

## ST. ANTHONY FALLS HERITAGE BOARD

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### BIENNIAL REPORT 2016-2017

TO: MINNESOTA LEGISLATURE

FROM: St. Anthony Falls Heritage Board

Laws of Minnesota for 1988, Chapter 684, Article 1, Sections 13-18 [138.761] established in Minnesota Statute (138.761-766) the St. Anthony Falls Heritage Interpretive Zone encircling the Mississippi River in downtown Minneapolis as well as a St. Anthony Falls Heritage Board with the purpose of developing “a comprehensive plan to interpret historical resources in that area to start the process of encouraging development of that area’s historical resources.” Sections 13-17 charge the Board with developing and implementing a comprehensive interpretive plan for the St. Anthony Falls area, complementing existing planning and development activities on the riverfront by using state, federal and local funding for historic preservation.

The St. Anthony Falls Heritage Board hereby issues this report, as required in Section 15, Subdivision 1. This is the fifteenth biennial report to be filed.

#### **St. Anthony Falls Heritage Board Membership**

The Laws of Minnesota for 1988, Chapter 684, Article 1, Section 15, as amended in 1996, states that the St. Anthony Falls Heritage Board be comprised of 22 members from the following entities: Minnesota Historical Society, Mayor of Minneapolis, Minneapolis Park and Recreation Board, Hennepin County Board of Commissioners, Minnesota House of Representatives, Minnesota State Senate, Minneapolis City Council, Minnesota State Review Board, Minneapolis Heritage Preservation Commission, Hennepin County History Museum, and citizen appointees by the Park Board (one) and by the Chair of the Board (two).

#### **Members of the St. Anthony Falls Heritage Board:**

##### 2016:

D. Stephen Elliott, Director, Minnesota Historical Society  
Betsy Hodges, Mayor, City of Minneapolis  
Linda Higgins (Callison’s Designee), Chair of Hennepin County Board of Commissioners  
Liz Wielinski, Chair, Minneapolis Park and Recreation Board  
Jayne Miller, Superintendent, Minneapolis Park and Recreation Board  
Representative Phyllis Kahn  
Representative Diane Loeffler  
Senator Kari Dziedzic  
Senator Bobby Joe Champion  
Jacob Frey, Member, Minneapolis City Council

Abdi Warsame, Member, Minneapolis City Council  
Peter McLaughlin, Hennepin County Board of Commissioners  
Marion Greene, Hennepin County Board of Commissioners  
Anita Tabb, Commissioner, Minneapolis Park and Recreation Board  
Scott Vreeland, Commissioner, Minneapolis Park and Recreation Board  
Linda Mack, Minnesota State Historic Preservation Office  
Ginny Lackovic, Minneapolis Heritage Preservation Commission  
Cedar Imboden Phillips, Hennepin County Historical Society (Hennepin History Museum)  
Andrea Kajer, Minnesota Historical Society  
Ted Tucker, Appointee, Minneapolis Park And Recreation Board  
Kathleen Clarke Anderson, Appointee, Minnesota Historical Society  
Edna Brazaitis, Appointee, Minnesota Historical Society

2017:

D. Stephen Elliott, Director, Minnesota Historical Society  
Betsy Hodges, Mayor, City of Minneapolis  
Linda Higgins (Callison's Designee), Chair of Hennepin County Board of Commissioners  
Liz Wielinski, Chair, Minneapolis Park and Recreation Board  
Jayne Miller, Superintendent, Minneapolis Park and Recreation Board  
Representative Ilhan Omar  
Representative Diane Loeffler  
Senator Kari Dziedzic  
Senator Bobby Joe Champion  
Jacob Frey, Member, Minneapolis City Council  
Abdi Warsame, Member, Minneapolis City Council  
Peter McLaughlin, Hennepin County Board of Commissioners  
Marion Greene, Hennepin County Board of Commissioners  
Anita Tabb, Commissioner, Minneapolis Park and Recreation Board  
Scott Vreeland, Commissioner, Minneapolis Park and Recreation Board  
Amy Lucas, Minnesota State Historic Preservation Office  
Diana Dyste, Minneapolis Heritage Preservation Commission  
Cedar Imboden Phillips, Hennepin County Historical Society (Hennepin History Museum)  
Andrea Kajer, Minnesota Historical Society  
Ted Tucker, Appointee, Minneapolis Park And Recreation Board  
Kathleen Clarke Anderson, Appointee, Minnesota Historical Society  
Edna Brazaitis, Appointee, Minnesota Historical Society

**Summary of meetings and actions taken by the St. Anthony Falls Heritage Board, 2016 – 2017.**

February 8, 2016:

Meeting Location: Minneapolis City Hall, Room 333

Steve Elliott, Chair, welcomed new board members Commissioner Anita Tabb (MPRB) and Cedar Imboden Phillips (Hennepin History Museum).

Approved the minutes from the meetings of July 20, 2015 and November 9, 2015.

*Plank Road Engineering Study.* Deb Bartels gave an update on the Plank Road Study which was funded by the SAFHB in 2015. The planks and underlayment were found to have some condition issues, and the study recommended several options ranging from complete removal of the planking to selective replacement and mitigation. The option that was selected will involve full plank and stringer replacement with improved materials and a life expectancy of 35 years.

*Heritage Board role in enforcing design guidelines.* The Board continued a discussion on Saint Anthony Falls Heritage Board and the Historic District Design Guidelines, raised by Ted Tucker at the November 9th, 2015 meeting. Laura Salveson (Secretary to the Board) researched what role the Board has done in the past regarding weighing in on construction projects. She reported that, with some exceptions, there has generally not been precedent for the Board to support or oppose building proposals in the Heritage Zone, though there is nothing explicitly preventing the Board from doing so. On a motion from Ted Tucker, seconded by Scott Vreeland, the Board voted to create a Task Force to explore ways that the Board could encourage developers to follow the design guidelines and include enhancements that help to implement the vision of the St. Anthony Falls interpretive plans.

Laura Salveson provided an overview of the individual new funding proposals for 2016. On a motion from Peter McLaughlin, seconded by Phyllis Kahn, the 2016 budget was approved unanimously with no abstentions.

The following projects received funding:

- \$53,060 for Healing Place Collaborative
- \$35,000 for Water Works Historic Preservation Consultant
- \$25,000 for Water Works: Minneapolis Parks Fellow
- \$25,000 for Owamni: Falling Water Festival 2015
- \$14,768 for Neighborhood as Muse
- \$9,400 for Visitor Map & Digital Marketing Campaign
- \$5,000 for Red River Ox Cart Bike Tour: Second Phase
- \$5,000 for Nicollet Island Mobile Tour
- \$500 for Spirit Island images for website

July 11th, 2016

Meeting Location: Mill City Museum, ADM Conference Room

Steve Elliott welcomed new board member Commissioner Marion Greene (Hennepin County).

Approved the minutes for the meeting of February 8th, 2016.

*Saint Anthony Falls Heritage Board Task Force: Interpretation and New Development Projects.* Laura Salvesson, board secretary, presented a draft of a one-page document for the Board to provide to developers and Minneapolis CPED for new developments in the Heritage Zone. The goal in creating this document was to ask property owners to include historic interpretation as part of new development, and to provide straightforward information to developers within that context. On a motion from Scott Vreeland, seconded by Andrea Kajer, the Board voted to approve the Task Force draft document.

*Water Works.* Tom Evers and Bruce Chamberlain gave an update on the Water Works project. A project management team has been established, with RFPs sent out this past spring for landscape architecture/schematic design and a cultural resources consultant. Damon Farber Landscape Architects and HGA were chosen for the landscape team, and the 106 Group for cultural resources consultant. The project is closing in on \$10 million in funding commitments (including a recent General Mills grant), with a \$15 million goal for the current Mezzanine Phase. The Riverside Phase (Phase II) has a funding goal \$10 million. Current timelines for completion are 2019 for the Mezzanine Phase and 2022-23 for the Riverside Phase.

Laura Salvesson and Dave Stevens (Minnesota Historical Society) provided a tour of the space intended for an interpretive center in the lower level of the Pillsbury A Mill, including the historic water power tunnel under Main Street.

#### November 14th, 2016

Meeting Location: Minneapolis City Hall, Room 333

A quorum was not present to approve the minutes for July 11th, 2016.

*Interpretation and New Development Task Force.* Laura Salvesson, Board Secretary, and Dave Stevens, Minnesota Historical Society, shared Saint Anthony Falls Heritage Board Task Force: Interpretation and New Development Projects updates. Salvesson and Stevens reported that they met with City staff regarding the 205 Park development, and provided the City with the 1-page Task Force document as well as a 3-page document detailing the historical context of the site.

*Pillsbury A Mill Tours.* Laura Salvesson gave an update on the Pillsbury A Mill tour. There needs to be additional work in the tunnel to bring it up to code for public access – things like sprinklers, safety lighting, and air quality monitoring. The Board has contingency funds set aside for consultants to determine precisely what work improvements will be needed. In the interim, MNHS has gone ahead with public tours of the Pillsbury complex (minus tunnel access), and sold out 2 of the 3 tours with minimal publicity.

*Transforming the Lock.* Chris Goepfert of the National Parks Conservation Association (NPCA) announced a collaborative ideas workshop, set to begin in January. Hosted by

NPCA and MSR Architects, the workshop is intended to help guide the development of a new visitor experience at the Upper St. Anthony Falls Lock in the Mississippi National River and Recreation Area. The Army Corps and National Park Service currently have a five-year agreement for the NPS to give lock tours. This summer (the first since NPS took over tours), saw over 15,000 visitors to the lock, compared with an average of 2,000 when the Corps gave tours prior to the lock being closed. The Army Corps is also planning their own disposition study about the future of the lock, though no date is currently set for that study.

*Crown Hydro.* Edna Brazaitis gave some background on the history of the Crown Hydro proposal, within the context of the establishment of the St Anthony Falls Historic District and the importance of St Anthony Falls not only to the historic district and revitalization of the riverfront, but to the city as a whole. One of the major concerns with Crown Hydro is their proposal to divert water from the falls, including the ability to run the falls dry at times. In early September the Federal Energy Regulatory Commission released a draft environmental assessment finding "no significant environmental effect." The FERC comment period was extended until early November and saw many letters submitted from a wide variety of organizations and public officials, all opposing the Crown project.

Andrea Kajer offered her thanks on behalf of the Board to departing members Linda Mack and Representative Phyllis Kahn for their valuable service to the Board and the Minneapolis Riverfront.

#### February 6, 2017

Meeting Location: Minneapolis City Hall, Room 333

On a motion from Scott Vreeland, seconded by Liz Wielinski, the minutes of November 14, 2016 were adopted as written. On a motion from Scott Vreeland, seconded by Liz Wielinski, the minutes of July 11, 2016 were adopted as written.

Stephen Elliott, chair, welcomed new Board members Amy Lucas and Representative Ilhan Omar.

*Water Works.* Tom Evers and Bruce Chamberlain of the Minneapolis Parks Foundations updated the Board on the latest developments with Water Works Park. \$12.3 million of \$15 million goal has been raised, up from \$9 million one year ago. The park will be built in two phases. The mezzanine phase (inland from West River Parkway) will begin demolition and construction in 2017 with an opening in 2019. The riverside phase will begin construction in 2021 and open in 2013. A design and cultural resources team has been selected, including Damon Farber Associates, HGA Architects, MacDonald and Mack Architects, the 106 Group and Mona Smith. The Fuji-Ya building has been studied and documented, and selective demolition will take place in late 2017. A grant from the Mississippi Watershed Management Organization will help implement a rainwater

capture strategy to reuse on site. The cultural resources team is identifying many stories associated with the site, and the team is exploring ways for the design to engage the ruins.

Laura Salvesson, Secretary to the Board, informed the Board that funds for the following approved projects will be released due to inactivity:

- Parcel A Rail Corridor Interpretation and Signage (2009)
- Mill Ruins Park Interpretive Signage Enhancement and Replacement (2014)
- SAFHB Staff Assistance (renewed in 2012)

On a motion from Liz Wielinski, seconded by Kathleen Clarke Anderson, the 2017 budget was approved unanimously with no abstentions by the eight commissioners present. As no quorum was present electronic votes by absent commissioners were subsequently were acquired for final approval.

The following projects received funding:

- \$46,320 for Healing Place Collaborative
- \$40,000 for Mill Ruins Park Stairway Schematic Design
- \$32,500 for Illuminating the Lock
- \$30,000 for Water Works: Mezzanine Schematic Phase
- \$25,000 for Saint Anthony Falls Heritage Trail Update
- \$24,300 for Owamni: Falling Water Festival 2017
- \$9,700 for Visitor Map and Electronic Marketing Campaign

July 10, 2017

Meeting Location: Mill City Museum, ADM Conference Room

Steve Elliott welcomed new board member Diana Dyste.

On a motion from Liz Wielinski, seconded by Scott Vreeland, the minutes of February 6, 2017 were adopted with one correction to remove Randy Johnson from the list of Board Members.

*Pillsbury A Mill Tours.* Laura Salvesson and Dave Stevens gave an update on Mill City Museum's Pillsbury A Mill Tours, which have been offered since October 2016. They are offered twice per month and are operating at 96% capacity. Mill City Museum's next steps are to determine what improvements need to be made to make the tunnel safe and accessible for visitors, and what those will cost.

*Water Works.* Tom Evers reported that the Water Works plan was recently approved by the Minneapolis Parks and Recreation Board. Bruce Chamberlain updated the Board on the latest plans. The mission of Water Works Park is: Water Works, a venue for storytelling and a venue for people and peoples to tell their own stories through art, music, design, storytelling, performance and food. The most significant change in the design is the relocation of the building, due to concern over a large cottonwood tree and a desire to engage the mill ruins more significantly. In the past twelve months archaeological and park program analyses have been completed, the Fuji Ya building has

been documented, the community has been reengaged around the evolved concept, and \$12.5 million in philanthropy has been raised. The new pavilion will be built within and around the mill ruins revealed by removing the Fuji Ya building. It will have entrances from the parkway and First Street levels, café, restrooms, meeting rooms, and a rooftop terrace and green roof. Selective deconstruction of Fuji Ya and archaeological study will take place later this summer and fall. Construction of Phase One will begin in the Fall of 2018 with an opening in the Fall of 2019.

The Board heard the following updates about the Upper St. Anthony Lock

- Chris Goepfert of the National Parks Conservation Association updated the board on plans for the Upper St. Anthony Lock. The initiative called Transforming the Lock is to create a world class experience that puts the spotlight on the national park and builds on existing planning. It is reaching the final stage of its process and plans to release its vision in August. Recommendations are to establish a National Park presence at the lock as a way to draw visitors into a world class experience, and to increase access and connections. The final product of the visioning process will be 50-60 page booklet.

Ms. Goepfert also reported that the Army Corps of Engineers has begun its own disposition study for the lock. They are in the initial assessment stage to determine whether the Army Corps has a mission at the Upper Lock. If no, they will launch a full disposition study. If yes, they will proceed with a feasibility study. They expect to make that initial determination on August 16. They will proceed with the study once funding is secured. Any disposition will likely require Congressional action.

- Kjersti Monson of Friends of the Lock and Dam presented about the planning efforts by the Friends of the Lock and Dam and asked for an endorsement of their coalition statement: “We support the St. Anthony Falls Upper Lock as the centerpiece of an iconic civic and cultural destination, reflective of our shared history, for the use and enjoyment of all.”
- Katie Nyberg of Mississippi Park Connection reported that the lock is open for visitation. The National Park Service had seen 4,121 visitors in June, and was only open the last two weeks. They continue to work with Northern Lights.MN on "Illuminate the Lock" which commissioned two artists to do projections on the lock chamber, on two weekends in September. The artists are Aaron Dysart and Andrea Carlson.

Scott Vreeland proposed the following motion:

The St. Anthony Falls Heritage Board supports the vision statement created by the Friends of the Lock and Dam and acknowledges that its proposed transformation is consistent with the St. Anthony Falls Heritage Plan.

Liz Wielinski seconded. The motion was approved unanimously.

Laura Salveson requested Board approval of \$5,000.00 for the initial development of a Minneapolis Riverfront Unscripted series of programs by Danger Boat Productions/Theater of Public Policy. Liz Wielinski moved approval. Scott Vreeland seconded. The motion was carried unanimously.

Steve Elliott thanked Pat Naidl for his administrative support for the work of the St. Anthony Falls Heritage Board for many years.

November 13, 2017

Meeting Location: Minneapolis City Hall, Room 333

Board Chair Steve Elliott offered his thanks on behalf of the Board to departing Board members Scott Vreeland and Liz Wielinski, as well as departing Heritage Zone Coordinator Laura Salveson, for their valuable service to the Board and the Minneapolis Riverfront. David Stevens (Minnesota Historical Society) introduced Krista Hoitomt (Minnesota Historical Society), who will offer administrative support to the Heritage Board.

A quorum was not present to approve the minutes of July 10, 2017.

*Water Works.* Tom Evers of the Minneapolis Parks Foundation reintroduced the Board to the Water Works Park Project. Bruce Chamberlain, reported on the progress the project has made between May and November. During that time, the archaeological exploration was conducted, a \$900,000 grant agreement with the Mississippi Watershed Management Organization has been secured, and \$13 million of the \$17.7 million philanthropic goal has been achieved. Two public open houses were hosted in November, in addition to conducting online surveys and other discussions. The deconstruction and stabilization of Fuji Ya have also begun, and should be finished in February of 2018. The Sioux Chef will be recommended as the food vendor on November 29, and a letter of intent is currently being drafted. Construction of the park and pavilion will begin in Fall of 2018, and will open in late 2019.

*Upper St. Anthony Falls Lock Planning.* Dave Stevens handed out copies of the plan “Transforming the Lock: A Vision for a National Park Experience” recently completed by the National Parks Conservation Association and MSR.

Kjersti Monson of the Friends of the Lock and Dam updated the Board on “The Falls Initiative.” The Friends of the Lock and Dam held a coalition meeting with 21 organizations and 40 people participating in programming workshops. As a result of the meeting, Principles and Recommendations established for the lock state that the lock should (a) Be a place where stories are told; (b) Provide opportunities to get on water (i.e. water taxi or kayak); (c) Be a place for dining on the river (i.e. barge and riverfront restaurants); (d) Be a place for culture, recreation, events, entertainment, and respite; (e) Serve as trailhead for rest of riverfront, region, and beyond; (f) Be accessible to people of all ages and abilities; and (g) Be branded and marketed as a major destination and

downtown asset. The Friends of the Lock and Dam's coalition statement has received a broad spectrum of support from many organizations: Minneapolis Riverfront Partnership, Mpls Downtown Council, Mississippi Park Connection, East Town Business Partnership, UMN River Life Program, Saint Anthony Falls Alliance Nice Ride, and the St. Anthony Falls Heritage Board.

*Crown Hydro.* Edna Brazaitis shared that Crown Hydroelectric is now in the meeting and comments period of the Section 106 process, and thanked the State Historic Preservation Office for explaining the process to Crown Hydro. The Minnesota Public Utilities Commission (PUC) is currently examining a Renewable Development Fund grant to Crown Hydro approved in November 2001. Ted Tucker moved that the board write letters to PUC urging it to terminate its agreement with Crown Hydro, on grounds that the area is already redeveloping, the project is no longer a cost effective energy scheme, it would interfere with interpretation of the riverfront, and power plant security would restrict area access. Mr. Elliott asked for a show of hands from the Board members, who unanimously recommended drafting a resolution in opposition to the grant. Mr. Elliott requested that Ms. Brazaitis and Mr. Tucker work with David Stevens to draft the resolution, to be presented to the Board for a vote by email.

Kathleen Boe of the Minneapolis Riverfront Partnership gave an overview of the Red River Ox Cart trail. It is 20 miles long and stretches from St. Anthony Main to Anoka. Its 14 points of interest can be visited by bike or car, as it is too long for a walking tour, and are designed to be viewed in any order. Pictures, descriptions, and narration for each stop are featured on the Minneapolis Historical website ([minneapolishistorical.org](http://minneapolishistorical.org))

The following updates on funded programs were heard:

- **Owamni: Falling Water Festival** (Tom Godfrey, Minneapolis Park and Recreation Board) The July 29 festival in Father Hennepin Bluff Park had over 2,800 people in attendance, making it their biggest festival yet as the festival continues to grow each year.
- **Healing Place Festival** (Mona Smith, Healing Place Collaborative) Smith shared a draft of a video highlighting the Healing Place Festival that took place at Mill City Museum on September 9.
- **Illuminate the Lock** (Katie Nyberg, Mississippi Park Connection and Dan Dressler, National Park Service). September 15-16 featured "Surface" by Aaron Dystant, a 2.5-hour long visualization of 52 years' worth of handwritten log history by the Army Corps of Engineers. September 29-30 featured "The Uncompromising Hand" by Andrea Carlson, which reimagined Spirit Island by animating photographs of the island from the MN Historical Society's collection, accompanied by text in Dakota, Ojibwe, and English. More than 3,500 people visited the lock over the two weekends

A quorum was not present at the November 13, 2017 meeting. Board Members voted via e-mail on the approval of the minutes from the July meeting and the Crown Hydro Resolution recommended at the meeting. Both were approved on November 20, 2017.

The approved resolution read:

**CROWN HYDROELECTRIC POWER RESOLUTION**

St. Anthony Falls Heritage Board  
Approved November 20, 2017

**WHEREAS**, the Minnesota Legislature in 1988 created the St. Anthony Falls Heritage Zone and St. Anthony Falls Heritage Board (Minnesota Statutes, Chapter 138.761-766) for the purpose of providing interpretive resources for the public within the St. Anthony Falls Heritage Zone encircling the Minneapolis central riverfront, an area rich in natural, scenic, recreational and historic elements; and

**WHEREAS**, The Heritage Board consists of 22 members, including representatives from the City of Minneapolis, Minneapolis Park and Recreation Board, Hennepin County, Minnesota Historical Society, Minneapolis Heritage Preservation Commission, Minnesota State Historic Preservation Office, Minnesota State Legislature, and Hennepin History Museum; and

**WHEREAS**, the Heritage Board has funded, guided, and spurred many initiatives and interpretive efforts along the Minneapolis Riverfront; and

**WHEREAS**, since the creation of the Heritage Zone and Heritage Board, partner members of the Heritage Board and others in the public and private sectors have worked diligently to create a series of destinations within the Heritage Zone for the public to enjoy while learning about Minnesota's past; and

**WHEREAS**, the proposed Crown Hydroelectric (Crown Hydro) project is located in the St. Anthony Falls Historic District, a National Register Historic District as defined by the U.S. Secretary of the Interior; and

**WHEREAS**, Crown Hydro was awarded a Renewable Development Grant in November 2001, partly based on factors such as economic development and interpretation of water power; and

**WHEREAS**, the riverfront redevelopment Crown Hydro was to have spurred has occurred independent of and without any help from that project; and

**WHEREAS**, interpretation of water power at the Falls has been accomplished by the Minnesota Historical Society at Mill City Museum and tours of the Pillsbury A Mill and Hennepin Island Hydroelectric Plant, and with interpretive panels in Water Power Park and Mill Ruins Park; and

**WHEREAS**, a small hydroelectric installation at the Falls that may have been a cost-effective renewable energy project in 2001 may no longer be the most cost-effective renewable energy project; and

**WHEREAS**, the Crown Hydro Project will interfere with other Central Riverfront projects such as Water Works Park, now in the design phase and soon to be under construction, the proposed repurposing of the Upper St. Anthony Lock and Dam as a visitor and interpretive center, and plans for a kayak trail; and

**WHEREAS**, Crown Hydro lacks the site control to operate its proposed hydroelectric plant; and

**WHEREAS**, electric generating facilities often are required to be surrounded by elaborate security measures that, in this instance, could restrict visitor access to educational and recreational opportunities on the riverfront that public investment has opened up;

**THEREFORE, BE IT RESOLVED**, that the St. Anthony Falls Heritage Board urges the Minnesota Public Utilities Commission (PUC) to consider the potential harm that the Crown Hydro project could cause for the state-supported interpretive mission of the member organizations of the St. Anthony Falls Heritage Board and to use the Renewable Development Grant awarded to Crown Hydro in November 2001 for other more cost-effective projects.

D. Stephen Elliott  
Chair

**This report is respectfully submitted on May 11, 2018:**

D. Stephen Elliot, Chair  
St. Anthony Falls Heritage Board

David Stevens, Coordinator  
St. Anthony Falls Heritage Board