



Capitol Area Architectural and Planning Board



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Date: May 15, 2024
To: Members of the Capitol Area Architectural and Planning Board (CAAPB)
From: Erik Cedarleaf Dahl and Peter Musty, CAAPB

RE: Capitol Mall Design Framework (CMDf): Phase I Update & Direction (Agenda Item 1)

The Capitol Mall Design Framework (CMDf) is a document that will be used to guide the future of the Minnesota State Capitol Mall for years to come. It will exist as one of four Framework plans that are adopted by reference to the 2040 Comprehensive Plan for the Minnesota State Capitol Area, and serve to guide improvements from landscape design and plantings to wayfinding, stormwater management, public space design, commemorative works and public art. It will be referenced for compliance in future board approvals, and will guide decisions about maintenance, memorials, ecological systems and security improvements by the stewarding agencies of the State Capitol Campus.

Today's discussion:

Due to Legislative directives and timeline (see below) to use the \$5m for implementation (phase 1). CAAPB staff are seeking a discussion on pros and cons for phase 1 options as well as direction staff can pursue with Sasaki and Department of Administration to meet the timelines, CAAPB directives, legislative directive, and legislative intent.

PHASE 1A - OPTION 1: see attachment.

PHASE 1A - OPTION 2: see attachment.

PHASE 1B -- see attachment.

CMDf'S STATUTORY and POLICY REQUIREMENT.

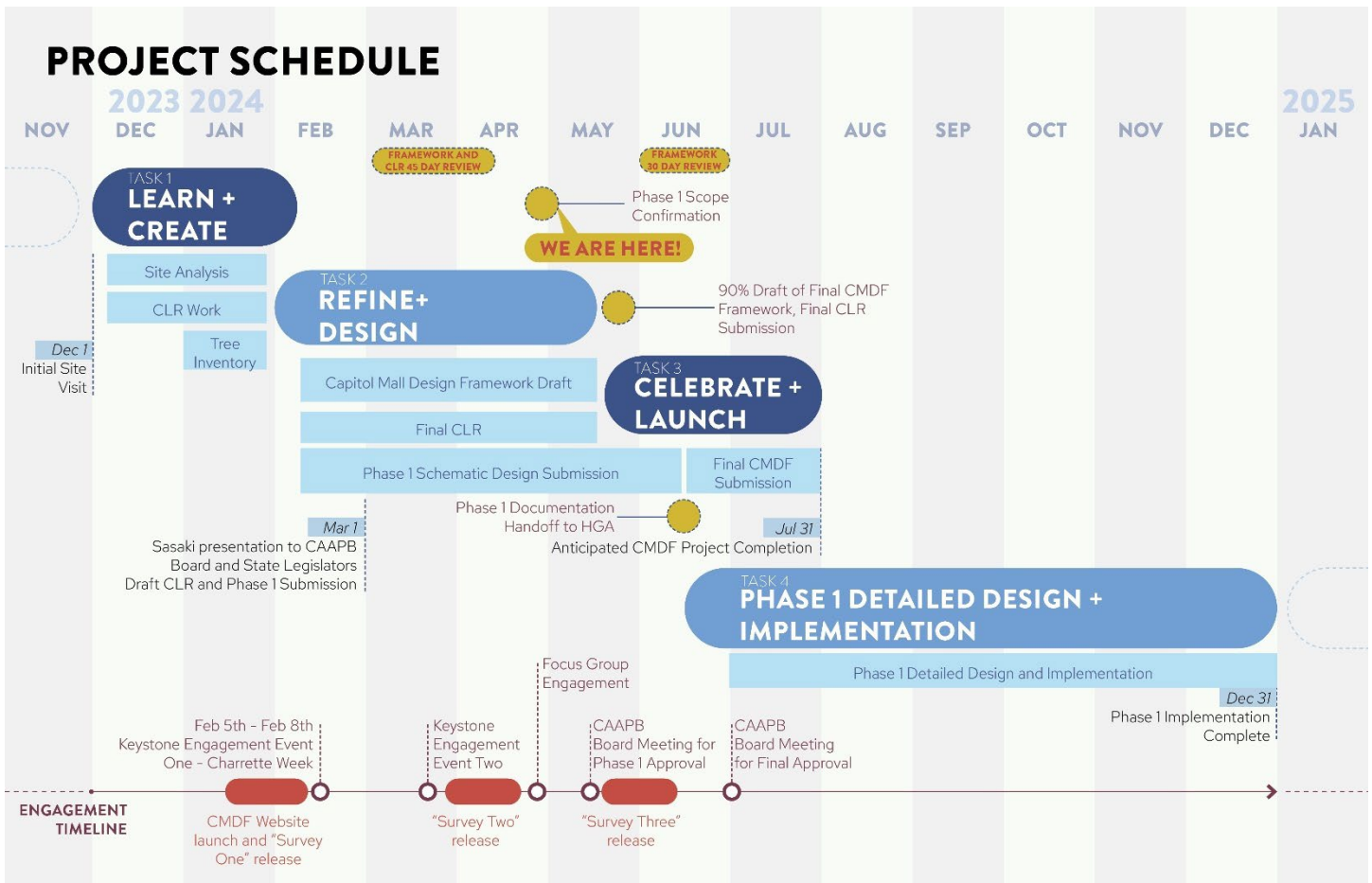
The CMDf is Required by Statute, Comp Plan, Rules and Legislation: The CMDf in final published state will serve as planning and design policy manual, as called for in several important CAAPB policy documents:

- Statute 15B requires that CAAPB maintain policy guiding design and planning for the Capitol Mall, grounds, and approaches.
- 2021 - The 2040 Comprehensive Plan for the Minnesota State Capitol Area, (see policy guidance in Chap. 1 & 2).
- 2022 - Rules for Commemorative Works (MN Rules Chapter 2400)
- 2023 - Legislation funding development of the "Capitol Mall Design Framework", Minnesota Laws 2023, Chapter 62, Article 2, Section 124.

PROCESS SUMMARY.

The CMDF process has included extensive and nationally competitive team selection process and rigorous background research, and wide ranging local, regional and statewide stakeholder engagement. The timeline has been compressed to allow for initiation of projects as soon as mid to late 2024:

- **June 2023:** enabling legislation was approved creating funding, timeline and other requirements for the CMDF (See attached memo to Board including entirety of 2023 legislation related to Capitol Area)
- **August – September 2023:** development and release of Request for Proposals to complete CMDF. The process included vetting of six qualifying proposals and interviews of three teams. A selection team was formed made up of representatives of the major stewards (agencies) of the Capitol Mall, including Capitol Board Members, the Department of Administration, Minnesota Historical Society and City of Saint Paul, among other important partners.
- **October 2023:** Selection of Sasaki with team members including interdisciplinary team including Damon Farber, Zan, Barr and other design specialists (Sasaki proposal available on request)
- **November 2023 – January 2024:** statewide survey released; project startup research and background information, research related to Cultural Landscape Report (CLR) identifying historic resources (<https://youtu.be/69zyZsHH70g?si=uKBAsag23GcLh1-L>), community charrette preparation, formation of four focus groups: More Minnesota, Saint Paul Community, Executive Leadership Group, local outreach/meetings
- **February 2024:** Community Design Charrette at Minnesota History Center and Veterans Services Building
- **Spring 2024:** Released two more statewide surveys, formal request for agency review letters, public comment period (30 days) [ended April 15, 2024], statewide engagement events, the following graphic displays the overall timeline of the project:



- **Next Steps Spring/Summer 2024:** Deliver next iteration of Capitol Mall Design Framework on May 20, 2024 and open a comment period (30 days—ending June 20th). Track legislative language changes. Kick-off phase 1 of CMDF and complete phase 1 by deadline (December 31, 2024 **OR** June 30, 2025).

COMPLIANCE.

CMDF's Compliance with 2040 Comprehensive Plan

CAAPB staff affirms that the policy in the CMDF is in compliance broadly and specifically with policy guidance in all seven Chapters of *The Comprehensive Plan for the Minnesota State Capitol Area*. Policy requiring the CDMDf itself is found on Chapter 2, page 65:

“To ensure implementation of the highest standards for the civic spaces of the Capitol Campus, update the CAAPB Mall Design Framework (1990) by 2025, addressing the policies of the chapters of this Comprehensive Plan.

2.39. In addition to addressing the policies of this plan, focus effort on updating location-specific planning and policy addressing issues including but not limited to: design and architectural of civic spaces and streets, memorial and commemorative art siting and programming, safety, wayfinding, sustainable landscaping, water, visitor experience and comfort, while ensuring continuity of primary functions such as supplying a range of places for speaking out and convening events.

2.40. Work with a multi-disciplinary, multi-agency team to garner input on the update to the Framework, especially regarding changes or upgrades to public or private buildings and the public realm surrounding them.

2.41. Include John Ireland Boulevard from the Cathedral of Saint Paul to the Capitol Building as part of the Mall, recognizing the importance of this ceremonial route as an extension of the Mall.

2.42. Address the site and connectivity issues of the Minnesota History Center.

2.43. While the focus is the design of the Mall, the Framework should address movement and connectivity to locations both within and outside the Mall.

- Address the impact of the addition of the Green Line Light Rail Transit on access to the east campus.*
- Specifically plan for improved connectivity to ensure maximum access and safety from the Capitol Mall to surrounding public spaces, including Leif Erickson Park, the Judicial Plaza, Call Gilbert Memorial Park, and to entrances of public buildings.*
- Encourage keeping public entrances of buildings on the Mall open to ensure access to public lobbies.*
- As new development occurs on or around the Capitol Campus (such as future development at the Sears site) ensure appropriate connectivity is considered within or as an addendum to, the updated Mall Design Framework.”*

CMDF's Compliance with 2023 Enabling Legislation

CAAPB staff reports to the Board that we remain in compliance with items (a) and (b), including consultations those identified in legislation.

“Sec. 124. CAPITOL MALL DESIGN FRAMEWORK.

(a) An update to the Capitol Mall Design Framework must include:

(1) plans to integrate green space campuswide, including but not limited to the addition of green space on the following sites at the approximate sizes indicated:

(i) the southwest corner of Rice Street and University Avenue, with a minimum size of 20,700 square feet;

(ii) the northeast corner of Rice Street and University Avenue, with a minimum size of 32,000 square feet; and

(iii) the north side of the State Capitol building adjacent to University Avenue;

(2) plans for visual markers and welcome information for the Capitol campus at one or more corners of Rice Street and University Avenue, anchoring a pathway to the State Capitol building and Capitol Mall that features interpretive markers honoring the importance and stature of the Capitol campus as both a historic site and as a modern, active public gathering space for all Minnesotans; and

(3) plans to plant trees throughout the Capitol campus, prioritizing the creation of a mature tree canopy to provide an area of shade for users of the Capitol Mall between or adjacent to the State Capitol building and Martin Luther King, Jr. Boulevard.

(b) The Capitol Area Architectural and Planning Board must contract with one or more professional design consultants with expertise on horticulture, landscape architecture, civic space design, infrastructure assessment, and operations and maintenance planning to develop the framework updates. The board must additionally consult with the commissioners of administration and public safety and the senate majority leader and the speaker of the house or their designees before any proposed framework update is approved. The board must approve the updated design framework no later than March 1, 2024. EFFECTIVE DATE. This section is effective the day following final enactment.”

Update to CMDF Legislation (2024):

There have been several changes (in process) to Capitol Mall Design Framework Legislation this session. CAAPB staff are tracking these changes and responding to these changes to develop the appropriate Phase 1 recommendations to the CAAPB.

This is the latest Legislation associated with the Capitol Mall Design Framework:

1.9 "Sec. **CAPITOL MALL DESIGN FRAMEWORK; USE OF 2023**

1.10 APPROPRIATION.

1.11(a) The commissioner of administration must expend the remaining amounts provided

1.12 by the general fund appropriation for the Capitol Mall Design Framework in Laws 2023,

1.13 chapter 62, article 1, section 11, subdivision 2, to implement, design, construct, install, and

1.14 equip the elements outlined in the authorizing legislation for the framework, as follows:

1.15(1) landscaping, trees, benches, lighting, security, and irrigation on the upper mall and

1.16 the northern portion of the lower mall bordering Martin Luther King, Jr. Boulevard; and

1.17(2) visual markers and welcome information for the Capitol campus, appropriately spaced

1.18 for wayfinding of the major streets on the Capitol campus, anchoring a pathway to the State

1.19 Capitol Building and Capitol Mall that features interpretive markers honoring the importance

1.20 and stature of the Capitol campus as both a historic site and as a modern, active public

1.21 gathering place for all visitors.

2.1(b) After prioritizing the work identified in paragraph (a), clauses (1) and (2), any

- 2.2 remaining balance of funds may be utilized to paint the Administration Building parking
- 2.3 ramp and install new grates."

Capitol Mall Design Framework

Implementation. \$5,000,000 the first year is to implement the updated Capitol Mall Design Framework, prioritizing the framework plans identified in article 2, section 124. ~~This appropriation is available until December 31, 2024.~~

Sec. 7. APPROPRIATION; CAPITOL MALL DESIGN FRAMEWORK PHASE TWO.

\$1,712,000 in fiscal year 2025 is appropriated from the general fund to the commissioner of administration to design, construct, install, and equip the elements outlined in the Capitol Mall Design Framework, phase two. This is a onetime appropriation and is available until December 31, 2029.

2024 Bonding Bills Related to Capitol Mall Design Framework:

Capital Investment Bonding Bill:

- Subd. 6. Capitol Mall Improvements (\$12m)
- 10.7 To predesign, design, construct, furnish, and
- 10.8 equip improvements and betterments of a
- 10.9 capital nature
- 10.10 of the Minnesota State Capitol consistent with
- 10.11 the Capitol Mall Design Framework update
- 10.12 required by Laws 2023, chapter 62, article 2,
- 10.13 section 124.

Fundraising Bill for Capitol Mall Design Framework (non-state funds):

- 3.31 Sec. 8. EMPLOYMENT AND ECONOMIC DEVELOPMENT (\$1M)
- 4.1 To the commissioner of employment and
- 4.2 economic development for a grant to the Saint
- 4.3 Paul and Minnesota Foundation for promotion
- 4.4 and fundraising efforts toward capital
- 4.5 improvements consistent with the Capitol Mall
- 4.6 Design Framework update.

BOARD CONSIDERATION/DISCUSSION:

Due to Legislative directives and timeline (see below) to use the \$5m for implementation (phase 1). CAAPB staff are seeking a discussion on pros and cons for phase 1 options as well as direction staff can pursue with Sasaki and Department of Administration to meet the timelines, CAAPB directives, legislative directive, and legislative intent.

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PHASE 1B -- see attachment.

BOARD ACTION.

At this time the Board is asked to authorize next steps on Phase 1 of the Capitol Mall Design Framework. Before further development of the CMDF and then final approvals later this Spring, there are several actions the board is asked to take:

- Approval of options for “Phase 1” (see attached PDF and discussion at meeting) to meet \$5m project timelines and legislative language.

Following Board consideration at the meeting, staff recommends the following language for Board resolution related to the **Capitol Mall Development Framework (CMDF) phase 1** :

The Capitol Area Architectural and Planning Board resolves:

Phase 1 Revision. The Board supports the revision of Phase 1 scope identified and approved by CAAPB on March 1, 2024 to now include campus wayfinding projects and to now include two sub-phases called Phase 1A and Phase 1B, defined here:

- Phase 1A: includes up to \$5,000,000 of the Phase 1 improvements that CAAPB approved on March 1, 2024, that are able to be completed no later than the end of FY 2024 (June 30, 2025), and extends now to include design and implementation of campus wayfinding improvements.
- Phase 1B: remaining Phase 1 projects approved by CAAPB on March 1, 2024 that will be funded through separate legislation related to Capitol Mall Design Framework or its implementation.

Design Teams. Further, to reduce costs and time and to ensure efficient integration of the work of Phase 1A and 1B, CAAPB hereby extends authorization to modify/extend contracts of the design teams currently contracted and procured by CAAPB and Department of Administration (hired through extensive competitive selection process) to continue their work through completion of Phase 1B.

The Executive Secretary will continue to keep the Board updated on changes to phase 1A or 1B authorized by the Board and convene the Board for a meeting if the changes are substantial and/or if they trigger formal approvals caused by alignment with the Comprehensive Plan, the approved Capitol Mall Design Framework, or by the Rules for Zoning and Design.
