



- 
- City-wide Recreation
 - Neighborhood Residential Demographics
 - Missing Nearby Amenities
 - Capitol Mall Programming
 - Slope and Future Programming
 - Security and Public Assembly
 - Security Typologies
 - Opportunities and Challenges



The Capitol Mall will become more welcoming for more Minnesotans to gather and share ideas through events, activities and opportunities to authentically tell a diversity of Minnesotan stories.

CITY-WIDE RECREATION

NETWORK OF ACTIVE OPEN SPACES

Transformation of the Saint Paul Parks and Recreation System by the Saint Paul Parks and Recreation Department extensively documents the many open space amenities present within the City of Saint Paul, ranging from smaller neighborhood parks and recreation centers to the much larger Mississippi National River and Recreation Area. This study highlights the critical park gap filled by the Capitol Mall in almost every direction and emphasizes the need for community-oriented amenities within the larger campus.

LEGEND

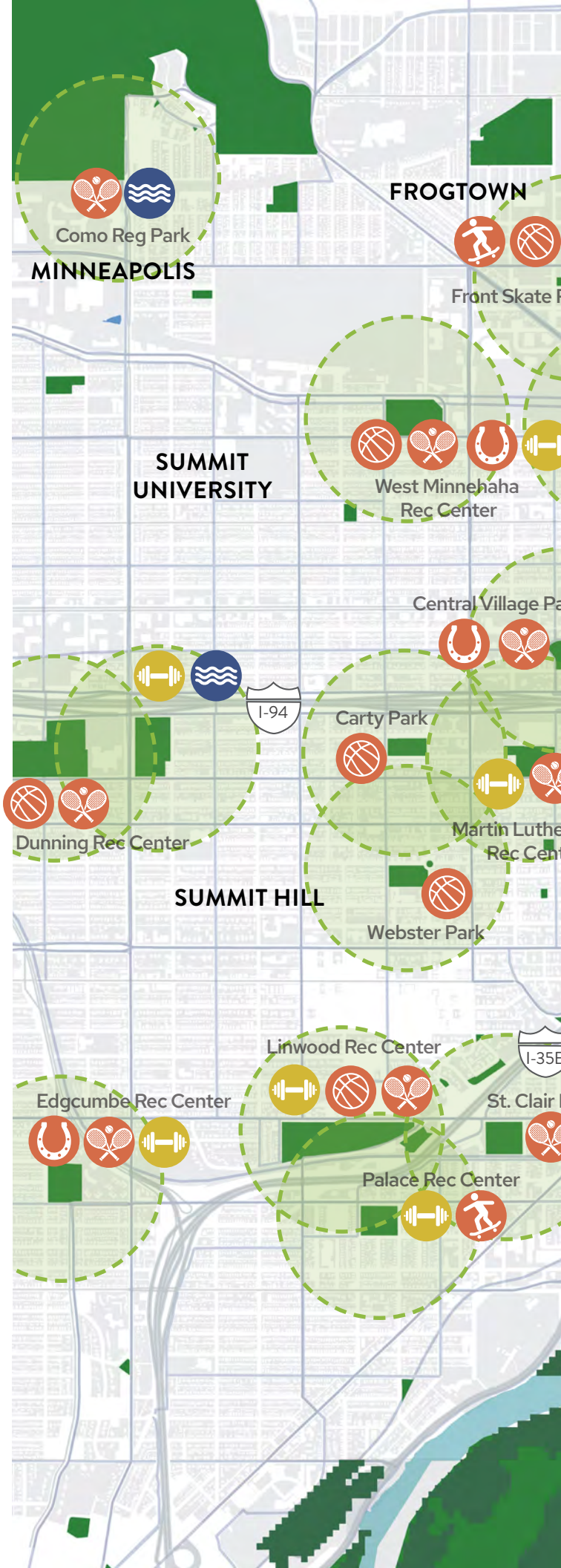
- — CAAPB Boundary
-  Tennis Courts
-  Basketball Courts
-  Horseshoe Courts
-  Skate Park
-  Indoor Gym
-  Pools
-  Dog Area
-  10-min walking distance
-  Open Space / Park
-  Regionally significant ecological areas

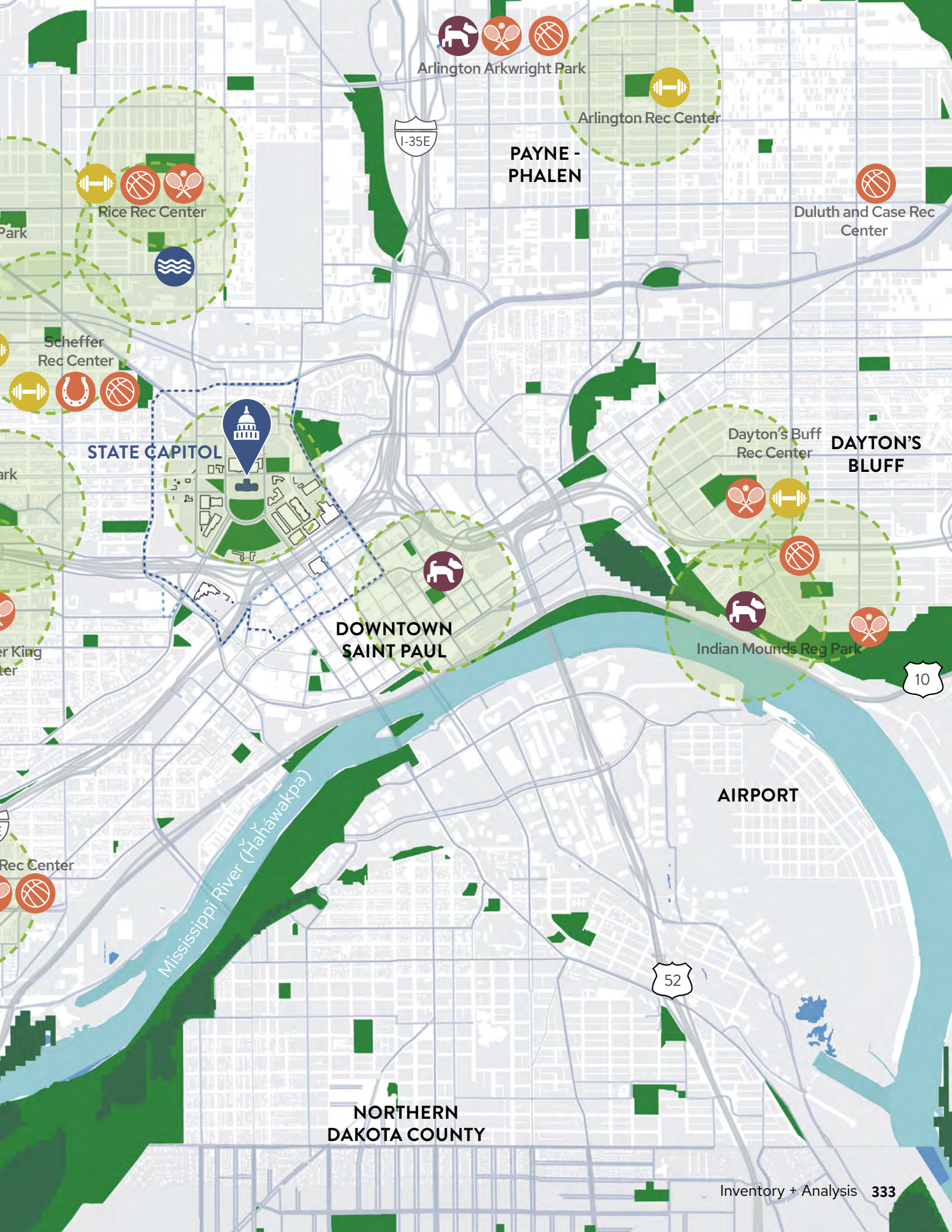


Figure 305: City-wide Recreation

Source: *Saint Paul for All 2040 Comprehensive Plan*. City of Saint Paul, Nov 2020.

Source: *Transformation of the Saint Paul Park and Recreation System*. Saint Paul Parks and Recreation, Dec. 2010.





NEIGHBORHOOD RESIDENTIAL DEMOGRAPHICS

A CAPITOL SURROUNDED BY DIVERSITY

The Capitol Campus has historically had many diverse neighbors and this is still true today, despite the disenfranchisement and forced relocation many faced in the last century. Most notably, the neighborhoods to the north, east and west of the Capitol include significant communities of color, as opposed to those Downtown and to the southwest with communities that are predominantly white. Recent engagement data reveals people of color use the Capitol Mall far less than those who identify as white, despite living in such close proximity. The Capitol Campus has the opportunity and responsibility to provide a backyard or prime gathering space for these diverse communities. Additionally, the neighborhoods to the north of the State Capitol contain many families; future programming should reflect this.

LEGEND


	CAAPB Boundary		9.8% Total Hispanic
	0.03% Total Hawaiian Pac Islander		21.5% Total Asian Non-Hispanic
	0.5% Total Some Other Race		25.1% Total Black Non-Hispanic
	0.9% Total Native American		42% Total White Non-Hispanic



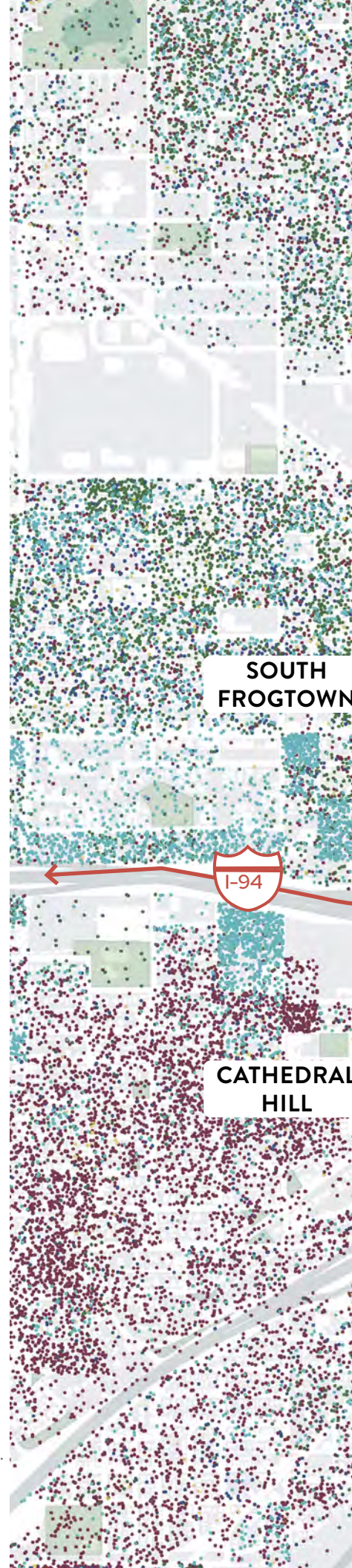
Figure 306: Neighborhood Demographics

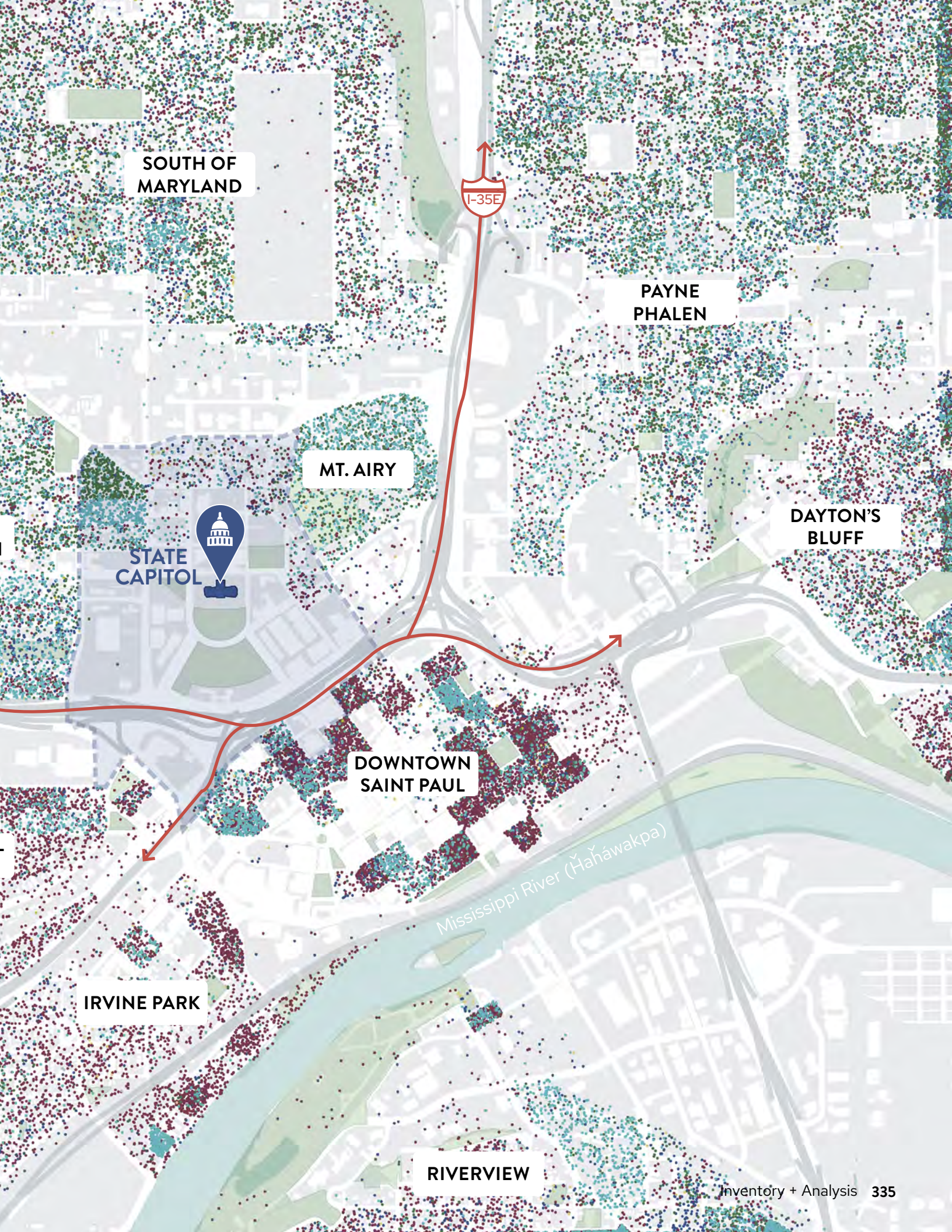
Source: *Minnesota Geospatial Commons*. gisdata.mn.gov/dataset.

Source: *Ramsey County Map Ramsey*. maps.co.ramsey.mn.us/mapramsey/.

Source: *Ramsey County Maps and Surveys*. www.ramseycounty.us/residents/property/maps-surveys.

Source: *Saint Paul Minnesota*. information.stpaul.gov/search.

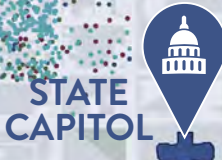




**SOUTH OF
MARYLAND**

**PAYNE
PHALEN**

MT. AIRY



**DAYTON'S
BLUFF**

**DOWNTOWN
SAINT PAUL**

IRVINE PARK

Mississippi River (Haháwakpa)

RIVERVIEW



MISSING NEARBY AMENITIES

DISTRICTS, DESTINATIONS AND PROGRAM

The Capitol Mall is bounded by government office and institutional buildings that only operate during business hours and provide very few daily life amenities. Within the larger Capitol Area exists some retail and commercial uses, places of worship, civic buildings and residential buildings (both single-family and multifamily residences), along with many vacant structures and lots. The closest hubs for food and entertainment exist in both Downtown and University Avenue, west of Rice Street. For many working or visiting the Capitol Mall, finding food options, even a simple coffee shop, is difficult. Therefore, it is critical for the Design Framework to strategically utilize the many vacant spaces around the Capitol Campus to not only provide these resources but create an active and lively built environment.

*The 2040 Comprehensive Plan for the City of Saint Paul defines ACP50 as areas of concentrated poverty with over 50% people of color. The Capitol Campus is located within an ACP50.

LEGEND















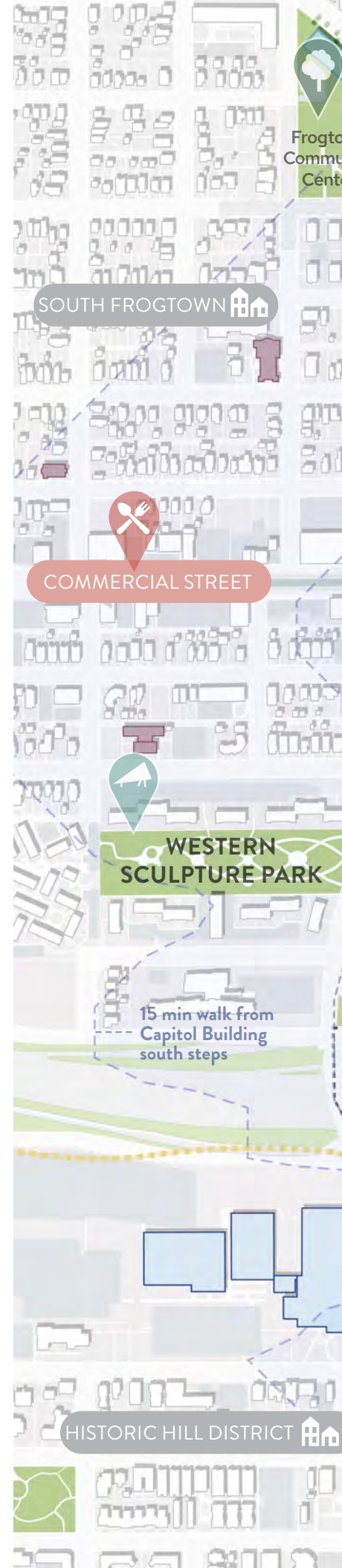
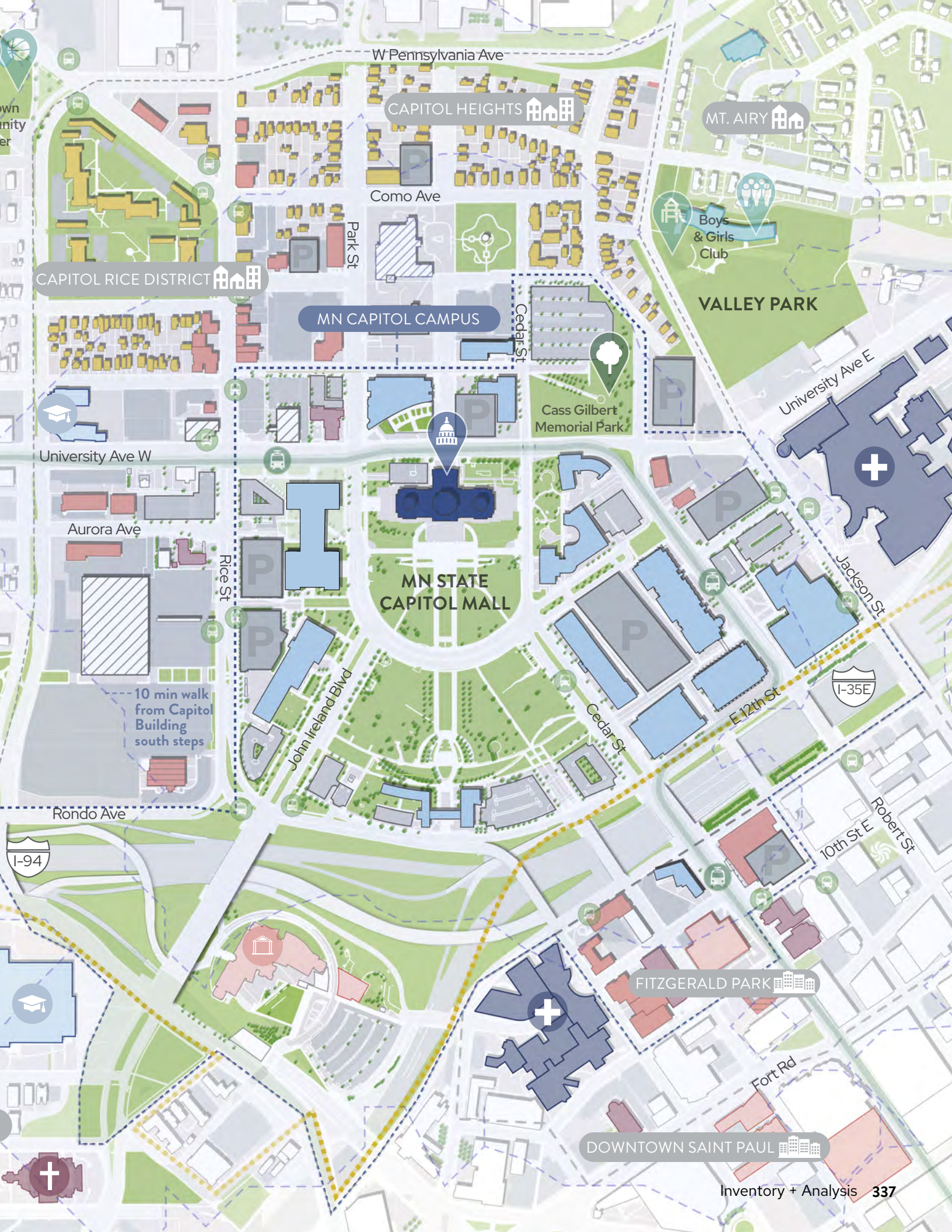
Mall		Building Use	
-----	CAAPB Boundary		State Capitol
- - - -	MN Capitol Complex		Government Office Buildings
■■■■	*ACP50		Retail / Commercial
	10 and 15 Minute Isochrones / Walksheds		Hotel
	Parks / Open Space		Civic
<div> <div>N</div> <div>0' 125' 250' 500'</div> </div>			Residential
			Places Of Worship
			Hospitals
			Educational
			Community Centers
			Known Vacant Buildings
			Parking Garage

Figure 307: Capitol Area Amenities

Source: *Saint Paul for All 2040 Comprehensive Plan*.
City of Saint Paul, Nov 2020.





W Pennsylvania Ave

CAPITOL HEIGHTS

MT. AIRY

Como Ave

Park St

CAPITOL RICE DISTRICT

MN CAPITOL CAMPUS

Cedar St

VALLEY PARK

Boys & Girls Club

University Ave W

Aurora Ave

Rice St

MN STATE CAPITOL MALL

Cass Gilbert Memorial Park

University Ave E

10 min walk from Capitol Building south steps

John Ireland Blvd

Cedar St

E 12th St

Jackson St

I-35E

Rondo Ave

I-94

10th St E

Robert St

FITZGERALD PARK

Fort Rd

DOWNTOWN SAINT PAUL

CAPITOL MALL PROGRAMMING

Programming in and around the Capitol Mall lacks both diversity and specificity. Much of the Upper and Lower Malls include lawns for large events (despite being quite steep), and contemplative spaces with commemorative artworks for people to meander. When large events are not happening, the Upper and Lower Malls are often vacant, and no specific programming considers how different types of people use public space. This condition is exacerbated by the overwhelming number of adjacent building facades that are not active (i.e., solid walls and/or parking garages). Furthermore, there is very little relationship between these facades—even the active ones—and the landscape just outside them.

LEGEND

Capitol Campus

*Programmatic "Rooms"

- Large lawn (>30,000SF)
- Small lawn
- Promenade / Steps
- Contemplative
- Building / Street Buffer
- Other

Permitted Event Spaces

- Sculptures, Monuments, & Memorials
- Bench / Seat Areas
- Public Building Entrance

*Programmatic "Rooms" refer to spaces that feel distinct with obvious edges like walkways, roadways and/or landscaping.

N 0' 50' 100' 200'

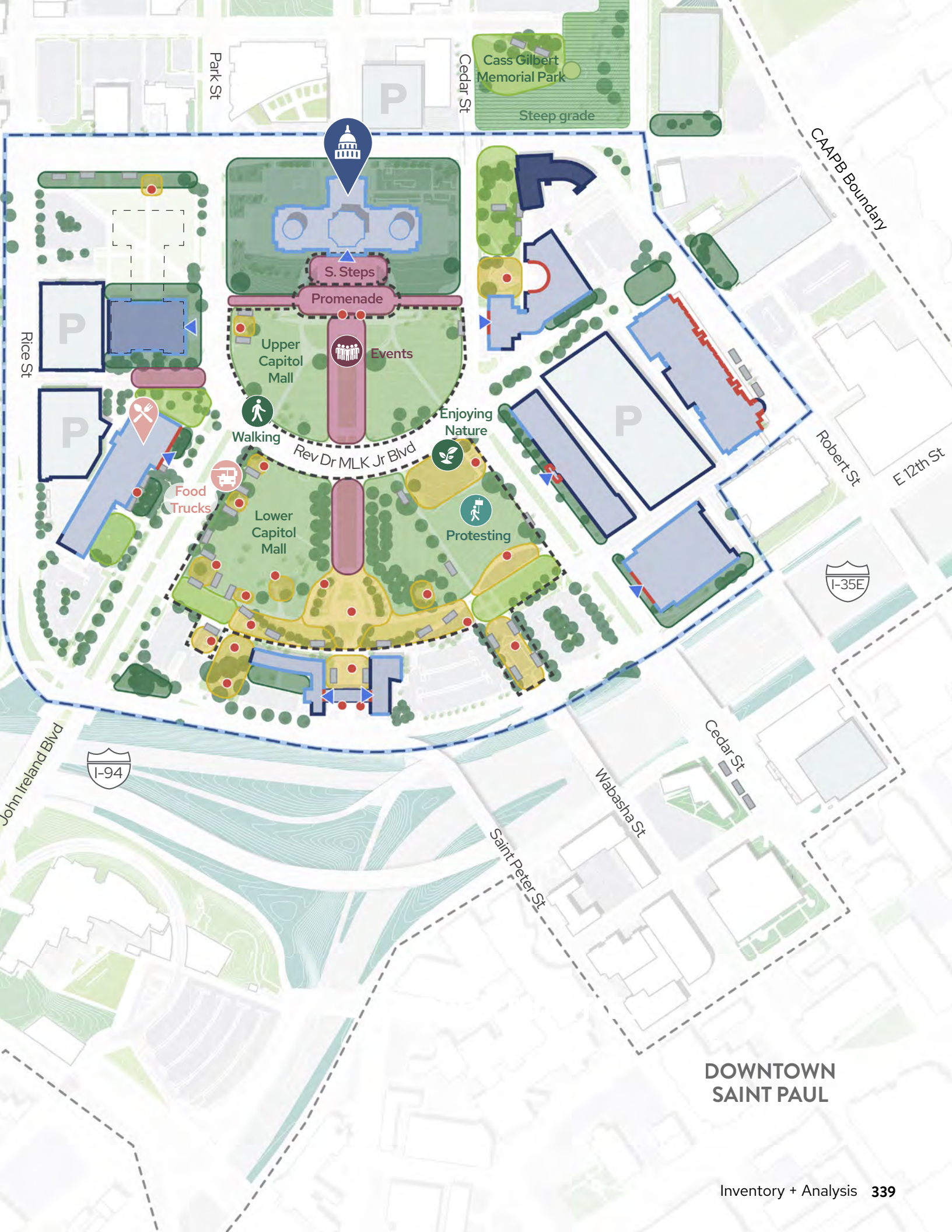
Building Public Access

- Private, Closed to Public
- Semi-Public, Business Hrs (By Appointment Only)
- Semi-Public, Business Hrs (Capitol Building open Saturdays)
- Public, Cafe, Business Hrs

Ground Floor Building Frontage

- Active (Entrances)
- Office/Institutional (Windows)
- Inactive (Solid Wall, Parking Garage)





Park St

Cedar St

Cass Gilbert Memorial Park

Steep grade

CAAPB Boundary



S. Steps

Promenade

Upper Capitol Mall

Events

Walking

Enjoying Nature

Rev Dr MLK Jr Blvd

Food Trucks

Lower Capitol Mall

Protesting

Robert St

E 12th St



John Ireland Blvd



Cedar St

Wabasha St

Saint Peter St

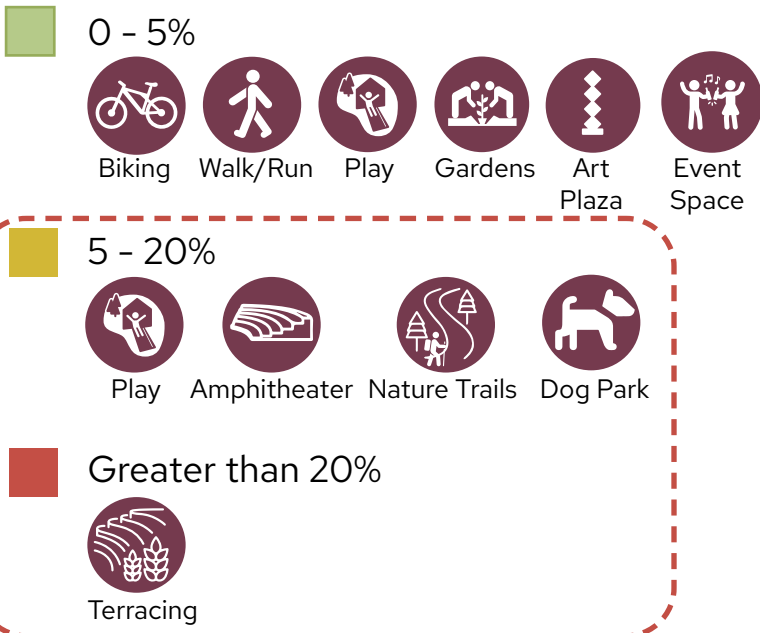
DOWNTOWN SAINT PAUL

SLOPE AND FUTURE PROGRAMMING

While the Capitol Mall's topography was the impetus of its original siting in the early 20th century, its steepness makes it difficult to host many open space programming typologies. The Upper Mall, which exceeds slopes normally recommended for both ADA accessibility and most open space programming, is the most frequently used gathering space for large events. Portions of the Lower Mall, especially along Cedar Street, also exceed these limits. Other spaces like Cass Gilbert Memorial Park have entire sections that are essentially inaccessible to anyone, given slopes of greater than 20%. These conditions necessitate strategies to adjust slope throughout the Capitol Campus to make spaces more accessible to a wider range of people while still celebrating the original topography that made the Capitol Campus grand.

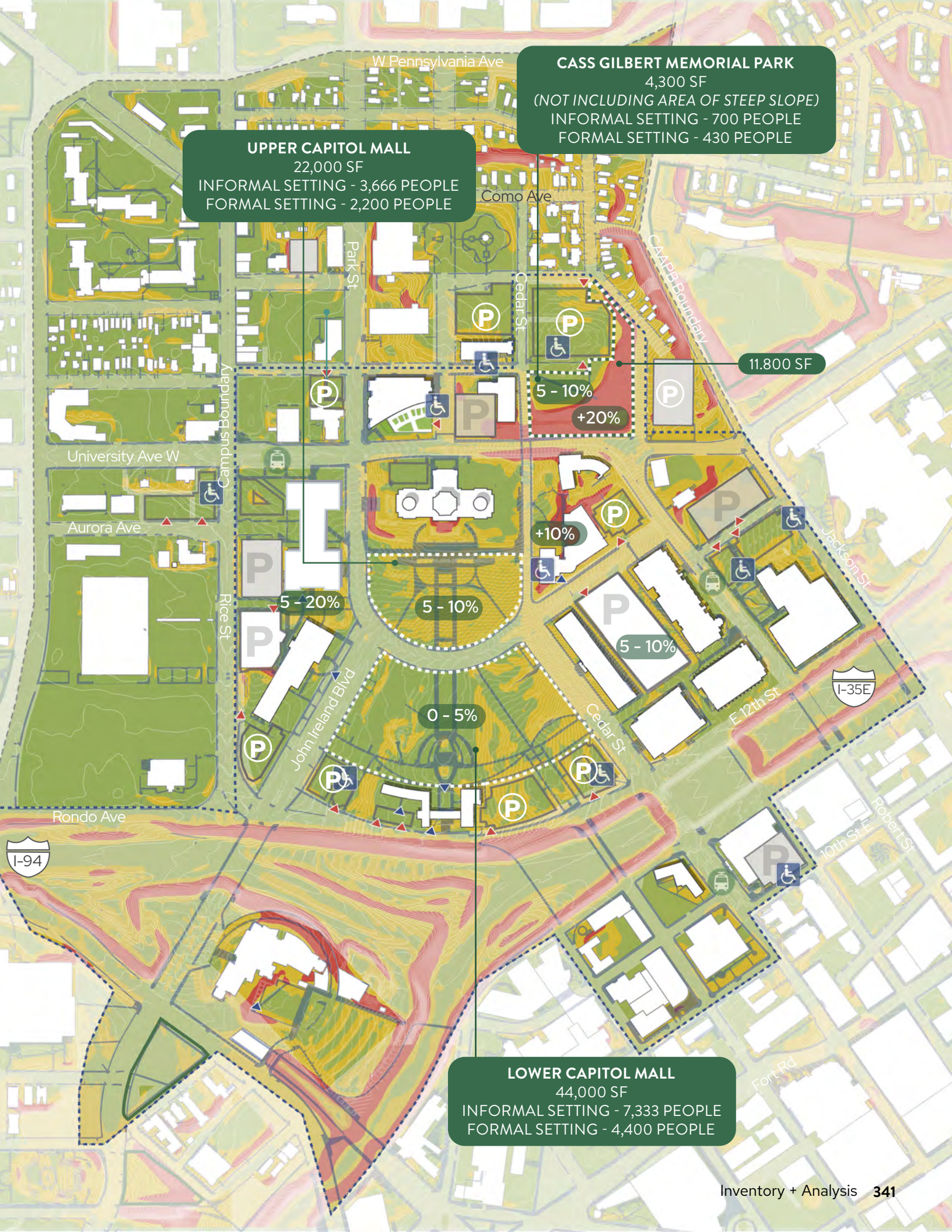
LEGEND

Potential / suitable programs for the existing slope percentages



Slopes greater than 5% can be a challenge for ADA access.





UPPER CAPITOL MALL
22,000 SF
INFORMAL SETTING - 3,666 PEOPLE
FORMAL SETTING - 2,200 PEOPLE

CASS GILBERT MEMORIAL PARK
4,300 SF
(NOT INCLUDING AREA OF STEEP SLOPE)
INFORMAL SETTING - 700 PEOPLE
FORMAL SETTING - 430 PEOPLE

11,800 SF

+10%

5 - 10%
+20%

5 - 20%

5 - 10%

0 - 5%

5 - 10%

LOWER CAPITOL MALL
44,000 SF
INFORMAL SETTING - 7,333 PEOPLE
FORMAL SETTING - 4,400 PEOPLE

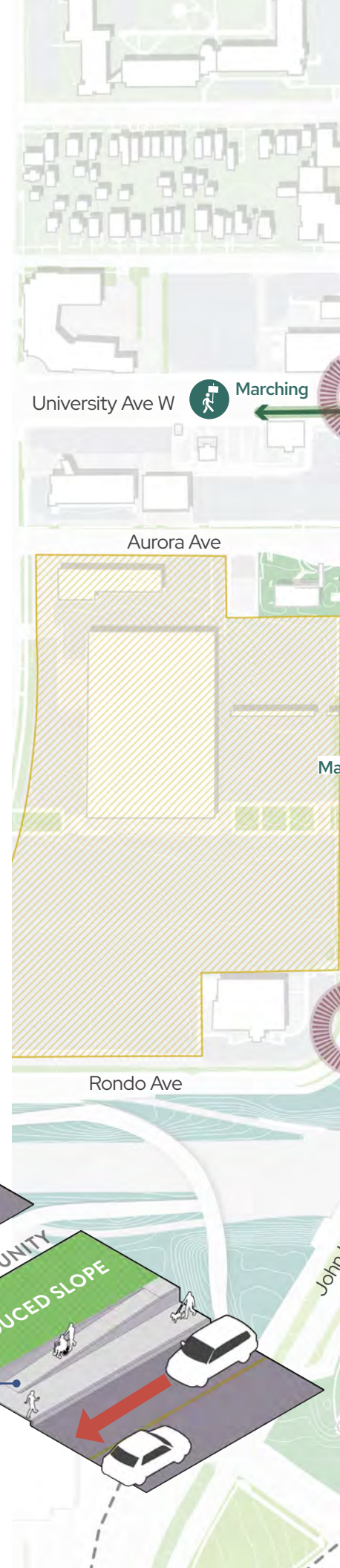
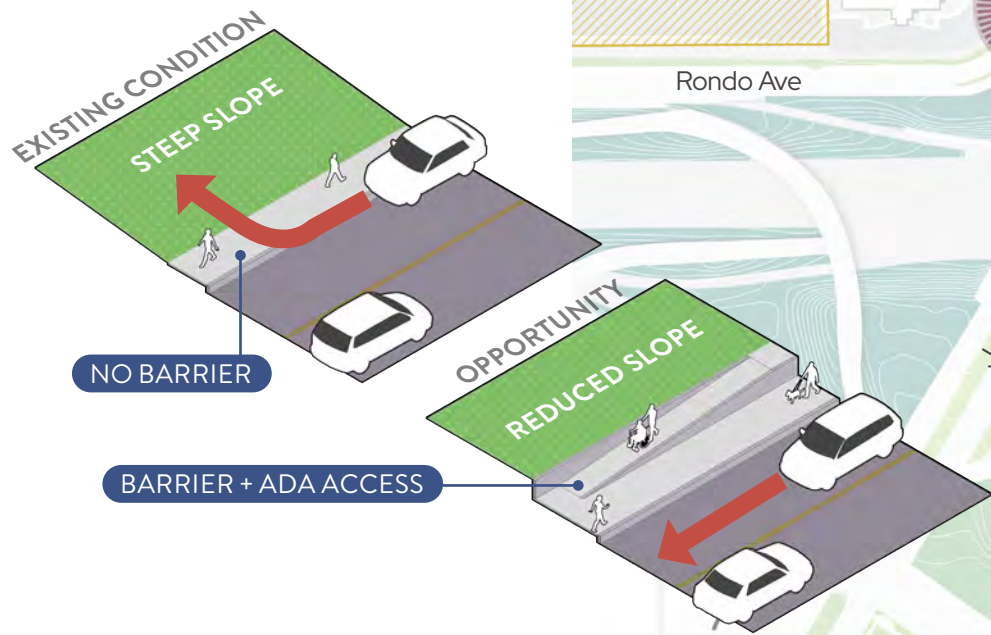
SECURITY AND PUBLIC ASSEMBLY

Given its prominence as both the home of state government and primary place for the public exercise of first amendment rights, the Capitol Campus must seamlessly balance security and public assembly. However, stakeholder and community engagement throughout the Design Framework process revealed several safety concerns (some related to public assembly and some not) that must be addressed. Most notably, vehicular threats in the Upper and Lower Malls are of high concern as there are no physical barriers along Rev. Dr. Martin Luther King, Jr. Boulevard to prevent vehicles from driving into gatherings of people. In many places around the country, including other Capitols, low walls have been used as an unobtrusive way to prevent this conflict. Additionally, the larger community noted the LRT Green-Line Stations at University and Rice as well as Robert Street and East 14th Street were places where they felt most unsafe around the Capitol Campus. Other areas, especially vacant lots near the Capitol, also contribute to people feeling unsafe. When people gather and protest, Capitol Security must be able to clearly see and monitor the situation, which is a requirement to consider when locating new trees and dense plantings.

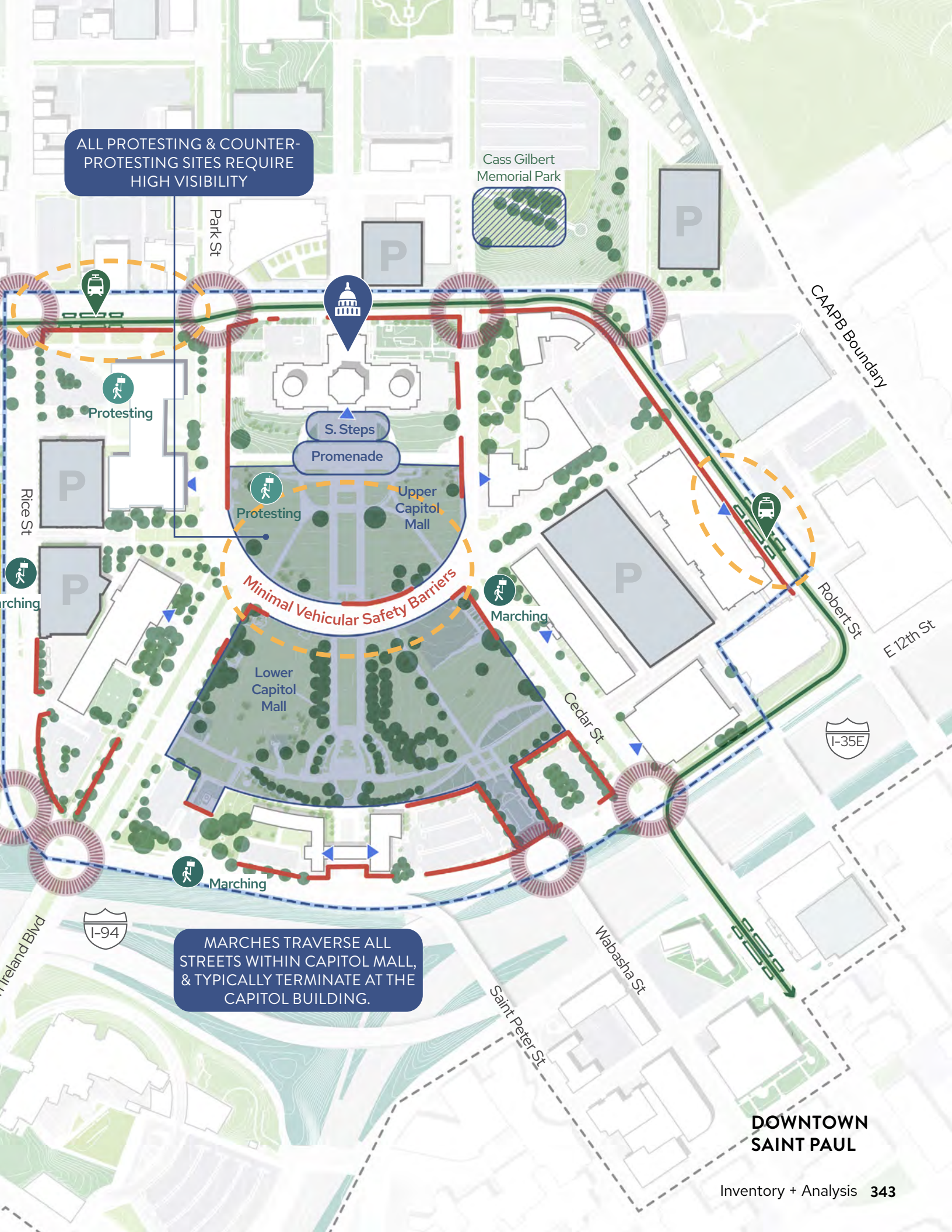
LEGEND

- Capitol Campus
- Permitted Event & Allocated Protest Spaces, High-Visibility Zones
- Allocated Counter-Protest Space
- Critical Security Zones / Areas in Need of Immediate Security Upgrades
- ▲ Building Entrances
- ⊙ Vehicular Entries to Mall
- Parking Garages (inactive facades)
- Barriers (Fencing, Bollards, Retaining Walls, etc.)
- Large Vacant Lots
- ← LRT Green Line and Stops

N 0' 50' 100' 200'



ALL PROTESTING & COUNTER-
PROTESTING SITES REQUIRE
HIGH VISIBILITY



Cass Gilbert
Memorial Park

Park St



S. Steps

Promenade

Upper
Capitol
Mall

Protesting

Minimal Vehicular Safety Barriers

Lower
Capitol
Mall

Marching

Cedar St

Marching

CAAPB Boundary

Robert St

E 12th St



Wabasha St

Saint Peter St

**DOWNTOWN
SAINT PAUL**

MARCHES TRAVERSE ALL
STREETS WITHIN CAPITOL MALL,
& TYPICALLY TERMINATE AT THE
CAPITOL BUILDING.

SECURITY TYPOLOGIES

VARIED AND DISPARATE STRATEGIES

Various physical security measures already exist around the Capitol Campus. They include, but are not limited to, the following:

RATED WALLS

Rated walls include a number of systems that can withstand a vehicular crash—like knee walls, retaining walls, seating walls and planter systems—located at linear boundaries. They can also take the form of stairs like those that lead up to the Capitol Building.

RATED REMOVABLE BOLLARDS

Rated removable bollards are short, sturdy, vertical posts that can withstand a vehicular crash, which are installed at places where pedestrian through-traffic is desired. They can be removed when needed. Examples of this include the east and west entries to Aurora Promenade just south of the Capitol Building.

RATED PERMANENT BOLLARDS

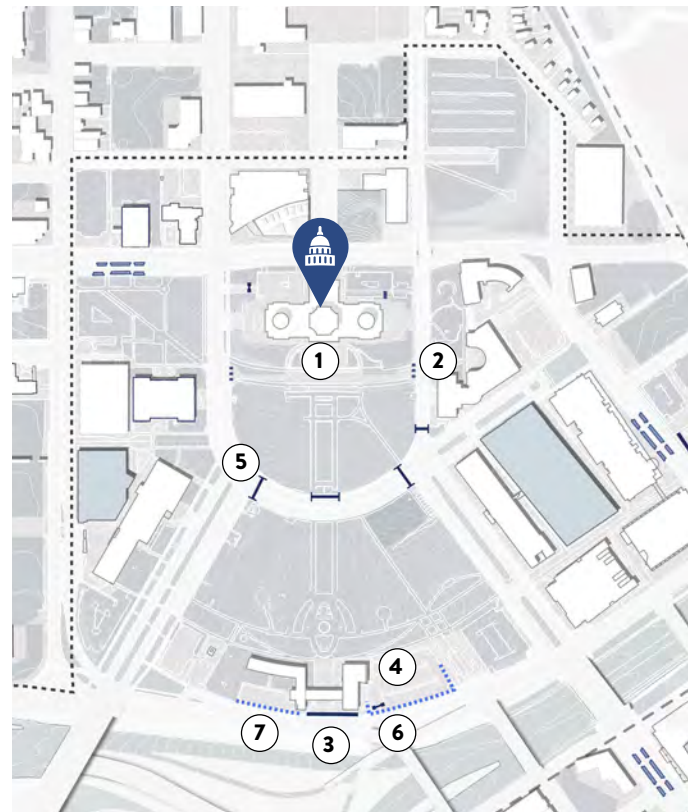
Rated permanent bollards are similar to removable bollards with the exception that they cannot be easily removed. They are often permanent fixtures, like those in front of the Veterans Services Building.

TEMPORARY BARRIERS

Temporary barriers include fencing and other easily moved devices that deter both people and vehicles from entering or passing through certain locations. They are often not crash rated.

RATED CABLE SYSTEM

Rated cable systems include low permanent fencing that is crash rated and more aesthetically pleasing than temporary fencing. Examples of this include the rated cable system surrounding the various surface parking lots adjacent to the Veterans Services Building along Rondo Avenue and East 12th Street.



LEGEND

- Rated Cable System
- Rated Removable Bollards
- Rated Permanent Bollards
- Rated Gates
- |— Temporary Barriers



Figure 308: Capitol Building Stairs

Source: Damon Farber. *Capitol Building Stairs*. Jan 2024.



Figure 309: Bollards at Aurora Promenade
Source: Google Maps, www.google.com/maps/. Accessed Apr. 2024.



Figure 314: Bollards at Veterans Service Building
Source: Damon Farber. *Bollards at Veterans Service Building*. Jan 2024.



Figure 310: Parking at University Ave W and Park St
Source: Google Maps, www.google.com/maps/. Accessed Jan. 2024.



Figure 313: Temporary Barriers at Rev. Dr. Martin Luther King, Jr. Blvd
Source: Google Maps, www.google.com/maps/.



Figure 311: Parking entry near Veterans Service Building
Source: Google Maps, www.google.com/maps/. Accessed Jan. 2024.

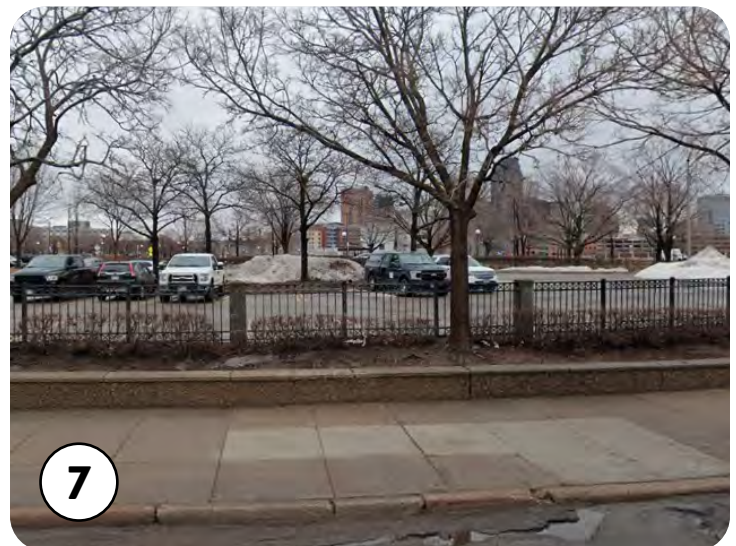


Figure 312: Cable System along W 12th St
Source: Google Maps, www.google.com/maps/. Accessed Apr. 2024.

OPPORTUNITIES AND CHALLENGES

OVERARCHING OPPORTUNITIES AND/OR CHALLENGES TO GUIDE PRINCIPLE DESIGN FRAMEWORK STRATEGIES MOVING FORWARD INCLUDE THE FOLLOWING:

- Minimal landscape to adjacent building use relationship
- Ensuring the Capitol Mall is welcoming to all
- Limited everyday amenities
- Balancing security and public assembly

PRINCIPLE STRATEGIES

Moving forward from the 2040 Comprehensive Plan



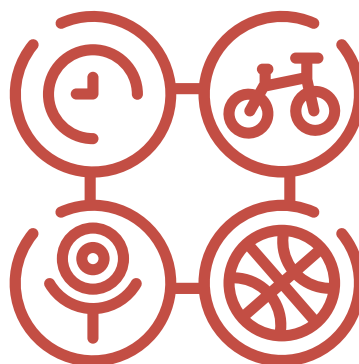
**CREATE OUTDOOR SPACES
THAT RESPOND TO AND
COMPLEMENT EXISTING
AND FUTURE BUILDING
USES**



**DESIGN FOR THE DAY-TO-
DAY AS WELL AS WEEKLY,
MONTHLY, AND SPECIAL
EVENTS**



**ALIGN SECURITY PRACTICES
AND TECHNIQUES WITH
DESIRED PHYSICAL DESIGN
ATTRIBUTES**



**DESIGN INCLUSIVE SPACES
WITH DIVERSE PROGRAMMING
TO ACCOMMODATE VARIOUS
LIFESTYLES**



ACTIVATE PRINCIPLE STRATEGY

CREATE OUTDOOR SPACES THAT RESPOND TO AND COMPLEMENT EXISTING AND FUTURE BUILDING USES

STRATEGIES

- Coordinate with ongoing and future site developments to ensure optimal connectivity and access to the Capitol Mall, to maintain historic site features (like viewsheds), and more
- Utilize strategic planting and other landscape features to emphasize building entrances and aid in wayfinding or place recognition
- Utilize the landscape as an educational opportunity, especially in historic storytelling
- Provide adjacent outdoor dining and working opportunities for government staff on campus
- Create landscape and streetscape conditions that accommodate active building frontage, and create multiple active hubs for small scale gatherings within a 5- to 10-minute walk
- Diversify the landscape programs across the campus



Figure 315: Moore Square

Source: Sasaki. *Moore Square*, Sasaki, <https://www.sasaki.com/projects/moore-square/>.



ACTIVATE PRINCIPLE STRATEGY

DESIGN FOR THE DAY-TO-DAY AS WELL AS WEEKLY, MONTHLY, AND SPECIAL EVENTS

STRATEGIES

- Design civic spaces of varying sizes that accommodate both active and passive uses
- Provide easy access to and from the site in the form of diverse mobility options, e.g., transit stops, bike lanes, complete sidewalks, crosswalks, pedestrian signals and affordable parking opportunities in close proximity to the site
- Implement planting strategies that accommodate diverse programming needs, designing spaces for human comfort
- Ensure the site's infrastructure can accommodate large groups of people
- Provide access and eliminate barriers to everyday amenities like clean and secure toilet facilities
- Promote daily life amenities for government workers and nearby communities that operate beyond the hours of 9 a.m. to 5 p.m.



Figure 316: Texas Capitol Mall

Source: G. Lyon Photography, Inc. *Texas Capitol Mall*. Coleman Associates. <https://www.colemanandassoc.com/projects/texas-capitol-complex-mall-and-garage>.



ACTIVATE PRINCIPLE STRATEGY

ALIGN SECURITY PRACTICES AND TECHNIQUES WITH DESIRED PHYSICAL DESIGN ATTRIBUTES

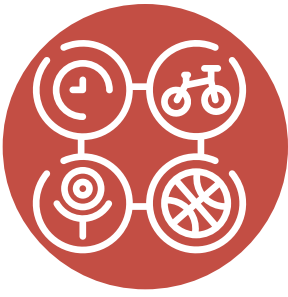
STRATEGIES

- Provide ample lighting within the site and along access routes to and from supporting site services and amenities
- Provide clear, well-kept paths and sightlines that are not obstructed by low-canopy trees, overgrown or dense vegetation, changes in elevation, and other obstructions
- Eliminate or mediate sites of operational security threats, as well as all non-spaces
- Promote programming and building uses that operate throughout the day, including evening hours
- Design gathering spaces with operational security in mind
- Design landscape and infrastructure to prevent vehicular access on lawns
- Implement security design features that mitigate crime at LRT stations
- Design programmatic rooms (i.e., landscape zones separated by plantings, trees, etc.) to separate protesters from counter-protesters. Create space for easy flow control to reduce the complexity for events management



Figure 317: Texas Capitol Mall Closeup

Source: Sylvie, Jonathan. *Texas Capitol Mall Closeup*. University of Texas, <https://soa.utexas.edu/news/architecture-team-sport>.



ACTIVATE PRINCIPLE STRATEGY

DESIGN INCLUSIVE SPACES WITH DIVERSE PROGRAMMING TO ACCOMMODATE VARIOUS LIFESTYLES

STRATEGIES

- Highlight and celebrate the presence of diverse populations, both in true form and representation
- Recognize and celebrate Indigenous Americans as well as Black, immigrant, and LGBTQ+ communities
- Connect to and engage nearby communities of color, and explore programming partnerships with local community groups
- Provide provisions for young children and the elderly
- Ensure all site features are specified with diverse populations in mind, i.e., furniture that is ergonomic for various bodies and ADA accessible
- Develop a branding strategy that is forward-looking, and that creates awareness and builds trust
- Incorporate wayfinding and easy-to-read signage that is ADA accessible, with , gender-inclusive graphics, and language translation



Figure 318: Bonnet Springs Park

Source: Sasaki. *Bonnet Springs Park*, Sasaki, <https://www.sasaki.com/projects/bonnet-springs-park/>.