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Capitol Area Architectural and Planning Board

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<https://mn.gov/caapb/>

AT A GLANCE

- The Board is responsible for zoning jurisdiction, design review, and planning authority in a 60-block area around the Capitol Building.
- Two full-time, one part-time staff, and three professional advisors serve the Board.
- The Board consists of 12 members appointed as follows: four by the Governor, three by the Mayor of St. Paul, two Representatives by the Speaker of the House, two Senators by the President of the Senate, and the Lieutenant Governor as Board Chair. The Board meets five to six times a year.

PURPOSE

The Capitol Area Architectural and Planning Board (CAAPB) is a small state agency with responsibilities unique to the state. Its mission is:

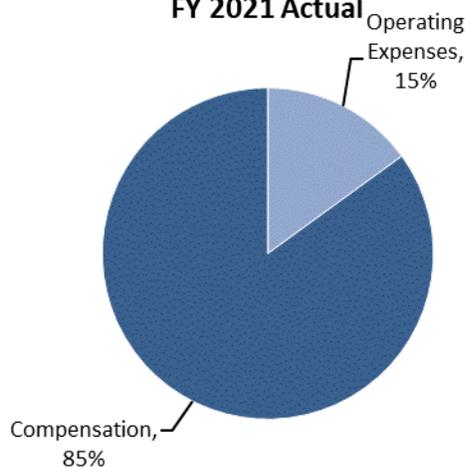
- To preserve and enhance the architectural integrity of the Capitol Building and area.
- To improve and protect open areas for public enjoyment.
- To develop accessible approaches to the Capitol Area for pedestrians, roadways, and mass transit.
- To establish a framework for growth in keeping with the original Cass Gilbert design.

The Board’s framework of operations is a comprehensive plan and codified zoning and design rules, developed with input from stakeholders, approved by the Board, and implemented by staff. The Board coordinates its responsibilities with other state agencies, the City of Saint Paul, Ramsey County, Capitol Region Watershed District, neighborhood planning bodies, commercial and residential property owners, developers, and other private sector professionals.

BUDGET

Spending by Category

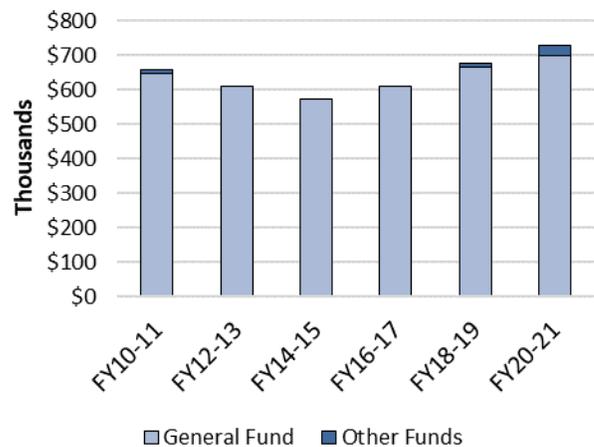
FY 2021 Actual



The CAAPB’s operations are funded predominantly through the general fund.

Source: Budget Planning & Analysis System (BPAS)

Historical Spending



FY18-19 (and FY20-21) reflects costs of developing the new 2040 Comprehensive Plan in house.

Source: Consolidated Fund Statement

STRATEGIES

Regulation:

- MN Statute 15B. Capitol Area Planning and Preservation identifies CAAPB’s regulatory responsibilities.
- Chapter 15B.03 Subd.6 grants CAAPB general rulemaking authority to adopt rules based on policy guidance in the Comprehensive Plan for the Minnesota State Capitol Area (updated in 2021).
- MN Rules Ch. 2400 govern Zoning and Design for the MN State Capitol Area (updated in 2012).
- Under MN Rules Ch. 2400, the CAAPB acts on requests for zoning permits or design review approvals for projects within the Capitol Area, within 60 days of receiving a complete application.
- A Saint Paul building permit for projects in the Capitol Area is issued only after the CAAPB has approved a zoning permit. A Certificate of Design Compliance may be required, if changes occur during City review.

Development and Planning:

- Provide project-specific guidelines for Capitol Area work and encourage post construction analysis.
- Oversee a development framework and maintenance standards for the Capitol mall and its memorials.
- Conduct open and timely competitions for the design of state buildings and memorials in the Capitol Area.
- Provide open consultation with other state agencies and the City of Saint Paul.
- Initiate funding requests and promote design integrity and restoration – of the Capitol Building and other State buildings in the Capitol Area – in cooperation with the Department of Administration and the Historical Society (MNHS).

Policy:

- The 2040 Comprehensive Plan for the Minnesota State Capitol Area, updated in 2021, identifies principles, objectives, and strategies to guide all CAAPB work and rules under MN Rules Ch. 2400.

RESULTS

The Board has achieved the following measurable outcomes and successes over the past two years:

- Prepared and adopted a new and expanded 2040 Comprehensive Plan for the Minnesota State Capitol Area, using in-house staff and extensive public and stakeholder review and input.
- Worked closely with Seritage, its consultants, the public, and other public and private stakeholders on redevelopment planning for the former Sears site.
- Approved land use and zoning permits for a new mental health facility on the former Bethesda site. This followed a year of close collaboration on planning and design with property owner Fairview Health, future tenant Acadia Healthcare, community members and stakeholders, and other public agencies.
- Undertook robust process under two task forces to examine, solicit public input on, and update MN Rule Ch. 2400.2703 governing commemorative works in the MN Capitol Area. Undertook rulemaking process with two public comment periods, a public hearing, multiple reviews by MN Revisor’s Office and Office of Administrative Hearings, discussion at multiple Board meetings.
- Led or collaborated on major district-wide planning initiatives, including:
 - Capitol area parking and commuting patterns
 - Downtown connectivity
 - Rice Street redesign and economic vitality planning
 - Lower Rice Street Building Upgrade fund
 - Capitol Area stormwater management study
 - Design for rebuild of John Ireland Bridge (MNDOT)
- Participated in regional, multi-agency initiatives, including:
 - Rethinking I-94
 - Downtown Commons Study (MNDOT)
 - Purple Line BRT

- Reviewed design of Capitol building and campus projects, (joint decision making with MNHS on alterations to MN Capitol building; and sole decision making on any changes to the Capitol campus open space, landscaping and structures). Detailed design review of campus construction plans.
- Shifted to a hybrid work model and virtual operations, with a mix of teleworking and office days, and virtual meetings of the Board, the general public, zoning and rule hearings, client meetings, and most interagency communications. Transition back to a mix of in-person and online operations is underway.
- Transitioned smoothly to a new Executive Secretary, PT staff, and onboarded three Board members.
- Surveyed visitors to the Capitol Mall regarding their visitor experience.

<i>Type of Measure</i>	<i>Name of Measure</i>	<i>Previous</i>	<i>Current</i>	<i>Dates</i>
Quality & Quantity	Zoning regulation: Respond to zoning inquiries, zoning and design assistance, and zoning permit reviews.	100% achieved	100% achieved (Approx: 100 inquiries 15 assists 10 zoning & 12 sign permits)	July 2020- July 2022
Quality & Quantity	Board meetings and hearings: Held virtually, plus Livestream. Meetings ran efficiently and clearly for all participants.	3-5 mtgs/yr	11 mtgs	July 2020- July 2022
Quality (Completion period depends on project complexity, the volunteer committee, and fundraising.)	Design / Update of Artworks: Lead artwork committees on design solicitation and selection. Assist Admin. Dept on implementation of new and updated memorials.	Approx. 4 memorials	4 memorials and various plaster/paint repairs in Capitol building	July 2020- July 2022

The legal authority for the CAAPB is MN Statute 15B (<https://www.revisor.mn.gov/statutes/?id=15B>).

(Dollars in Thousands)

	Actual FY20	Actual FY21	Actual FY22	Estimate FY23	Forecast Base		Governor's Recommendation	
					FY24	FY25	FY24	FY25

Expenditures by Fund

1000 - General	351	349	372	379	365	365	2,070	510
2000 - Restrict Misc Special Revenue	15	12						
Total	366	362	372	379	365	365	2,070	510
Biennial Change				23		(21)		1,829
Biennial % Change				3		(3)		244
Governor's Change from Base								1,850
Governor's % Change from Base								253

Expenditures by Program

Capitol Area Arch Planning Bd	366	362	372	379	365	365	2,070	510
Total	366	362	372	379	365	365	2,070	510

Expenditures by Category

Compensation	308	306	287	280	287	291	343	365
Operating Expenses	57	56	85	97	76	72	1,225	143
Grants, Aids and Subsidies							500	
Other Financial Transaction				2	2	2	2	2
Total	366	362	372	379	365	365	2,070	510

Full-Time Equivalent

	3.44	3.06	2.37	2.70	2.70	27.00	2.70	27.00
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(Dollars in Thousands)

	Actual FY20	Actual FY21	Actual FY22	Estimate FY23	Forecast Base		Governor's Recommendation	
					FY24	FY25	FY24	FY25
1000 - General								
Balance Forward In		1		14				
Direct Appropriation	351	351	386	365	365	365	2,070	510
Cancellations		3						
Balance Forward Out	0		14					
Expenditures	351	349	372	379	365	365	2,070	510
Biennial Change in Expenditures				50		(21)		1,829
Biennial % Change in Expenditures				7		(3)		244
Governor's Change from Base								1,850
Governor's % Change from Base								253
Full-Time Equivalents	3.44	2.98	2.37	2.70	2.70	27.00	2.70	27.00

2000 - Restrict Misc Special Revenue

Balance Forward In	27	12						
Balance Forward Out	12							
Expenditures	15	12						
Biennial Change in Expenditures				(27)		0		0
Biennial % Change in Expenditures				(100)				
Governor's Change from Base								0
Governor's % Change from Base								
Full-Time Equivalents		0.08						

2403 - Gift

Balance Forward In	0	0	0					
Receipts	0	0	0					
Balance Forward Out	0	0	0					

(Dollars in Thousands)

	FY23	FY24	FY25	Biennium 2024-25
Direct				
Fund: 1000 - General				
FY2023 Appropriations	365	365	365	730
Forecast Base	365	365	365	730
Change Items				
Maintain Current Service Levels		75	90	165
Mandatory Zoning and Design Rules update - Rulemaking for MN Rules Chapter 2400		130	55	185
Commemorative Works for the Minnesota Capitol Grounds		500		500
Update Capitol Mall Design Framework Plan		1,000		1,000
Total Governor's Recommendations	365	2,070	510	2,580

Capitol Area Architectural and Planning Board

FY 2024-25 Biennial Budget Change Item

Change Item Title: Maintain Current Service Levels

Fiscal Impact (\$000s)	FY 2024	FY 2025	FY 2026	FY 2027
General Fund				
Expenditures	75	90	90	90
Revenues	0	0	0	0
Other Funds				
Expenditures	0	0	0	0
Revenues	0	0	0	0
Net Fiscal Impact = (Expenditures – Revenues)	75	90	90	90
FTEs	0	0	0	0

Recommendation:

The Governor recommends additional funding of \$75,000 in FY 2024 and \$90,000 in each subsequent year from the general fund to maintain the current level of service delivery at the Capitol Area Architectural and Planning Board (CAAPB).

Rationale/Background:

Each year, the cost of doing business rises—employer-paid health care contributions, FICA and Medicare, along with other salary and compensation-related costs increase. Other operating costs, like rent and lease, fuel and utilities, and IT and legal services also grow. This cost growth puts pressure on agency operating budgets that remain flat from year to year.

Agencies face challenging decisions to manage these costs within existing budgets, while maintaining the services Minnesotans expect. From year to year, agencies find ways to become more efficient with existing resources. For the CAAPB, the following efficiencies have been implemented to help offset rising operating costs:

- Delays in filling vacancies to cover other operating costs
- The Executive Director has waived her healthcare benefits, resulting in savings that have covered unforeseen project expenses in FY 2022-23.

However, cost growth typically outstrips efficiencies, and without additional resources added to agency budgets, service delivery erodes.

For the CAAPB, operating cost pressures exist in multiple categories—increases in compensation and insurance costs at the agency, increasing costs to maintain our current staff complement in a challenging labor market, and increasing IT costs. If an operational increase is not provided, the services the CAAPB delivers to Minnesotans will be impacted. In recent years the CAAPB has experienced an increase in special projects for planning and review, initiated on an irregular basis by public and private development and projects in the Capitol Area, which then require participation, leadership, or review by CAAPB. Without additional funding, the CAAPB will struggle to maintain the quality and quantity of our services necessary to fulfill CAAPB’s statutory obligations under Minnesota Statutes Chapter 15B Capitol Area and Preservation.

Proposal:

The Governor recommends increasing agency operating budgets to support maintaining the delivery of current services. For the CAAPB, this funding will cover salaries and benefits, IT services, professional and technical services, and other operating costs.

Results:

This proposal is intended to allow the CAAPB to continue to provide current levels of service and information to the public.

Capitol Area Architectural and Planning Board

FY 2024-25 Biennial Budget Change Item

Change Item Title: Mandatory Zoning and Design Rules update - Rulemaking for MN Rules Chapter 2400

Fiscal Impact (\$000s)	FY 2024	FY 2025	FY 2026	FY 2027
General Fund				
Expenditures	130	55	0	0
Revenues	0	0	0	0
Other Funds				
Expenditures	0	0	0	0
Revenues	0	0	0	0
Net Fiscal Impact = (Expenditures – Revenues)	130	55	0	0
FTEs	0	0	0	0

Recommendation:

The Governor recommends additional onetime funding of \$130,000 in FY 2024 and \$55,000 in FY 2025 from the general fund to perform a decennial update of MN Rules Chapter 2400 Zoning and Design Rules for the Minnesota State Capitol Area. The rule update is required to ensure legal compliance with the recently revised and adopted Comprehensive Plan for the Minnesota Capitol Area.

This funding will enable the Capitol Area Architecture and Planning Board (CAAPB) to prepare and undergo rulemaking to update Chapter 2400 to ensure that CAAPB’s regulatory role and responsibilities for zoning, permitting and design review in the sixty-block Capitol Area comply with the legally adopted policies in the area’s Comprehensive Plan. The money would pay for the professional services of a zoning and land use consultant to prepare the proposed rule revisions and SONAR for the rulemaking process, and for estimated rulemaking costs.

Rationale/Background:

Under MN Statutes 473.864, Subd. 1 & 2 the CAAPB, acting as a local unit of government for the purposes of planning, land use and zoning for the 60-block Capitol Area, must maintain and regularly update a comprehensive plan for the MN Capitol Area, and amend its official controls (Chapter 2400 Zoning and Design Rules) to comply with it. CAAPB zoning and design rules replace the City of Saint Paul zoning ordinance, which governs all other geographic areas of the city. The Comprehensive Plan is the enabling document for all zoning regulations administered by CAAPB and explains the organizing principles behind those regulations. MN Statute 15B.06 states that the Capitol Area Zoning and Design rules must align with the Comprehensive Plan. Updates to Chapter 2400 Zoning and Design Rules for the Minnesota Capitol Area are done as a rulemaking process under Chapter 14, the Administrative Procedure Act.

The legal foundation for local land use ordinances in Minnesota is the 1965 Municipal Planning Act. ([Minn. Stat. §§ 462.357 – .365](#)). Its purpose is to provide municipalities with the necessary powers, and a uniform procedure, for conducting and implementing municipal planning. Land use and zoning regulators, such as the CAAPB, should make sure their zoning and subdivision ordinances are consistent with the Municipal Planning Act and other state and federal laws.

The product of this work will be a current and legally compliant set of Zoning and Design Rules for the Minnesota Capitol Area, as required under Minnesota Statutes.

Proposal:

This proposal covers the costs of a legally required, comprehensive update to Chapter 2400 Capitol Area Zoning and Design rules. The CAAPB’s current staff of 2.5 FTE have some of the skills and expertise to review and amend zoning regulations, but they do not have nearly enough time outside their regular CAAPB operating duties to accomplish such a time intensive and time sensitive project. CAAPB staff will play a large role in the project but require significant assistance from expert zoning consultants. This assistance will ensure that the legally required zoning rule update is as professionally executed as possible, legally sound, and provides for good public engagement.

The following table provides an overview of anticipated project activities, responsible parties, estimated time or costs, and deliverables.

Activity	Item	Service Provider	Estimated Units	Estimated Direct Expenses
Committee	Meetings, per diem, other	Misc @ \$150/mtg	6 mtgs	\$ 900.00
Draft Zoning	Identify needs & draft Rule updates	CAAPB Staff @ \$55/hr	580 hours (\$31,900 value)	\$ 0.00
Draft Zoning	Identify needs & draft Rule updates	CAAPB Advisors @ \$55/hr	80 hours	\$ 4,400.00
Draft Zoning	Identify needs & draft Rule updates	Zoning Consultant @ \$140/hr	600 hours	\$ 84,000.00
Draft Zoning & SONAR	Prepare SONAR	CAAPB Staff @ \$55/hr	200 hours (\$11,000 value)	\$ 0.00
Draft Zoning & SONAR	Assist with rule drafting & SONAR	Rules Staff @\$45/hr	150 hours	\$ 6,750.00
Draft Zoning & SONAR	Guidance on draft rules & SONAR	Legal Review @ \$350/hr	40 hours	\$ 14,000.00
Engagement	Public and Stakeholder Meetings	CAAPB Staff @ \$55/hr	80 hours (\$4,400 value)	\$ 0.00
Engagement	Public Survey and Meetings	Zoning Consultant @ \$140/hr	80 hours	\$ 4,400.00
Rulemaking	Process steps, hearing and rule revisions	CAAPB Staff @ \$55/hr	200 hours (\$11,000 value)	\$ 0.00
Rulemaking	Notice - Request for Comments	MN Register @ \$13.50/page	180 pages	\$ 2,430.00
Rulemaking	Notice - Intent to Adopt Rules	MN Register @ \$13.50/page	20 pages	\$ 270.00
Rulemaking	Notice - Adoption	MN Register @ \$13.50/page	180 pages	\$ 2,430.00
Rulemaking	Court Reporter	Shaddix	na	\$ 1,000.00
Rulemaking	ALJ Review	ALJ from OAH @ \$215/hr	300 hours	\$ 64,500.00
			TOTAL	\$ 185,080.00

In summary, the major cost elements are:

1. Direct Rulemaking Expenses = \$70,000 for direct rulemaking expenses.
The amount is based on estimate rulemaking costs by type of rule and on CAAPB's rulemaking work in 2021-22.
2. Consulting Fees for expertise in writing zoning rules
The last time CAAPB updated its zoning rules in 2007, it requested \$65,000 for a zoning consultant. The estimated services for a zoning consultant this time are \$88,400, due to market rate increases in consulting fees for zoning expertise.
3. Legal Review and Rulemaking staff
The remaining costs, \$14,000 for legal review and \$6,750 for assistance from State rulemaking staff, are essential to ensure that the updated rules are legally sound and consistent with State rulemaking and rule writing protocols.

Other Project Information

The Capitol Area Zoning and Design Rules determine how all land is used in the 60-block Capitol Area. Rules regulating the use of land impact every property owner, and person who owns property, lives, works, shops, or visits the 60-block Capitol Area. The Rules also have a direct financial impact on the City of Saint Paul, Ramsey County, the State of MN, the local school district and other taxing entities, since the use of the land and the form of structures and open space on it, directly impact tax capacity.

The Capitol Area Zoning and Design Rules apply throughout the 60-block Capitol Area, including the use and exterior design of all State-owned land and buildings. CAAPB works closely with the Department of Administration and the Minnesota Historical Society to ensure the Capitol buildings and grounds are maintained and improved in accordance with the rules.

Successful project completion occurs with adoption of amendments to Minnesota Rules Chapter 2400 that comply with the Minnesota Capitol Area Comprehensive Plan, that are easy for people to understand and use, and that result in few, if any, legal challenges.

Impact on Children and Families:

The amended zoning and design rules can address housing, employment, service, and recreation opportunities for current and future families and children in the Capitol Area. There has been extensive research on how zoning impacts residents, and clearly identified zoning tools that can harm or help. This request would enable consulting services and time to identify zoning amendments that better support housing stability and livability for area families.

Equity and Inclusion:

The Capitol Area zoning and design rules prioritize the form and design of structures and open spaces in the 60-block Capitol area and focus less on the uses within each building. This focus allows a mix of housing types, retail businesses, services, open spaces, and public, private, and nonprofit institutions. Zoning rules focused on form over use restrictions increase land use and development flexibility and price accessibility.

This request includes expert consulting from zoning and legal land use professionals, who can closely examine the zoning rules and identify amendments based on best practices, regulatory policy, and current case law in zoning. They can advise CAAPB on zoning rules that expand live and work options for a variety of residents, businesspeople, property owners, workers, and visitors in the area.

This request addresses the required update of the Capitol Area Zoning and Design Rules, to be in compliance with the recently updated Comprehensive Plan for the Minnesota Capitol Area. The three-year effort to update the Comprehensive Plan included extensive public and stakeholder engagement. This input shaped the plan's policies

and objectives, which set the stage for the zoning rule updates. CAAPB will include further engagement throughout the zoning rules update and rulemaking process:

Tribal Consultation:

Does this proposal have a substantial direct effect on one or more of the Minnesota Tribal governments?

- Yes
- No

Results:

Our goal for updating Minnesota Rules Chapter 2400 is to comply with legal requirements to amend Capitol Area zoning rules to be in compliance with policies and objectives adopted in the most recent update of the Comprehensive Plan for the MN State Capitol Area. Updating the rules in a timely manner ensures that CAAPB’s regulatory role remains clear, performs well, and supports healthy investment, growth, and livability for residents, workers and visitors in the 60-block Capitol Area.

<i>Type of Measure</i>	<i>Name of Measure</i>	<i>Current Value</i>	<i>Date</i>	<i>Projected Value (without)</i>	<i>Projected Value (with)</i>	<i>Date</i>
Quality	Zoning rules that are: Compliant with Comp Plan; legally tight; easy to understand and interpret; address all potential land use issues in the Capitol Area; and enable sound and efficient zoning decisions.	Okay	2022 Oct	Good Zoning Rules, adopted in 24-30 months	Excellent Zoning Rules, adopted in 12-18 months	2025 June
Quantity	# of hours of zoning consultation, legal land use and zoning expert, and rulemaking consultation	n/a	n/a	0 hours of zoning and rulemaking expertise	870 hours of zoning and rulemaking expertise	2025 June
Quantity	Citizen and property owner engagement, and report on all input results	n/a	n/a	GovDelivery, website, and Request for Comments; public hearing; 4 public mtgs; no input summary report (but notes for each mtg)	Items at left, PLUS robust online survey; 8 more public mtgs; targeted outreach in each MN County; 4 property owner focus groups	June 2025

Capitol Area Architectural and Planning Board

FY 2024-25 Biennial Budget Change Item

Change Item Title: Commemorative Works for the Minnesota Capitol Grounds

Fiscal Impact (\$000s)	FY 2024	FY 2025	FY 2026	FY 2027
General Fund				
Expenditures	500	0	0	0
Revenues	0	0	0	0
Other Funds				
Expenditures	0	0	0	0
Revenues	0	0	0	0
Net Fiscal Impact = (Expenditures – Revenues)	500	0	0	0
FTEs	0	0	0	0

Recommendation:

The Governor recommends additional onetime funding of \$500,000 in FY 2024 from the general fund to support commemorative artwork activities on the Minnesota Capitol Grounds. The funding would assist applicants with project specific expenses.

Rationale/Background:

The Capitol Area Architectural and Planning Board (CAAPB) is responsible for long-term planning and zoning decisions in the Capitol Area. It is also responsible for making decisions about changes or improvements to commemorative works in the Capitol Area and on the Capitol Mall. Commemorative works are monuments, memorials, or other artworks that commemorate a person, group, event, place, or topic. Commemorative works on the Capitol grounds send a message about what the state values in its history and civic culture.

In November 2022, updated rules for commemorative works on the Capitol grounds were adopted. The rules describe the steps and criteria that the CAAPB uses to review public proposals for the addition of new works, or for the modification or removal of existing works. The rules update followed two years of extensive public engagement about the collection of works on the Capitol grounds, how changes to the collection are made, how Minnesotans engage in the decision-making, and accessibility to the application process.

This proposal responds to the very high cost of commemorative work projects that must be paid for by the project applicant. Persons or groups who apply to add, modify, or remove a work must identify and secure funds for design, construction, interpretive signage, and an opening ceremony. Since 1987, the dozen commemorative artworks added to the Capitol grounds have ranged in cost from \$400,000 to \$1 million or more. The potential cost of modifying or removing an artwork is estimated to range from \$100,000 to \$500,000.

Proposal:

This is a one-time funding request responsive to public input received during the recent review and update of the process and rules for commemorative works on the Minnesota Capitol grounds. The \$500,000 of funding would be available on an as-needed basis to assist applicants in covering the costs of the application and review process, design, and construction. The \$500,000 would be applied over the course of a series of projects.

Successful deployment of the funding will result in:

- Implementation of commemorative work projects that would not have proceeded absent the funding assistance.

Eligible Activity	Provider and Cost	Estimated Direct Expenses
Assist commemorative work applicants with project specific expenses to add, modify or remove an artwork from the Minnesota Capitol Grounds. Set contribution limit for projects, to ensure funds are shared across projects.	Price for recent artwork projects ranged from \$100,000 to \$1M. Set limit of \$250,000 per project. Start fund for 2 projects.	\$ 500,000.00

Impact on Children and Families:

The proposed funding enables the state to better engage families across Minnesota in decisions about the representation of their history, culture and communities in commemorative works on the Capitol grounds. It provides funding assistance to undertake commemorative works projects that are important to children, families and tribal groups that have previously been underrepresented in commemorative works on the Capitol grounds.

Equity and Inclusion:

The update of rules governing commemorative works on the Capitol grounds was based on extensive input from diverse groups across Minnesota. A common theme of the input was concern that the existing collection of commemorative works on the Capitol grounds did not reflect the diverse history and experiences of people of color, Native Americans, and other historically underrepresented groups. The proposed funding will help provide funding assistance to advance new artworks that expand representation on the Capitol grounds.

Tribal Consultation:

The newly updated rules and this funding proposal can directly improve tribal inclusion in commemorative artwork decision-making and projects. All 11 federally recognized tribes in Minnesota were invited to comment during the rules update and are supportive of the amended rules. The cost to commemorative works projects was cited by some tribal members as a concern, and a potential deterrent to submitting applications.

Results:

Our goal is to provide some funding assistance for commemorative work applicants that might not otherwise be able to cover project costs. The funding assistance could be applied to any part of the project and deployed in a short time frame, which makes the funding more nimble than potential project specific funds appropriated from the legislature.

<i>Type of Measure</i>	<i>Name of Measure</i>	<i>Current Value</i>	<i>Date</i>	<i>Projected Value (without)</i>	<i>Projected Value (with)</i>	<i>Date</i>
Quantity	Funding assistance for commemorative work applicants when project costs exceed fundraising potential or costs that are unanticipated.	No funding assistance available.	n/a	Commemorative work project applicants that face significant funding challenges will withdraw their applications.	The number and diversity of commemorative works projects on the Capitol grounds will increase.	2025 June

Capitol Area Architectural and Planning Board

FY 2024-25 Biennial Budget Change Item

Change Item Title: Update Capitol Mall Design Framework Plan

Fiscal Impact (\$000s)	FY 2024	FY 2025	FY 2026	FY 2027
General Fund				
Capitol Area Architectural and Planning Board				
Expenditures	1,000	0	0	0
Revenues	0	0	0	0
Department of Administration				
Expenditures	5,000	0	0	0
Revenues	0	0	0	0
Net Fiscal Impact = (Expenditures – Revenues)	6,000	0	0	0
FTEs	0	0	0	0

Recommendation:

The Governor recommends \$1,000,000 in FY 2023 for the Capitol Area Architectural and Planning Board (CAAPB) to update the Capitol Mall Design Framework. The Governor also recommends \$5,000,000 in FY 2024 for the Department of Administration (Admin) to implement the updated design framework. An update to the plan is required by the Comprehensive Plan for the Minnesota Capitol Area (adopted in 2021).

Rationale/Background:

The Minnesota State Capitol Building is the People’s House and the Capitol Grounds the People’s Front Yard. The Capitol Mall Framework Plan is the document that determines what the Capitol grounds look like, how they change, and how they are maintained. The Plan is used by the Department of Administration, the Minnesota Historical Society, the Legislature, public and private architects and artists, and the CAAPB as the foundation of all investment and maintenance decisions for the Capitol Mall. The Plan was last updated 33 years ago, in 1990, and is in immediate need of an update to adapt to important changes in our society, climate, and the cost of goods and services that affect the condition, usability and safety of the Mall area, and to be consistent with new Comprehensive Plan policies for the Minnesota Capitol Area.

Under Minnesota Statutes 473.864, Subd. 1 & 2 the CAAPB, acting as a local unit of government for the purposes of planning, land use and zoning for the 60-block Capitol Area, must maintain and regularly update a comprehensive plan for the Capitol Area, and amend its official controls to comply with it. The Capitol Mall Framework Plan is an official control that implements Comprehensive Plan intent through detailed land use and design parameters for the Capitol Mall.

The goal of this project is to develop location-specific design recommendations and best practices for the Capitol Mall and campus open spaces that address: design of civic spaces and streets; changes or upgrades to public or private buildings and the public areas around them; memorial and commemorative art organization and placement; the type, quantity and location of sustainable and hardy landscaping; infrastructure such as irrigation and lighting; event and public use programming; safety and wayfinding for visitors; and continuity of tradition and places for events, gatherings, and civic engagement. The product of the work will be an updated Capitol Mall Design Framework Plan that addresses shifting conditions, needs, and policies for the Capitol Mall.

Admin’s Facilities Management Division (FMD) maintains facilities and grounds on the State Capitol and will implement the updates to the design framework.

Proposal:

The Governor recommends \$1,000,000 for the CAAPB to update to the Capitol Mall Design Framework, as required by the Comprehensive Plan for the Minnesota Capitol Area (2021). Specific tasks and items to address in the Capitol Mall Framework Plan update include:

- Public engagement to solicit ideas and input from people statewide on potential changes or upgrades to the Capitol Mall, commemorative artwork, landscaping, gathering spaces, usability, and its Minnesota identity.
- Landscape and planting plans that focus on weather-hardy plant species that are environmentally friendly and require minimal maintenance.
- Pedestrian, bicycle and vehicular movement and connectivity to frequently used locations on and around the Mall, such as transit stops, parking areas, parks, retail and services.
- Access and safety between the Capitol Mall and surrounding buildings, public spaces, and transportation.
- Design and function of John Ireland Boulevard between the Saint Paul Cathedral and the Capitol Building, given its importance as a ceremonial route for events and processions along the Mall and to the Capitol.
- Improved physical and interpretation connection between the Mall and the Minnesota History Center.
- Capitol Mall Framework implementation plan that clearly identifies roles, responsibilities, timelines, and estimated costs.

This proposal covers the costs of the required plan update. The CAAPB's current staff of 2.5 FTE do not have the time or the expertise to undertake and complete the necessary elements of this plan. CAAPB staff will play an oversight role in the project and consulting services will provide the time, tools and skills to provide expertise on horticulture, landscape architecture, civic space design, public engagement, and operations and maintenance planning.

The funding would be distributed across the following expenses, as estimated below:

- Professional consultants and short-term contract staff – 80%
- Project Administration – 15%
- Misc. (printing, travel, meetings) – 5%

The Governor also recommends \$5,000,000 for Admin to implement key elements of the updated design framework, including:

- plans to integrate green space campus-wide, including but not limited to the addition of green space on the following sites at the approximate sizes indicated:
 - the southwest corner of Rice Street and University Avenue, with a minimum size of 20,700 square feet;
 - the northeast corner of Rice Street and University Avenue, with a minimum size of 32,000 square feet; and
 - the north side of the State Capitol building adjacent to University Avenue.
- 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
- 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.

Impact on Children and Families:

Thousands of families and busloads of school children from around the State visit the Minnesota Capitol each year. The visibility and impression of the Capitol Mall is an important part of that experience. Providing and maintaining a high quality and enriching visitor experience at the Minnesota Capitol Mall benefits all people who

go there for work, politics, education, or recreation. The impression of the Capitol Mall on young people can have lasting impact on how they think and feel about our government, our State, and themselves as Minnesotans.

Equity and Inclusion:

The Capitol Mall can be a showcase for the state, its history, its people and its identity. The spaces, plants, materials, artwork, and interpretive elements can bring recognition, representation, and pride to visitors if they evolve with the times. An updated Capitol Mall Framework Plan can identify how the Mall design and elements can encompass the people, important events, and unique areas of the State.

This proposal enables consulting services to significantly expand public engagement to shape the Capitol Mall Framework Plan Update. The consulting outreach can focus on input across age, race, culture, and geography. Enhanced communication tools such as a survey and focus group meetings will open the process to more people and shape a plan that better reflects the voices of Minnesotans. In particular, the plan update project must engage Minnesota Tribal members to identify how the Capitol Mall can address and reflect the history, experiences and accomplishments of Minnesota’s indigenous people.

IT Costs:

N/A

Results:

The goal for updating the Capitol Mall Framework Plan is to comply with legal requirements that it reflect and comply with the recently adopted Comprehensive Plan for the Minnesota Capitol Area. Updating the plan with professional expertise and in a timely manner ensures that the design, operation and maintenance of the Mall reflects current needs, circumstances, and desires of Minnesota and its people.

<i>Type of Measure</i>	<i>Name of Measure</i>	<i>Current Value</i>	<i>Date</i>	<i>Projected Value (without)</i>	<i>Projected Value (with)</i>	<i>Date</i>
Quantity and Quality	Updated Capitol Mall Framework plan that is: Compliant with Comp Plan; reflective of current economic, climatic and civic conditions; reflects input from people across Minnesota; and gives clear guidance on future design, investments, operations and maintenance. .	Vague and out of date	Oct 2022	Rudimentary update to Capitol Mall Framework plan in 24 months.	High quality and thorough Capitol Mall Design Framework plan in 12 months.	June 2025
Quality	Professional assistance, plan preparation, and engagement activities	n/a	n/a	No professional expertise and assistance	High quality and extensive professional expertise and assistance	June 2025

<i>Type of Measure</i>	<i>Name of Measure</i>	<i>Current Value</i>	<i>Date</i>	<i>Projected Value (without)</i>	<i>Projected Value (with)</i>	<i>Date</i>
Quantity	Public engagement and input results	n/a	n/a	GovDelivery, website, and Request for Comments; public hearing; 4 public mtgs; meeting notes	Items at left, PLUS robust online survey; statewide focus groups meetings; and summary report of all input	June 2025

Statutory Change(s):

This proposal does not require any statutory changes.