneapolis received a \$3,600 contract for the improvements specified. Twelve years later Morrell and Nichols with Clarence Johnston, Jr., designed and implemented plans for post-war Capitol approach development.(62)

In 1935, George Lindsay, chair of the Saint Paul Planning Board, and leader of the Saint Paul and Ramsey County Capitol Approach Committee (which led the fight against the University Avenue site for the State Office Building), renewed interest in the 1931 Cass Gilbert plan by proposing that the legislature exchange the old Capitol site at Tenth St. for acquisition of different grounds nearer the front of the Capitol. Lindsay hoped for action in a special session in 1936, but this was not forthcoming. The following year, however, the legislature authorized the exchange of the present Capitol. Also that year (1937), Saint Paul's mayor, Mark Gehan, defended placing a used car lot in front of the Capitol.(63)

In 1938, the old Capitol was razed. Two years later, by 1940, the Executive Council had still not taken action to exchange the old Capitol grounds for land in front of the Capitol. Instead, they approved the development of the old site for a parking lot. An irritated Lindsay exchanged correspondence with William Lamson, Executive Council secretary. Lamson replied: "...I can only say that there has seemed to be no reason for giving further consideration to this matter of the exchange of such site for improved property lying in front of the Capitol, as it seems self-evident that no only owning income producing property would seriously consider exchanging it for a vacant lot out of the Old Capitol Site."(64)

Some improvements did, nonetheless, take place around the Capitol in the 1930s. The city acquired and razed the Ryan building just west on University as well as the Capitol Laundry Building at Rice, Wabasha, and Aurora, "whose belching smoke had discolored the marble of the Capitol building."(65) In total, improvements to that time accounted for eighteen acres, including the widening of University between Rice and Robert, and Cedar from Thirteenth to Central.

G1. Plans for Post-War Development

George Herrold described the city's next move:

"By 1944 the City Planning Board of Saint Paul decided that with the approaching end of World War II that as a post war plan the Capitol Approaches and a War Memorial should have first place.

"I was convinced by my conversation with Mr. Hitchcock, previously referred to, and by the attitude of a number of legislators that if we were to get anywhere with the further improvement of the Capitol grounds it would have to be through some simpler plan than that proposed by Cass Gilbert, a plan that would 'soft-pedal' the mall to Seven Corners and on over the river, and the simplest way to doing that would be to place a building across the axis of the Capitol at Park Place, the high building across the axis of the Capitol at Park Place, the high advisable to employ a firm of Engineers to prepare the plans."(66)

G2. Johnston/Nelson/Nichols Plan, 1944

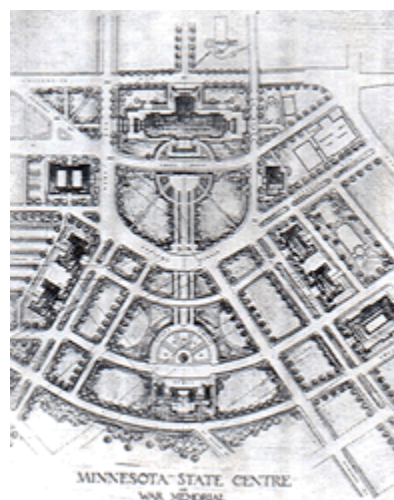
Herrold proposed to the planning board that Clarence Johnston and Associates prepare the plans because they had designed the Historical Society Building and the State Office Building, and had the confidence of the legislature. The planning board approved this recommendation, passed it on to the recently established city Improvement Coordinating Committee (a post-war plan reviewing committee) and finally the city council authorized a \$5,000 expenditure. In November, 1944, Clarence Johnston, Jr., and Edward Nelson of Johnston and Associates, plus site planner and landscape architect, Arthur Nichols, reported to the planning board.

They apparently based their plan on three major considerations: 1) Gilbert's plan with two boundary radials from the Capitol, one toward the cathedral, and the other along the Cedar Street Mall; 2) Herrold's modified plan calling for the Seven Corners approach to terminate at Park Place, the site of Gilbert's soldier memorial; and 3) the speculation, which later proved correct, that the newly proposed federal highway through Saint Paul would take the southerly of two proposed routes, thus forming the boundary of the whole scheme just should of the new war memorial. (The highway, in fact, shortened even Herrold's plan of the main approach. He later wrote about losing the Park Place terminus, "This was unfortunate. It had historical value. It was the site of the First Episcopal School. A promontory with an outlook."(67))

A rendering of the Johnston, Nelson and Nichols plan of 1944 prepared for the Saint Paul City Planning Board. Even at this early date, the freeway was a significant consideration. The plan shortened the approach to the north side of Park Place, terminating the Seven Corners approach with a State Veterans Building.



The Johnston, Nelson and Nichols plan with the previous street pattern drawn in with dotted lines, 1944.



Furthermore, the 1944 plan located sites for future buildings—six in all. These included the Veterans Service Building at the end of the mall, two buildings each on the site of today's Transportation Building

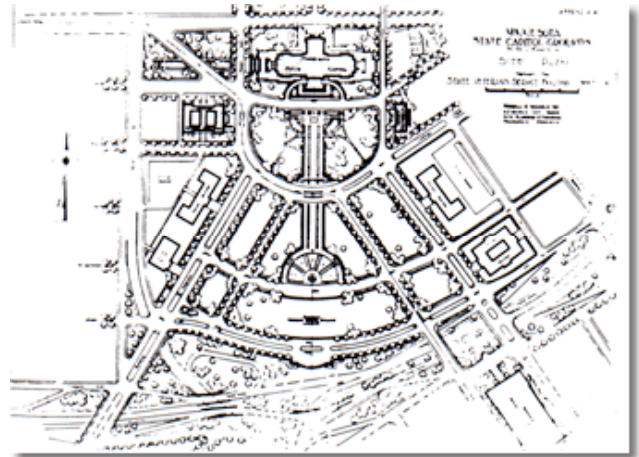
G3. State Veterans Service Building Commission Created, Funds Appropriated

Also in November, 1994, Governor Thye announced the appointment of the Governor's War Memorial Advisory Committee to "bring into action a suitable memorial to all veterans." This committee with the cooperation of the Saint Paul Planning Board reported to the governor on January 16, 1945, in favor of the aforementioned plan. The governor, in turn, urged the legislature for improvements of the Capitol grounds and a veterans war memorial. The legislature then created the State Veterans Service Building Commission and charged it with selecting a plan for a state veterans service building and "the enlargement and beautification of the state capitol grounds, which may be the plan heretofore recommended by the Governor's Advisory Committee."(69) The law provided for competitions on both accounts. Furthermore, the legislature appropriated \$4,000,000—half of which was for the new Veterans Service Building and half for the enlargement and beautification of grounds. The city of Saint Paul received permission to sell \$2,000,000 in bonds to acquire and improve land up to the enlarged Capitol grounds.

G4. Nichols/Nason Plan, 1945

The State Veterans Service Building Commission adopted the plan of Johnston, Nelson and Nichols and retained the firm of Morrell and Nichols, site planners and landscape architects, to "formulate an overall pattern of street layout and a designated location for the proposed Veterans Service Building and an indication of future building sites to meet the growing needs of the State."(70)

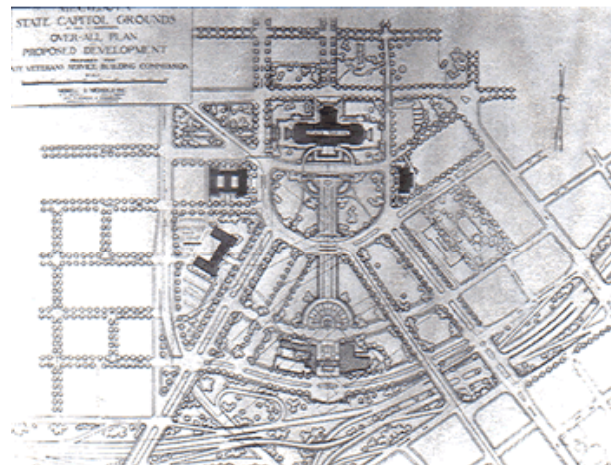
In 1945, the State Veterans Service Building Commission contracted with the landscape architecture firm of Morrell and Nichols. Nichols and Nason of the firm then produced the site plan above which accompanied the architectural competition for the State Veterans Service Building won by Brooks Cavin that same year.



Nichols and George Nason of Morrell and Nichols produced a site plan for the approach, which the commission approved November 2, 1945.(71) (This plan is believed to be identical to the one contained with the guidelines for the Veterans Service Building competition in April, 1946.) It closely resembled the 1944 Johnston/Nelson/Nichols plan. This plan set one building on the Centennial Building site and one on the present armory site; however, it proposed an armory on the old Capitol site.(72)

With architect Brooks Cavin's winning design for the Veterans Service Building selected in October, 1946, Nichols and Nason also developed the overall plan in 1946, which proposed individual buildings on the Transportation and Centennial Building sites.(73) Essentially, the development of today's Capitol approach followed this plan. The plan called for the acquisition of twenty-seven acres by the state (including four acres of street area), and twenty-six acres by the city of Saint Paul, thus adding fifty-three acres to the existing seventeen of the Capitol site.(74)

The Nichols/Nason plan with Brooks Cavin's winning design of the State Veterans Service Building, 1946.



Considerable delay accompanied the development of this plan. The commission acquired seventy-nine parcels and in forty-five instances, property owners appealed appraisals. By 1948, the commission had acquired practically all the property necessary to carry out the plan but an acute housing shortage in Saint Paul led to

H1. Brief Chronology, 1950-1967

1950 Significant clearance in area between Wabasha and St. Peter, on both sides of Iglehart north up to Tilton and south a half block.

1951 The curved road (Central) in front of the Capitol is paved.

1952 Trinity Church at Tilton and Wabasha razed. Saint Paul Housing and Redevelopment Authority approved the Western and Eastern Redevelopment programs adjacent to the Capitol grounds.

1953 Construction begins on Veterans Service Building, seven years after the architectural competition. Capitol Annex, 117 University, purchased.

1956 Saint Paul releases plans for new health center on the site just north of the old Capitol at Tenth Street, which had served as a parking lot.

1957 Legislative Building Commission created.

1958 Transportation Building dedicated.

1959 Legislature authorizes additional two floors for Transportation Building.(76)

1960 Centennial Building occupied.

1961 Armory constructed.

1963 Legislative Building Commission recommends new building for the Department of Administration on Merriam Mansion site.

1966 Administration Building constructed.

1967 Interstate 94 opens south of Capitol.

Legislature creates Capitol Area Architectural and Planning Commission,

A view from the Capitol to the Cathedral in 1952 before clearance.



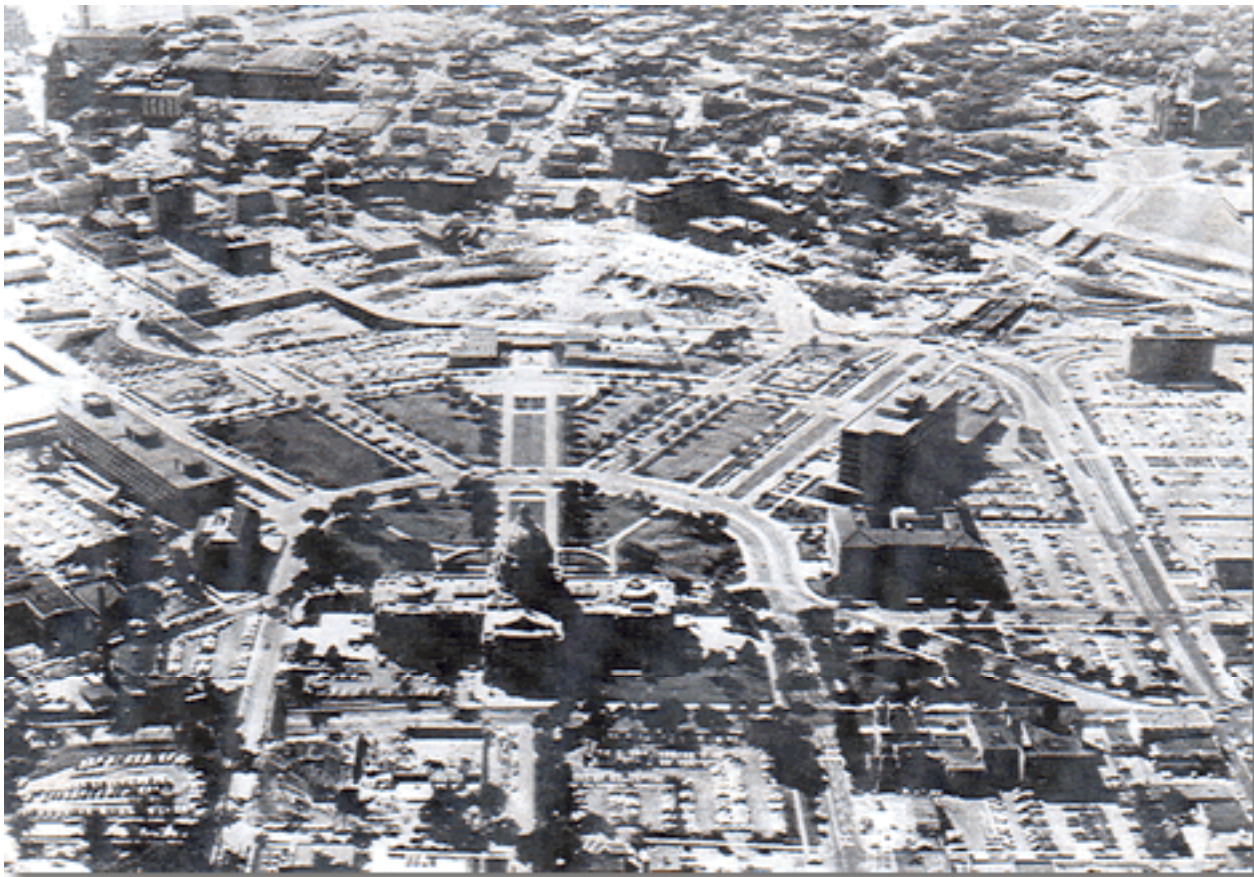
The Cedar Street mall in 1954 was little more than a parking lot.



H2. Legislative Building Commission

In 1957, the legislature created the Legislative Building Commission for continuous study of the state's physical plant, including the Capitol group of buildings. Their subsequent proposals appear in biennial reports beginning in 1959. In 1963, a significant event occurred when the Legislative Building Commission recommended the construction of the Administration Building and a parking ramp on the site of the Science Museum or Merriam Mansion site. This building went up in 1966, thus violating Cass Gilbert's plan for open space on the two lots north of the Capitol. The creation of the Capitol Area Architectural and Planning Commission followed one year later, and the Minnesota State Veterans Service Building Commission was abolished by statute.(77)

This view of freeway construction dates from 1966. The Administration Building, in violation of Gilbert's plan, is under construction in the lower left. The Veterans Service Building remains unfinished from architect Cavin's original design, the upper stories to be added.



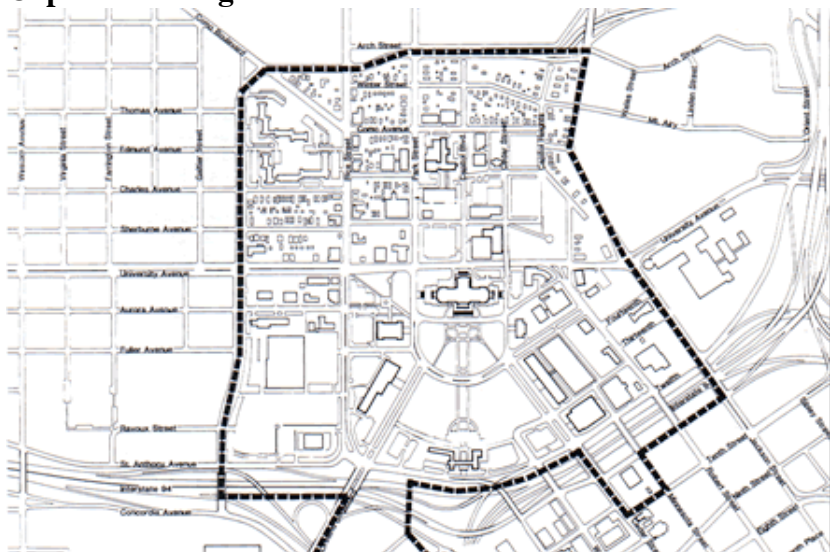
H3. The Capitol Area Architectural and Planning Commission

Created by statute in 1967, the Capitol Area Architectural and Planning Commission (renamed Board in 1975) consisted of appointed citizens—four selected by the governor and three by the mayor of Saint Paul—and chaired originally by the governor (but now by the lieutenant governor). Among its charges, the commission was "to 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." In 1975, legislative action to more clearly define the numerous boards and commissions changed the commission's name to Capitol Area Architectural and Planning Board and allowed for appointment of one member each from both the house and the senate.

Under the scrutiny of the board, a number of changes have taken place that modify the Nichols and Nason plan of 1945. In 1970, a "Comprehensive Plan for the Capitol Area" by Interpro, Inc. identified the relationship of streets, parking, and the garden areas which the streets segmented as "neither a pleasing visual setting or a functional motorist-destination relationship." The plan further noted that "the mall must be designated for activities and facilities focusing on the human scale." (78) Efforts to alleviate this problem and enhance the "human scale" goal included street closings such as Iglehart Avenue between Central Avenue and Twelfth Street in 1979; Wabasha between Central and Columbus in 1983; and the planned vacating of Fuller between Rice and Park streets in the fall of 1985.

A 1975 plan by landscape architect and CAAPB advisor, Dan Kiley, endorsed such street closings and provided for a mall with more human attractions including: an outdoor café shaded by an arbor, formal gardens with native plants, an amphitheater set in a woody glade, and a lively pool with fountains in front of the Veterans Administration Building. (79) The legislative appropriation of \$1.2 million in 1984 for landscape improvements to the Capitol mall not only gave the CAAPB the means to move forward in implementing these plans but brought forth many other ideas on the form these improvements should take. Thus, understanding the responsibility inherent in making changes and improvements to the mall, the CAAPB began in 1984, together with numerous design professionals and interested parties, the process of reassessing the mall design and ascertaining what remains of Cass Gilbert's vision.

A map of the Capitol Area with the grounds as they appear today. Wabasha, Iglehart and Columbus Avenues have been vacated to provide more unbroken landscaped areas south of the Capitol Building.



The CAAPB, as the agency responsible for protecting the architectural dignity of the Capitol Building and grounds, has legislative authority to sponsor competitions to determine the architectural design of all new state office buildings and significant projects in the Capitol Area. To date, such competitions has included: the Centennial Parking Ramp in 1970 (constructed in 1976); the 1977 Terratextural Competition for an underground annex to the Capitol, in which Historical Society exhibits and legislative offices would be housed (rejected for funding by the legislature); and the first Minnesota Judicial Building in 1985. By legislative action, the Judicial Building will occupy the original

Historical Society Building. Thus, in 1984, the CAAPB undertook a comprehensive site selection process to find a suitable location for the new Minnesota History Center. This facility will also be designed via an architectural design competition sponsored by the CAAPB.

As state government has grown over the last two decades the needs for proper design in the Capitol Area have quickened, challenging ingenuity. It is fitting that today's ideas. As Cass Gilbert originally intended, seek to attract people to the State Capitol.

"There the rich and poor alike may find the history of the state and the ideals of government set forth in an orderly and appropriate way in noble inscriptions, beautiful mural paintings and sculpture and in the fine proportions and good taste of the whole design.

"It is an inspiration toward patriotism and good citizenship. It encourages just pride in the state, and is an education to oncoming generations to see these things, imponderable elements of life and character, set before the people for their enjoyment and betterment. The educational value alone is worth to the state far more than its cost—it supplements the education furnished by the public school and the university—it is a symbol of the civilization, culture and ideals of our country."(80)

The CAAPB, as the agency responsible for protecting the architectural dignity of the Capitol Building and grounds, has legislative authority to sponsor competitions to determine the architectural design of all new state office buildings and significant projects in the Capitol Area. To date, such competitions has included: the Centennial Parking Ramp in 1970 (constructed in 1976); the 1977 Terratextural Competition for an underground annex to the Capitol, in which Historical Society exhibits and legislative offices would be housed (rejected for funding by the legislature); and the first Minnesota Judicial Building in 1985. By legislative action, the Judicial Building will occupy the original

I. Notes

1. Dean, William B. "A History of the Capitol Buildings of Minnesota, with Some Account of the Struggles for Their Location," *Collection of Minnesota Historical Society*, XII: 27-28 (December, 1908).
2. Ibid., 23. Also see Thompson, Neil B. "A Half Century of Capitol Conflict: How St. Paul Kept the Seat of Government," *Minnesota History*, 43: 238-254 (Fall, 1973). Apparently the Ramsey County delegation had been plagued by vote dealing on other issues to insure the Capitol stayed in Saint Paul.
3. Minnesota, *Laws*, 1893, Chapters 2 and 3. Chapter 3 amended the site selection process and stipulated the three quarter mile limit. The quote is as amended.
4. *St. Paul Pioneer Press*, June 29, 1893.
5. Board of State Capitol Commissioners, *Biennial Report*, 1895.
6. *St. Paul Pioneer Press*, October 21, 1893.
7. *Rascher's Atlas of St. Paul, Minnesota*. Chicago: Rascher Insurance Map Company, 1891.
8. This hill is clearly seen in Minnesota Historical Society photo MR2.9, Sp2.1, p288, dated ca. 1896. Also, the Bethesda Hospital site was occupied by the mansion of Bernard Kuhl and later Frank O-Meara (Hoag Index, MHS audio-Visual Dept.).
9. Fowble and Fitz to the Board of State Capitol Commissioners, April 24, 1894, State Capitol Commissioner papers, MHS Division of Archives and Manuscripts. The diagrams exist in the State Planning Board papers 54.3.G.G.
10. Fowble and Fitz, Diagram 2, State Planning Board papers.
11. Fowble and Fitz to the Board of State Capitol Commissioners, April 24, 1894.
12. Board of State Capitol Commissioners. "Instructions for Architects in Preparing Plans for a New Capitol to Be Erected in St. Paul, Minn., Second Competition," St. Paul: Pioneer Press Company, 1895.

13. Holyoke to Gilbert, November 5, 1895, Gilbert papers, MHS archives.
14. Gilbert, "Memorandum Relating to Development of Approaches to Minnesota Capitol, St. Paul," December 6, 1904, Gilbert papers.
15. Attorney General's office to Channing Seabury, August 21, 1902, Commissioners' papers.
16. Seabury to Hon. C. F. Staples, House of Representatives, March 10, 1890, Commissioners' papers.
17. This is the earliest Gilbert plan found during research on this report. It is dated 11/13/02 and contained in the MHS State Capitol drawings, #374. Gilbert's lecture is described in the St. Paul Pioneer Press, November 14, 1902.
18. Seabury to Gilbert, January 30, 1903, Commissioners' papers.
19. Gilbert to Commissioners, Commissioners' papers, July 24, 1899.
20. Gilbert to Chittenden, September 21, 1903, Gilbert papers.
21. *St. Paul Pioneer Press*, December 12, 1903.
22. Ibid.
23. Gilbert to Seabury, November 11, 1904, Commissioners' papers.
24. Gilbert to Seabury, November 21, 1904, Commissioners' papers.
25. Gilbert, "Memorandum Relating to Development of Approaches to Minnesota Capitol, St. Paul," December 6, 1904, Gilbert papers.
26. Ibid, 6.
27. Ibid, 3 & 6.

28. Capitol Approaches Commission. *Report of the Capitol Approaches Commission to the Common Council of the City of St. Paul*, St. Paul: 1906.
29. These drawings appear in Cass Gilbert, Jr.'s article, "The Capitol Approach Plan," *The Park International*, May, 1921. The original 8 x 10-inch negatives of these drawings are found in St. Paul Planning and Economic Development papers, box 60. F. 1. 6F., MHS archives.
30. Minnesota, *Laws*, 1907, Chapter 281.
31. Minnesota, *Laws*, 1929, Chapter 124.
32. Herrold, George. "Capitol Approaches, St. Paul, Minnesota, 1903, 1956," 3. Unpublished manuscript at MHS archives and manuscript.
33. Ibid,
3.
34. Gilbert to Commissioners, March 25, 1907, Commissioners' papers.
35. *St. Paul Pioneer Press*, January 12, 1909.
36. *St. Paul Dispatch*, April 10, 1909.
37. Wheelock, Webster, "Resetting Minnesota's Capitol," *Charities and Commons*, 19:18 (February 1, 1909).
38. Nolen, John and Arthur Comey, "Preliminary Plan of the Central Business District of St. Paul," May, 1911. Unpublished, MHS reference library.
39. *St. Paul Pioneer Press*, October 12 and December 16, 1911.
40. *St Paul Dispatch*, August 30, 1912.
41. Gilbert to Nathaniel P. Langford, December 31, 1907.

42. Plan of 11/13/02 contained in the MHS State Capitol drawings, #374.
43. Herrold, "Capitol Approaches....," 5.
44. Herrold, "Capitol Approaches....," 6.
45. Bennett, Edward H. and William E. Parsons. *Plan of Saint Paul*, St. Paul: Commissioner of Public Works (1922). A soldiers was memorial plan appears to have been rendered by St. Paul architects A. H. Stem and R. H. Haslund in an aerial view from above the Seven Corners approach (St. Paul Planning and Economic Development papers, box 60. F. 1. 6F., MHS archives). This makes an excellent contrast between Gilbert's 1907 drawing from the same location.
46. Abstract of minutes of the St. Paul City Planning Board, October 9, 1934, St. Paul Planning and Economic Development papers, box 60. F. 2. 8F.
47. See McDonough papers at MHS archives.
48. Minnesota, *Laws*, Chapter 348, 1913.
49. Treasurer (unsigned) to Julius Schmahl, State Treasurer, February 18, 1928, State Capitol Grounds Commission papers, MHS archives,
50. Betz to H. H. Hadlich, July 28, 1928, MHS archives. Jacob Kolliner to Betz, July 17, 1928. *St. Paul Dispatch*, March 6. 1929.
51. *St Paul Dispatch*, March 7 and March 8, 1929. Minnesota, *Laws*, Chapter 124, 1929
52. Minnesota, *Laws*, Chapter 387, 1929.
53. Herrold, "Capitol Approaches....," 7.
54. *St. Paul Pioneer Press*, March 7, 1929.
55. Ibid., 8. Herrold explains the whole episode of the State Office Building and its location.
56. Cass Gilbert, Inc., *Report on Capitol Approaches*. 1931.

57. Gilbert, Cass, Jr., "The Capitol Approach Plan," *The Park International*, May, 1921.
58. Gilbert, Cass, "Capitol Approaches, St. Paul, Minn., Supplementary Report," March 24, 1931, 10. A hand-signed typescript of this report is found in the St. Paul Planning and Economic Development papers, box 60. F. 1. 6F, MHS archives.
59. *Ibid.*, 11.
60. *Ibid.*
61. *St. Paul Dispatch*, May 8, 1930.
62. The specifications exist in the Executive Council papers, box 55. B. 4. 7B. Commissioner of Administration and Finance to Ruedlinger Nursery, September 26, 1932, Morrell and Nichols papers, Northwest Area Architectural Archives.
63. Minnesota, *Laws*, Chapter 277, 1937. About the used car lot see *Pioneer Press*, April 5, 1937. The exact location of this lot has not been determined.
64. Lamson to Lindsay, August 1, 1940, Executive Council papers, MHS archives.
65. These acquisitions are outlined in Herrold, "Capitol Approaches....," 12.
66. Herrold, "Capitol Approches....," 12.
67. *Ibid.*, 15.
68. C. H. Johnston and Associates, *A Suggested Plan for the Minnesota War Memorial Plaza*, 1944.
69. Minnesota, *Laws*, Chapter 315, 1945.,
70. Nichols, Arthur, "Development of State Capitol Approach, St. Paul, Minn., by State Veterans Service Building Commission," 1963, 4. Unpublished manuscript, MHS archives. For future reference, this manuscript possesses a copy of the Morrell and Nichols overall development plan which

succeeded the Johnston/Nelson/Nichols plan of 1944. The two are quite similar and can be compared by using an original colored copy of the latter in the Charles Orr papers, also at the MHS archives.

71. Minnesota State Veterans Service Building Commission, *Report, 1945-1949*, 5.

72. Minnesota State Veterans Service Building Commission, "Program of the Competition for Design of Proposed State Veterans Service Building in St. Paul, Minnesota, April 10, 1946.

73. This plan is seen in Nichols' paper mentioned above and dated 1946. Public announcement of location of the Transportation Building apparently took place on December 25, 1947, (untitled, but dated clipping in the Morrell and Nichols papers).

74. Minnesota State Veterans Service Building Commission, *Report, 1945-1949*, 7.

75. Ibid.

76. These dates were gleaned from the clippings folder in the Morrell and Nichols papers. Concerning the Transportation Building, Homer Clark, commission member, said in an oral history interview in 1964, "The sad thing to me is the Highway Building. And we had no control over that. That was outside our jurisdiction. But they put on two stories more on it without bringing it up with our commission and the next thing it was done. But that hurt." MHS AV library, 14.

77. Minnesota, *Extra Session Laws*, Chapter 13, 1967.

78. Interpro, Inc. (a joint professional practice of Grover diamond Associated; Haarstick, Lungren and Associates; and the Cerney Architects), "Comprehensive Plan for the Capitol Area," 1970.

79. Kiley, Dan, "The Master Landscape Plan" (two schematic plans for the Capitol Complex), 1975.

80. Gilbert, Cass, "The Greatest Element of Monumental Architecture," *The American Architect*, CXXXVI:2574, 144 (August 5, 1929).