
BIENNIAL REPORT 2014-2015

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 fourteenth 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:

2014:

D. Stephen Elliott, Director, Minnesota Historical Society
Betsy Hodges, Mayor, City of Minneapolis
Linda Higgins (Opat’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

Randy Johnson, Hennepin County Board of Commissioners
Meg Forney, Member, Minneapolis Park and Recreation Board
Scott Vreeland, Member, Minneapolis Park and Recreation Board
Linda Mack, State Historic Preservation Office
Ginny Lackovic, Minneapolis Heritage Preservation Commission
Cara Letofsky, Board Member, 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

2015:

D. Stephen Elliott, Director, Minnesota Historical Society
Betsy Hodges, Mayor, City of Minneapolis
Linda Higgins (Opat'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
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Senator Kari Dziedzic
Senator Bobby Joe Champion
Jacob Frey, Member, Minneapolis City Council
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Peter McLaughlin, Hennepin County Board of Commissioners
Randy Johnson, Hennepin County Board of Commissioners
Meg Forney, Member, Minneapolis Park and Recreation Board
Scott Vreeland, Member, Minneapolis Park and Recreation Board
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Ginny Lackovic, Minneapolis Heritage Preservation Commission
Cara Letofsky, Board Member, Hennepin History Museum
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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,
2014 – 2015.**

March 3, 2014:

Meeting Location: Minneapolis City Hall, Room 333

*A quorum was not present at the March 3, 2014 meeting. Board Members voted via e-mail on the agenda items requiring a Board vote

Approved the minutes from the meeting of November 18, 2013.* Ginny Lackovic abstained.

Mr. Elliott welcomed new board members Mayor Betsy Hodges, Council Members Jacob Frey and Abdi Warsame, Minneapolis Park & Recreation Commissioner Meg Forney, and Heritage Preservation Commission representative Ginny Lackovic.

Board voted to approve the East Bank Vision.* Peter McLaughlin abstained

Updates were heard on the following projects:

- *Main Street Tunnel Studies*: Ann Calvert (City of Minneapolis) provided an update on the Main Street Tunnel. The prep work is mainly done, and a final project report and condition study will be completed by May. Laura Salvesson reported that an RFP is currently be prepared for the feasibility study of public access to the tunnel.
- *Water Works Park and Central Mississippi Riverfront Regional Park Planning*: Mary deLaittre (Minneapolis Parks Foundation) presented a detailed update on the Water Works design process.
- Linda Mack proposed an outline of a statement that the Board approve and send to the design team:

Board members expressed concerns about the size and location of the proposed building at the Cataract Mill site and about the possible impact of the building on the archaeological resources. Members would like to see additional drawings and a model depicting more clearly the design and how it fits into and impacts the sensitive historic resources, as well as the alternative locations for the building that the design team is exploring. The Board recommends that the design team consider the concerns expressed by Board members and the public about these issues.

The Board approved the statement with one vote to abstain (Jayne Miller), and not in favor of sending at present (Liz Wielinski).

Laura Salvesson provided an overview of the 2014 budget and the individual funding proposals.

The calendar year budget and work plan was reviewed and approved. Projects receiving funding were:

- \$75,000 for West Bank Interpretive Vision
- \$43,500 to Healing Place Collaborative
- \$28,000 for Interpretive Signage Enhancement and Replacement
- \$20,300 to Indigenous Event
- \$20,000 to Water Works Schematic Design
- \$9,100 Visitor Map and Electronic Marketing Campaign

July 21, 2014

Meeting Location: Mill City Museum, ADM Conference Room

Approved the minutes for the meeting of March 3, 2014.

The following progress reports and project updates were heard:

- *West Bank Interpretive Vision*. (Diane Herman and Jim Roe of the Cincinnatus team): The West Bank Vision highlights eight historic resources to focus on; St Anthony Falls & Spirit Island, the Canal & Gatehouse, Railroads & Rail Beds, Upper & Lower St Anthony Falls Locks, Mill Ruins & Tunnels, Bridges, Mill & Grain Elevators, and the Gateway District. The Vision also makes five main recommendations:
 - Make indigenous cultures more visible.
 - Create a more vibrant riverfront through expanded programming.
 - Preserve the area's industrial ruins while providing appropriate accessibility to the public.
 - Meet the needs of a growing number of visitors.
 - Strengthen the visual and experiential cohesiveness of the area.
- *Main Street Tunnel Studies* (Ann Calvert, City of Minneapolis): The study is complete, is posted on the CPED website and will also be available on the Library of Congress website as part of the Historic American Building Survey. The study found that the tunnel system is in relatively good condition for its age and is largely intact from a historical perspective. A feasibility study for public access to the tunnel is forthcoming, and the consultant team (MSR) has been selected.
- *Water Works Park and Central Mississippi Riverfront Regional Park Planning* (Bruce Chamberlain, Minneapolis Park and Recreation Board): Bruce Chamberlain gave an update on the Central Mississippi Riverfront Regional Park Master Plan, including the proposed Water Works Park. Current recommendations include changing the name of the regional park to "St. Anthony Falls Regional Park," repurposing Nicollet Island Pavilion for open public use, reestablishing the East Falls, constructing an additional park structure on 1st Street near 3rd Avenue (which would replace the proposed new structure at the Cataract Mill site), and collaborating with partner agencies to create a visitor's center at Upper St. Anthony Falls Lock & Dam..

December 8, 2014

Meeting Location: Minneapolis City Hall, Room 333

Approved the minutes for the meeting of July 21, 2014.

Minneapolis Riverfront Partnership. Kathleen Boe of Minneapolis Riverfront Partnership gave a brief summary of the Minneapolis Riverfront Partnership Vitality Report, the 2nd annual such report. The report focuses on four indicators of urban vitality: economic health, environmental health, cultural resources, and access to the river.

West Bank Interpretive Vision. Jim Roe (Jim Roe Museum Planning) presented an updated West Bank Interpretive plan, taking into account Board recommendations for revisions after the plan was first presented at the July meeting. Revisions include less focus on arts, eliminating the recommendation to streamline the permitting process, and more in-depth descriptions of the plan's recommendations. Liz Wielinski made a motion, which was seconded, to strike the words "play structures" from Page 9 (in reference to the 25 year vision concept for First Bridge Park), feeling that a play area wasn't appropriate underneath what is essentially a highway. A majority of board members disagreed, and the motion did not carry. On a motion by Cara Letofsky, seconded by Edna Brazaitis, the West Bank Interpretive Vision was approved.

The following progress reports and project updates were heard:

- *Water Works Park and Central Mississippi Riverfront Regional Park Planning* (Tom Evers, Minneapolis Parks Foundation; Tyler Pederson, Minneapolis Park and Recreation Board): Tom Evers updated the board about Water Works Park. The first phase of the park plan would be the creation of a new park structure at the intersection of 3rd Avenue and 1st Street. Phase 2 would be the partial excavation and interpretation of the historic gatehouse.

Tyler Pederson updated the Board on the Central Mississippi Riverfront Regional Park Plan. The park will soon be renamed St Anthony Falls Regional Park, and a public comment period is currently underway, ending in mid-January. The plan will go before the planning committee of the Park Board in February.

- *Main Street Tunnel Public Access Feasibility Study* (Tom Meyers, Rhys MacPherson, and Martin Meyer of MSR): Tom Meyers, Rhys MacPherson, and Martin Meyer of MSR presented on the feasibility of public access to the Pillsbury Main Street water power tunnel. The main question they were trying to answer was whether public access to the tunnel is possible, and the answer is yes. The Board was asked for \$5,000 of contingency funding for continued work as necessary (in addition to \$5,000 in contingency funding already approved by staff), and on a motion by Peter McLaughlin, seconded by Edna Brazaitis, additional funding was approved. On a motion by Edna Brazaitis, seconded by Ginny Lackovic, the Board voted to forward MSR's public access study for possible inclusion in the Central Mississippi Riverfront Regional Park Plan.

February 9, 2015

Meeting Location: Minneapolis City Hall, Room 333

Approved the minutes for the meeting of December 8, 2014.

Stephen Elliot welcomed new board member Ted Tucker, MPRB advisor appointee.

Laura Salveson provided an overview of the individual new funding proposals for 2015. Linda Mack expressed concern that the Plank Road proposal did not include interpretive

study, only an engineering study. Linda Mack made a motion that the Plank Road funding proposal be amended to reduce the amount of funding, and to include interpretive study in the scope of the project. The motion was seconded by Ginny Lackovic. A majority of board members disagreed, and the motion to amend the Plank Road proposal did not carry. Steve Elliot requested that the results of the Plank Road Engineering Study be presented at the July Board meeting.

Laura Salvesson recommended that the Board release funds from two previously approved projects that were never completed: Meeting of the Minds (2009) and Electric Art (2011).

The 2015 calendar year budget and work plan was reviewed and approved. Projects receiving funding were:

- \$45,275 for Healing Place
- \$40,000 for Water Works Park Site Implementation : Stage II
- \$36,500 for Plank Road Engineering Study
- \$24,500 for Owamni: Falling Water Festival 2015
- \$20,000 for Main Street Tunnel Contingency
- \$9,100 for Visitor Map & Digital Marketing Campaign
- \$6,686 for Neighborhood as Muse: Marcy-Holmes

July 20, 2015

Meeting Location: Mill City Museum, ADM Conference Room

After a motion duly made and seconded, the minutes of the February 9, 2015 meeting were adopted with one correction of a typographical error.

Upper St. Anthony Falls Lock & Dam Visitor Center. Michael E. DeRusha, Lockmaster of the Upper St. Anthony Falls Lock and Dam, and John Anfinson, Superintendent of the Mississippi National River and Recreation Area, updated plans for the lock after its closing on June 9, 2015. John Anfinson reported that the Army Corps of Engineers and the National Park Service are currently reviewing a draft real estate agreement that proposes to hand over visitor services at the lock to the National Park Service (NPS). However, the NPS cannot operate the facility by itself and will rely on collaboration with other agencies and organizations to provide amenities and programs.

Fuji-Ya Building. Tyler Pederson, Minneapolis Park and Recreation Board, gave an overview of current plans for the Fuji-Ya building. Due to the deteriorating building conditions and safety concerns, the Minneapolis Park and Recreation Board is proposing a selective demolition of the Fuji-Ya building down to the historic mill ruins upon which it is built. The goal is to protect and interpret the existing ruins, and would be consistent with the recently completed Water Works Park schematic design, which proposes creating ruin “rooms” from the ruins at that site. The MPRB is working to determine what the regulatory process would be for this proposal. They are considering four options, ranging from a building rehabilitation to a complete demolition of the building down to the ruins.

Pillsbury A Mill Visitor Center. Laura Salvesson, Minnesota Historical Society, updated the board on recent developments regarding the proposed hydroelectric plant and visitor center in the Pillsbury A Mill as part of the redevelopment by Dominion. A Programmatic Agreement for Managing Historic Properties was developed that included the following mitigation of adverse effects:

- Create a Historic American Engineering Record of the water power infrastructure, and expand on the Mead and Hunt study and the Historic American Building Survey of the tunnel system.
- Historic Properties Management Plan, to include an interpretive plan.
- Interim Treatment of Historic Properties.

Two additional Memoranda of Understanding were developed on the side for further mitigation:

- Between Minneapolis Leased Housing, the National Park Service (NPS) and the State Historic Preservation Office (SHPO). This agreement includes updating the National Historic Landmark nomination for the Pillsbury A Mill, developing the Historic Properties Management Plan in consultation with the NPS and SHPO, and stipulations for interpretive signage.
- Between Minneapolis Leased Housing and the Minnesota Historical Society / Mill City Museum regarding the potential interpretive or visitor center. This includes documenting the modifications and enhancements made by Minneapolis Leased Housing to accommodate public visitation. Starting in 2016 Mill City Museum will give public tours and open houses for public interpretation.

November 9, 2015

Meeting Location: A Mill Artist Lofts, 315 Main Street SE

A quorum was not present long enough for a vote on the minutes from July 20, 2015. Board Members voted at the next meeting.

The following project updates were heard:

- *Marcy Holmes Neighborhood Association: Neighborhood as Muse* (Melissa Bean and John Capecci, Marcy Holmes Neighborhood Association): a project manager and intern were hired, over 100 individual works of art spanning many years have been collected, and they've begun setting up a classification system.
- *Owamni Falling Water Festival Report* (Mary Lynn Pulscher, Minneapolis Park and Recreation Board): the festival occurred on August 1st in Father Hennepin Bluff Park. There was very good turnout, and the organizers looked at suggestions and feedback from 2014 in order to improve this year's festival. Changes this year included adding more exhibitors and vendors, more hands-on activities, and new food trucks.

Other business:

Diane Loeffler encouraged attendance at a public input meeting on November 12th of the Capitol Art Subcommittee regarding art in the newly renovated State Capitol.

Laura Salveson mentioned that Healing Place (a Board-funded project) would be holding a “Feast of Words” Dakota language and food event at Mill City Museum on December 5th.

Ted Tucker initiated a discussion about new construction proposals and projects in the historic district. He questioned whether the Board gets reports on new proposals or whether the Board vets new projects for compliance with historic district design guidelines. Ms. Kajer asked that Board coordinator Laura Salveson do more research into what role the Board has had in the past regarding weighing in on construction projects.

John Stark, project architect, provided a tour of the A Mill Artist Lofts (former Pillsbury complex), including the space reserved for a potential interpretive center in the Pillsbury A Mill.

This report is respectfully submitted on May 13, 2016:

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

Laura Salveson, Coordinator
St. Anthony Falls Heritage Board