

## ST. ANTHONY FALLS HERITAGE BOARD

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### BIENNIAL REPORT 2018-2019

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 sixteenth 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:**

##### 2018:

Kent Whitworth, Director, Minnesota Historical Society  
Jacob Frey, Mayor, City of Minneapolis  
Linda Higgins (Callison’s Designee), Chair of Hennepin County Board of Commissioners  
Brad Bourn, Chair, Minneapolis Park and Recreation Board  
Mary Merrill, Superintendent, Minneapolis Park and Recreation Board  
Representative Ilhan Omar  
Representative Diane Loeffler  
Senator Kari Dziedzic  
Senator Bobby Joe Champion  
Steve Fletcher, Member, Minneapolis City Council

Cam Gordon, Member, Minneapolis City Council  
Peter McLaughlin, Hennepin County Board of Commissioners  
Mike Opat, Hennepin County Board of Commissioners  
Meg Forney, Member, Minneapolis Park and Recreation Board  
Chris Meyer, Member, Minneapolis Park and Recreation Board  
Amy Lucas, Minnesota State Historic Preservation Office  
Diana Dyste, Minneapolis Heritage Preservation Commission  
Cedar Imboden Phillips, Hennepin History Museum  
Andrea Kajer, Minnesota Historical Society  
Rebecca Silus, Appointee, Minneapolis Park And Recreation Board  
Kathleen Clarke Anderson, Appointee, Minnesota Historical Society  
Edna Brazaitis, Appointee, Minnesota Historical Society

2019:

Kent Whitworth, Director, Minnesota Historical Society  
Jacob Frey, Mayor, City of Minneapolis  
Angela Conley (Callison's Designee), Chair of Hennepin County Board of Commissioners  
Brad Bourn, Chair, Minneapolis Park and Recreation Board  
Al Bangoura , Superintendent, Minneapolis Park and Recreation Board  
Representative Mohamud Noor  
Representative Diane Loeffler  
Senator Kari Dziedzic  
Senator Bobby Joe Champion  
Steve Fletcher, Member, Minneapolis City Council  
Cam Gordon, Member, Minneapolis City Council  
Irene Fernando, Hennepin County Board of Commissioners  
Mike Opat, Hennepin County Board of Commissioners  
Latrisha Vetaw, Member, Minneapolis Park and Recreation Board  
Chris Meyer, Member, Minneapolis Park and Recreation Board  
Amy Lucas, Minnesota State Historic Preservation Office  
Claire VanderEyck, Minneapolis Heritage Preservation Commission  
Cara Letofsky, Hennepin History Museum  
David Kelliher, Minnesota Historical Society  
Rebecca Silus, 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,  
2018 – 2019.**

February 12, 2018:

Meeting Location: Minneapolis City Hall, Room 333

Stephen Elliott, Chair, introduced the new Board Members, Steve Fletcher, Meg Forney, Cam Gordon, Mary Merrill, Chris Meyer, Mike Opat, and Rebecca Silas.

David Stevens was also welcomed as the new (no longer interim) Site Manager for Mill City Museum and SAFHB Secretary.

Approved the minutes from the meetings of July 10, 2017 and November 13, 2017.

Board Secretary, David Stevens provided an overview of the individual new funding proposals for 2018 and the amounts recommended for each by the Technical Advisory Committee. Linda Higgins moved to approve the budget, seconded by Kathleen Clarke Anderson. Diane Loeffler proposed an amendment to approve the budget at 97% of the recommended amount for each proposal, with the remainder of the funds kept in reserve as contingency funds. The motion was seconded by Edna Brazaitis. The motion was approved unanimously. The amended 2018 budget amendment was approved unanimously by the sixteen board members present.

The 2018 calendar year budget and work plan was reviewed and approved. Projects receiving funding were:

- \$33,950 for Water Works Mezzanine Phase (Minneapolis Parks Foundation)
- \$21,825 for Owamni: Falling Water Festival 2018 (MPRB)
- \$28,033 for Illuminating the Lock II (Mississippi Park Connection)
- \$9,409 for Visitor Map and Electronic Marketing Campaign (Meet Minneapolis)
- \$39,163 for Weaving the Web Festival (Healing Place Collaborative)

On a motion from Diane Loeffler, seconded by Steve Fletcher the board voted unanimously to approve a resolution to support the \$13 million bonding bill request for the Department of Transportation to make much needed repairs to the Stone Arch Bridge.

Steve Elliott announced that he will be retiring from the Minnesota Historical Society in July. He offered his thanks to the Board for its effectiveness and good stewardship of the St. Anthony Falls Heritage Zone.

### July 16, 2018

Meeting Location: Mill City Museum, ADM Conference Room

Kent Whitworth was welcomed to the board as the new Board Chair and Director of the Minnesota Historical Society.

Approval of February 12, 2018 minutes as written.

*Stone Arch Bridge conditions.* Kevin Western, bridge engineer with Minnesota Department of Transportation, gave a presentation on the history of the Stone Arch Bridge and an overview of last summer's underwater inspection findings. Concerns on the piers include rock fractures, grout eroding along the waterline, cracked blocks, bad

mortar, and corroded steel anchors. The bridge would only have to close if an issue is found that would impact safety. They hope to do another underwater inspection this year to make sure the deterioration is not progressing faster but they need to secure funds for the inspection. Mr. Western said the goal is to have plans set by the fall of 2019.

*Third Avenue Bridge Rehabilitation Project.* Chris Hoberg, Project Manager with the Minnesota Department of Transportation, gave a presentation on the current status of the Third Avenue Bridge. June marked the bridge's 100th year, and traffic will have to be removed from the bridge if no work is done within the next 10 years. MnDOT is evaluating whether this will be a preservation or a rehabilitation project, and the impact it will have on traffic as the structure will be closed during repairs. The goal is to begin work in October 2019, and have it listed individually on the National Register of Historic Places when finished. Elizabeth Gales of Hess Roise explained that the Section 106 process has just started because it will be using state funds, and that they will do a certificate of appropriateness to ensure that their work does not create a false sense of history.

*Tenth Avenue Bridge Rehabilitation Project.* Meseret J. Wolana presented on the proposed full rehabilitation of the Tenth Avenue Bridge. The intent is to move from four car lanes and one pedestrian lane to two car lanes, two bike lanes, and two pedestrian lanes. They intend to start the project in spring 2019, with a full closure of the bridge.

David Stevens introduced a partnership between American Institute of Architects Minnesota and the Minnesota Historical Society, and said that a more complete update will happen at the November SAFHB meeting.

Bruce Chamberlain took the group on a 15 minute tour of the Water Works Park site.

#### November 18, 2018

Meeting Location: Mill City Museum, ADM Conference Room

A quorum was not present to approve the July 16, 2018 minutes. They will be voted on at the next Board meeting.

David Stevens, Board Secretary, shared funding guidelines for 2019. There will be a mid-December call for proposals and a small committee will make recommendations for the full board to vote on during February's meeting. This year the Board will prioritize proposals that:

- (1) update the Heritage Trail,
- (2) develop a meaningful Dakota and indigenous presence, and
- (3) bring awareness of heritage zone spaces that are currently overlooked.

Projects that are looking for repeat funding should have a matching source so that SAFHB is not the sole funder.

*AIA Minnesota / Minnesota Historical Society partnership.* Mary-Margaret Zindren of American Institute of Architects Minnesota (AIA Minnesota) gave a presentation about

the upcoming partnership between AIA Minnesota and MNHS. AIA is shifting to an external focus and plan on creating a center for architecture and design in Minneapolis. AIA will create public programming and partnerships first and then develop the space. AIA is going to work closely with Mill City Museum with the goal of turning some of the underused spaces into the center for architecture.

*Crown Hydro.* Edna Brazaitis shared the Crown Hydro developments. On October 15 the Minnesota Public Utilities Commission terminated the Crown Hydro grant that has been unused for 17 years. On October 22 Xcel Energy terminated its power purchase agreement with Crown Hydro. Crown Hydro is required to provide information regarding the impact on the Stone Arch Bridge in November, and to provide a list of impacted buildings by December 15 to the Minnesota Historic Preservation Office. A new financial plan is also required by the Federal Energy Regulatory Commission by February 15, but they already have a \$250,000 judgment against them.

*311 2nd Street SE Project.* Kent Whitworth informed the board that MNHS sent a letter to the City of Minneapolis to express concerns regarding the General Mills Riverside Technical Facility Redevelopment. The proposed height and scale of the development do not comply with the requirements of the St. Anthony Falls District Design Guidelines, which MNHS, along with member organizations of the St. Anthony Falls Heritage Board, helped develop as a tool to ensure sensitive development.

*Water Works.* Tom Evers of the Minneapolis Parks Foundation shared updates about the Water Works project. \$15.5 million has been raised with an additional million coming next week, making them within \$600,000 of the required funding. Bruce Chamberlain of Minneapolis Parks Connection presented the final designs on behalf of the Park and Recreation board.

The following progress reports and project updates were heard:

- *Owamni: Falling Water Festival* (Tom Godfrey and Denise Nelson): The festival had the highest attendance in the event's history: 2,900 people. The event included 29 vendors, 4 bands/performers, 1 drum group, 1 guest speaker, and 2 food vendors.
- *Weaving the Web: Healing Place Collaborative* (Matthew Brandt of the Healing Place Collaborative): 425 attended, up from 375 last year. There were 17 interactive learning sessions.
- *Illuminate the Lock* (Katie Nyberg from Mississippi Park Connection and Sarah Peters from northernlights.mn): This project demonstrates artistic uses of the lock and the lock as a new visitor destination. "Returning the River" was a 45-minute production with four performances created by a team of four artists. Total attendance was 1,000.

Kent Whitworth thanked departing board members Cedar Imboden Phillips, Ilhan Omar, Peter McLaughlin, and Linda Higgins for their service.

February 11, 2019

Meeting Location: Minneapolis City Hall, Room 333

Kent Whitworth introduced the new board members: Al Bangoura, Angela Conley, Irene Fernando, David Kelliher, Cara Letofsky, Mohamud Noor, and Latrisha Vetaw.

*Upper St. Anthony Falls Lock and Dam.* Kjersti Monson (Friends of the Lock and Dam) provided an update on the progress of the Friends organization and the Army Corps of Engineers disposition study on the lock. The recently passed Water Resources Act contains provisions in Section 1225 directing that the Upper St. Anthony Falls Lock disposition study be separate from any report on any other lock and dam. The Friends organization believes that the lock should serve a public use and should be disposed to the City of Minneapolis and partners.

Edna Brazaitis read a resolution for the board's consideration providing comments about implementation guidance on Section 1225. A quorum not being present, Irene Fernando called for a vote to recommend passage of the resolution to be voted on electronically by email. Cam Gordon seconded the motion. The following members voted in favor: Al Bangoura, Edna Brazaitis, Angela Conley, Irene Fernando, Steve Fletcher, Cam Gordon, David Kelliher, Chris Meyer, Claire VanderEyck and Kent Whitworth. Amy Lucas abstained from the vote.

Those who submitted proposals introduced their projects and answered questions. Kent Whitworth asked for a motion to recommend approval of the budget. Angela Conley moved approval with the amendment that it be contingent on the Meet Minneapolis map completing the requested edits (to change current text to Mill District, Downtown East, Bde Maka Ska, and to confirm what the neighborhood association formerly called "East Calhoun" is presently named). Cam Gordon seconded the motion as amended.

A quorum still not being present, electronic votes were requested for all four board actions recommended at the meeting.

Approval of July 16, 2018 minutes

Approval of the November 19, 2018 minutes.

The 2019 calendar and budget were approved. Projects receiving funding were:

- \$30,000 for East Bank Trail Condition Assessment (MPRB)
- \$24,800 for Owamni: Falling Water Festival 2019 (MPRB)
- \$20,000 for Center for Architecture: Core Content Development (AIA-MN)
- \$25,000 St. Anthony Falls Heritage Trail Revision Planning (MNHS)
- \$8,500 Downtown to Riverfront Self-Guided Tour Map (MNHS)
- \$5,000 for Visitor Map and Electronic Marketing Campaign (Meet Minneapolis)
- \$10,000 Water Works Program Development (Minneapolis Parks Foundation)

Crown hydro resolution

All four were approved electronically on March 5, 2019.

Dave Stevens updated the group on the Stone Arch Bridge, Third Avenue Bridge, and Tenth Avenue Bridge projects:

- The Stone Arch Bridge has received full funding for rehabilitation, mostly federally-sourced. The work will take place in 2021.
- The city will coordinate the 3rd avenue and 10th avenue Bridge. 10th Avenue will begin construction in the fall of 2019, with the bridge being closed for 12 months in 2020. The Third Avenue Bridge will be closed for two years in 2021 and 2022.

Chris Meyer mentioned that the state senators would like a different time of year for the budget approval meetings as they cannot attend in February due to the legislative session.

### **UPPER ST. ANTHONY LOCK DISPOSITION STUDY RESOLUTION**

St. Anthony Falls Heritage Board

March 5, 2019

**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 protecting and interpreting the historic resources 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, including the reopening of the Stone Arch Bridge, West River Parkway, Mill Ruins Park, Mill City Museum, and the St. Anthony Falls Heritage Trail; 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 Heritage Board has adopted interpretative plans for the Heritage Zone, including the 2014 Power of the Falls Plan; and

**WHEREAS**, The Power of the Falls Plan recognized that the close of navigation in the Upper Mississippi could provide "highly engaging opportunities for interpretation and exploration" at the locks and that "Potential cooperative agreements between the U.S.

Army Corps of Engineers and agencies that implement interpretive programs at St. Anthony Falls could lead to new interpretive facilities and improved visitor access to the Falls.”; and

**WHEREAS**, the Heritage Board has adopted the coalition statement that "We support the St. Anthony Falls Upper Lock as the centerpiece of an iconic civic & cultural destination, reflective of our shared history, for the use & enjoyment of all.”; and

**WHEREAS**, the City of Minneapolis through a resolution has endorsed the redevelopment of the Upper Locks and Dam into a park and visitor center; and

**WHEREAS**, Section 1225 of the Water Resources Bill of 2018 contained language to expedite a study on “(1) carrying out modifications to the Upper St. Anthony Falls Lock and Dam to—  
“(A) preserve and enhance recreational opportunities...”; and

**WHEREAS**, Senators Klobuchar and Smith by their January 8, 2019 letter clarified the Congressional intent of Section 1225 was to expedite a study and report on the feasibility of divesting a portion of the federal property to allow the City of Minneapolis to develop the site as a visitor center and recreational destination while retaining federal responsibility for flood control and water supply management; and

**WHEREAS**, The Army Corp of Engineers has requested guidance for implementation of Section 1225;

**THEREFORE, BE IT RESOLVED**, that the St. Anthony Falls Heritage Board requests that the Army Corp include provisions in its guidance for the implementation of Section 1225 that would:

1. Recognize that the purpose of Section 1225 is to modify the current disposition study process to permit the examination of the feasibility of implementing the City of Minneapolis plan of redevelopment and future use of the site;

2. Undertake a separate feasibility study to examine a partial disposition of the federal property at the Upper St. Anthony Falls Lock and Dam while retaining federal responsibility for flood control and water supply;

3. Require the plan for partial disposition to include for a level of site control by non-federal entities necessary to qualify for funding of the redevelopment plan using bonds issued by the State of Minnesota and other sources;

5. Provide that the St Paul District of the Army Corp can request the ability to accept contributed funds should they be available;

6. Fund the study through Section 216 of the Flood Control Act of 1970;



7. Avoid duplication and help expedite the separate feasibility study for the Upper St Anthony Falls Lock and Dam by using relevant information and procedures received and developed during the ongoing disposition study being undertaken by the St. Paul District;

8. Provide recommendations in the study for expediting the partial disposition that is the subject of the study;

9. Require the St. Paul District to expedite the study by adopting a goal of September 30, 2019 for forwarding the study for approval to the Army Corp Headquarters, together with all recommendations for further authorizations necessary to implement the findings of the study.

July 15, 2019

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

Kent Whitworth, Chair, introduced new Board Members, Representative Mohamud Noor and Latrisha Vetaw.

Approved the minutes for the meeting of February 11, 2019.

*Crown Hydro.* Kjersti Monson (Friends of the Lock and Dam) provided an update on Crown Hydro's desire for a license on the riverfront. The riverfront's drastic change in the last twenty years illustrates that there is a broad consensus from government, civic organizations, and the public about preserving the riverfront as a non-industrial space. Ms. Monson requested the St. Anthony Falls Heritage Board to sign a joint letter to the Federal Energy Regulatory Commission asking to terminate Crown Hydro's License.

Council Member Fletcher moved approval of the letter with some point of fact corrections to be made. Edna Brazaitis seconded. The motion was carried unanimously.

The following progress reports and project updates were heard:

- *Father Hennepin Bluff Park Final Schematic Design* (Cliff Swenson, Director of Design & Project Management with the Minneapolis Park and Recreation Board): Mr. Swenson showed the plans to upgrade the trail and existing light features. They plan to improve the stage area and walking trail in a way that ensures the park's integration with the Heritage Trail and master plan for parks. The goal is to continue design work, communicating with stakeholders and regulatory bodies, and bringing the project back to the community for input.
- *Pillsbury A Mill Waterpower Tunnel:*
  - Thomas Meyer and Rhys MacPherson of MSR gave a slideshow presentation illustrating possibilities of how the public might access the Pillsbury tunnels via outdoor parks, elevated walkways, or as a series of

connected loops. The underground water story on the Pillsbury side of the river offers interpretive possibilities that are not available on the West Bank side, where the tunnels have been filled in.

- Dave Stevens of Mill City Museum reported that for the Doors Open Minneapolis event at Pillsbury, Mill City Museum employees provided interpretation to almost 5,000 people which has reinvigorated the desire to offer more programs at Pillsbury. Currently, the twice-monthly tours offer interpretation to about twenty guests each.

A Pillsbury Tunnel Tour was provided post-meeting.

#### November 18, 2019

Meeting Location: Minneapolis City Hall, Room 333

Kent Whitworth offered condolences on the passing of Rep. Loeffler, a member of the Board. Loeffler was compassionate, gracious, and generous with knowledge for others joining the government. The board will write a letter expressing their appreciation for her service to the board, and offering condolences.

Mr. Whitworth introduced John Crippen, who joined the board representing Hennepin History Museum.

Without a quorum, the minutes for July 15, 2019 were not approved.

*Mill City Museum East Ruin Courtyard Wall Project.* Valerie Heider (Minnesota Historical Society) and Angela Wolf Scott (MacDonald & Mack Architects) presented on Mill City Museum's East Ruin Wall. Summer 2019 inspections revealed that the wall is in much worse condition than expected and worse than the other three walls. The fragility of the stone was caused by thermal shock from the 1991 fire, the inherent chemistry of Platteville limestone, and ongoing exposure to the elements. Significant removal of the wall is likely the safest and most viable option.

*Mill City Museum Interpretive Framework.* Matt Cassady (Minnesota Historical Society) and David Stevens (Mill City Museum) described the Interpretive Framework project underway at Mill City Museum. Heritage Board member organizations and their partners are considered stakeholders in the project and will be consulted.

*Third Avenue Bridge Rehabilitation Project.* Katherine Haun Schuring (Historian, Minnesota Department of Transportation) shared plans for the rehabilitation of the Third Avenue Bridge. The project has been underway since 2015 and will include new light fixtures, shorter crash barriers and other elements to maintain the historic style of the bridge.

*Minneapolis Park and Recreation Board 2021 Comprehensive Plan.* Carrie Christensen (Project Manager) presented on "Minneapolis Park and Recreation Board 2021

Comprehensive Plan, ‘Parks for All.’” The project focuses on the park system as a whole, but is not part of the city’s comprehensive plan. This plan will guide the agency’s work in the next ten years.

The following progress reports and project updates were heard:

- *Water Works Park Update* (Tom Evers, Minneapolis Parks Foundation): the current construction schedule aims for the park to open in November 2020, and the restaurant to open in Spring 2021. The park will incorporate Indigenous history of the area, and spaces for performance, interpretation, and gathering. The restaurant will be developed by Sean Sherman (The Sioux Chef).
- *Upper Saint Anthony Falls Lock Update*
  - *Lock Disposition Study* (Nanette M. Bischoff, U.S. Army Corps of Engineers): Bischoff shared updates on Lock disposition study and public meetings.
  - *The Falls Initiative* (Mark Andrew, President, Friends of the Lock and Dam): Andrew is the new president of the Friends of the Lock and Dam. Their goal is site control, and public input in the process from community and neighborhood groups.

Amy Spong (Minnesota Historic Preservation Office) described the scope and process of the Statewide Historic Preservation Plan. The statewide plan is a strategic plan for the entire state, and will work with needs of citizens, stakeholders, and organizations with broad participation. There is a survey available on-line.

**This report is respectfully submitted on May 10, 2020:**

Kent Whitworth, Chair  
St. Anthony Falls Heritage Board

David Stevens, Coordinator  
St. Anthony Falls Heritage Board