

## ST. ANTHONY FALLS HERITAGE BOARD

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### BIENNIAL REPORT 2012-2013

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 thirteenth 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:**

##### 2012:

D. Stephen Elliott, Director, Minnesota Historical Society  
R. T. Rybak, Mayor, City of Minneapolis  
Mark Stenglein (Mike Opat’s Designee), Hennepin County Board of Commissioners  
John Erwin, President, Minneapolis Park and Recreation Board  
Jayne Miller, Superintendent, Minneapolis Park and Recreation Board  
Representative Phyllis Kahn  
Representative Bobby Champion  
Senator Linda Higgins  
Senate appointment: vacant  
Diane Hofstede, Member, Minneapolis City Council  
Gary Schiff, Member, Minneapolis City Council

Peter McLaughlin, Hennepin County Board of Commissioners  
Randy Johnson, Hennepin County Board of Commissioners  
Scott Vreeland, Commissioner, Minneapolis Park and Recreation Board  
Liz Wielinski, Commissioner, Minneapolis Park and Recreation Board  
Linda Mack, Minnesota State Historic Preservation Office  
Kevin Kelley, Minneapolis Heritage Preservation Commission  
Jada Hansen, Hennepin County Historical Society (Hennepin History Museum)  
Andrea Kajer, Minnesota Historical Society  
Stephanie Gruver, Appointee, Minneapolis Park And Recreation Board  
Kathleen Clarke Anderson, Appointee, Minnesota Historical Society  
Edna Brazaitis, Minnesota Historical Society

2013:

D. Stephen Elliott, Director, Minnesota Historical Society  
R. T. Rybak, Mayor, City of Minneapolis  
Linda Higgins (Mike Opat's Designee), Hennepin County Board of Commissioners  
John Erwin, President, 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  
Diane Hofstede, Member, Minneapolis City Council  
Gary Schiff, Member, Minneapolis City Council  
Peter McLaughlin, Hennepin County Board of Commissioners  
Randy Johnson, Hennepin County Board of Commissioners  
Scott Vreeland, Commissioner, Minneapolis Park and Recreation Board  
Liz Wielinski, Commissioner, Minneapolis Park and Recreation Board  
Linda Mack, Minnesota State Historic Preservation Office  
Jody Tableporter, Minneapolis Heritage Preservation Commission  
Jada Hansen, Hennepin County Historical Society (Hennepin History Museum)  
Andrea Kajer, Minnesota Historical Society  
Stephanie Gruver, 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,  
2012 – 2013.**

February 13, 2012:

Meeting Location: Minneapolis City Hall, Room 333

Stephen Elliott, Chair, welcomed new board member Gary Schiff and returning board member Kevin Kelley.

The minutes of November 21, 2011 were adopted as written.

The following updates were heard:

- *Water Works* (Mary deLaittre, Minneapolis Parks Foundation): MS&R and HR&A Advisors have been working on design ideas and financial feasibility studies and will present their findings at a public forum at Mill City Museum on February 27.
- *East Bank Task Force and Approval of Charge*: The Task Force reconvened last November to discuss how to move forward with work that needs to be done on the East Bank. Previously allocated Board funding exists for the East Bank, and the Task Force recommends using that pool of money for upcoming projects. CPED did not receive the Legacy Grant that they requested for East Bank tunnel work, but will reapply this summer.

At the August, 2011 Board meeting the Board agreed to draft a defined role and charge for the Task Force, and a draft of that charge was submitted for discussion. On a motion from Diane Hofstede, seconded by Scott Vreeland, the charge was approved as written.

Laura Salvesson, Secretary to the Board, provided an overview of the individual new funding proposals for 2012 as well as proposals that would use previously approved funds. Steve Elliott expressed his gratitude to the City for their 2011 Heritage Board funding contribution. Those who submitted the proposals were called upon to present a brief description of each.

Scott Vreeland moved that the Heritage Board approve the 2012 Budget. Diane Hofstede seconded, and it was approved unanimously with no abstentions.

Projects receiving funding were:

- \$7,000 for Water Works Feasibility Study. A proposal for further study of the tunnels of the Water Works site, including assessing interpretive options and public accessibility.
- \$31,600 for Digital Storytelling: The Water Works Atlas Project. A proposal to research and develop digital interpretation related to the Water Works site.
- \$8,500 for Indigenous Movies and Music. Free movie and music series at Father Hennepin Bluffs Park. Program was a success the last two summers.
- \$7,500 for Two Minutes of Truth Telling. A proposal to invite people from a variety of diverse cultures to speak two minutes of truth about the river, the falls, the land and place names. Interviews will be taped and there is also potential for use in a web series.
- \$5,500 for Interpretive Panels at BF Nelson Park. Proposal for new interpretive panels and a kiosk. New panels would focus on birds of the central riverfront and natural resources.

- \$8,500 for Visitor Map and Electronic Marketing Campaign. As in previous years, a proposal to fund Minneapolis Downtown/Riverfront maps, including advertising and marketing. Includes an online advertising & marketing campaign this year.
- \$25,000 for East Bank Reserve Funding

Ongoing projects with previously allocated funding:

- *Drawing 21st Century Visitors to Our World-Class Riverfront*: Plan to improve way-finding and signage in the Central Riverfront by building on prior Heritage Board work, and engaging riverfront partners to strategize ways to increase visitor use and awareness of the Heritage Zone. This includes updating the 2004 Larsen way-finding and signage plan.
- *Staff Assistance*: Previously allocated funding for part-time staffing assistance.
- *East Bank Tunnels*: A recommendation to keep funding in place for the next round of Legacy grant applications.

July 16, 2012

Meeting Location: Mill City Museum, ADM Conference Room

Stephen Elliott, Chair, welcomed new board member Edna Brazaitis.

The minutes of February 13, 2012 were adopted as written.

Pat Nunnally, University of Minnesota, provided a demonstration and overview of the Digital Interpretation Survey & Map, a Board-funded project that is nearly complete. The digital map will work on multiple platforms and will be turned over to the SAFHB for their website and other uses as they see fit. The map only includes existing interpretive features, but could be expanded in the future to incorporate features that no longer exist (Spirit Island, for example).

Brian Schaffer, CPED, gave the Board an update on the Saint Anthony Falls Historic District Design Guidelines. A final draft will be forthcoming and will be released to the public prior to the Heritage Preservation Commission voting on it. The plan was last updated 30 years ago and the current revision will include flexibility for future revisions. The new revision is designed to have a shelf life of approximately 15 years.

The following updates were heard:

- *East Bank Planning* (Laura Salvesson, Minnesota Historical Society): a vision document will be developed to include comprehensive details on East Bank resources. The goal is to have it ready by September.
- *Pillsbury A Mill (Dominium) / Mill On Main (Doran)* (Todd Novak, BKV Group, and Ann Calvert, City of Minneapolis): The Dominium project (including the historic Pillsbury complex) will be split into three packages and phases, with HPC voting on project approval on August 7th. The project will include some

- component of public access to the historic structures, including part of the Pillsbury A Mill being set aside for a possible interpretive center. The Doran project consists of new construction, and will proceed in two phases. The 1st phase has permits, and the project is being privately funded.
- *2012 Dakota Conference* (Laura Salvesson, Minnesota Historical Society): the Dakota Conference includes various locations and events throughout the Twin Cities (including the Board-funded Indigenous Movies & Music series on the East Bank). On a motion from Liz Wielinski, seconded by Diane Hofstede, the Board approved the allocation of \$3,000 to be used for food and transportation for the conference.
  - *Mill Ruins Park* (Cliff Swenson, Minneapolis Park and Recreation Board): Cliff Swenson asked the Board to reallocate a portion of the funding (\$24,000 out of \$35,000) for Mills Ruins Park Excavation & Program Planning to be used instead to prepare preliminary bid documents and cost estimates for demolishing the Fuji-Ya building and stabilizing the Columbia & Bassett mill ruins.

On a motion by Scott Vreeland, seconded by Diane Hofstede, the Board approved the reallocation of funding: A motion to reallocate a portion of the St. Anthony Falls Heritage Board funding (\$24,000 out of \$35,000) for Mills Ruins Park Excavation & Program Planning to be used instead to prepare preliminary bid documents and cost estimates for demolishing the Fuji-Ya addition and stabilizing the Columbia & Bassett mill ruins.

On a motion by Edna Brazaitis, seconded by Diane Hofstede, the Motion language was amended to include, “The Minneapolis Park & Recreation Board will obtain a Certificate of Appropriateness for the project from the Heritage Preservation Commission.”

- *Water Works Park* (Mary deLaittre, Minneapolis Parks Foundation): The design teams of MS&R and HR&A have established five themes (Engage Ruins, Interact w/Water, Bring the Kids, Consider the 4 Seasons, and Pride in Design) as well as three zones (Mill Ruins Park, Convergence Zone, and Park Pavilion) for the park. The Park Pavilion zone could also include a restaurant, similar in scope and operation to Sea Salt at Minnehaha Park. The next phase of the project will be a feasibility study, followed by a design phase.

#### December 10, 2012

Meeting Location: Minneapolis City Hall, Room 333

On a motion by Scott Vreeland, seconded by Liz Wielinski, the minutes of July 16th, 2012 were adopted as written. Without a quorum present, the minutes were approved at the March 2013 meeting.

The following progress reports and project updates were heard:

- *Lighting the North Star Blankets sign* (Aaron Hanauer, citizen): Hanauer is working on a project on historic Minneapolis signs, with particular interest in restoring and relighting the North Star Blankets sign on the riverfront. Aaron is interested in the possibility of forming a non-profit for collecting financing, and wanted to gauge the Board's interest in possibly contributing to or helping with historic sign restoration. No Board action was taken, but it was agreed that historic riverfront sign restoration was a worthy cause.
- *Digital Interpretation at the Water Works Site* (Pat Nunnally, University of Minnesota): This project would piggyback on the riverfront digital interpretation map that has already been created. Precedent studies are being conducted to look at different ways to organize the interpretive content (themes, tours, QR codes, digitizing existing interpretive signs/markers, etc).
- *Mill Ruins Park archeology* (Andrew Caddock, Minneapolis Park and Recreation Board): Funding from the Board has been augmented by \$20,000 from the Minneapolis Park Board. An archaeological survey was conducted with ground-penetrating radar, but wasn't as successful as hoped. A maintenance manual and inspection schedule have been developed, and key stabilization issues have been catalogued and identified.
- *East Bank Interpretive Planning Project* (Laura Salvesson, Minnesota Historical Society): proposals are being reviewed and a vendor will be decided on soon.

Ann Calvert (City of Minneapolis) provided an update on Pillsbury A Mill Tunnel Study. Dominion's deal to redevelop the historic Pillsbury complex is expected to close in the first quarter of 2013. A Legacy Grant was awarded for study of the Pillsbury tunnel system, but the grant was 20% less than what was requested. That 20% would have included a Historic American Engineering Record (HAER) documentation of the Pillsbury A Mill tunnel system. HAER documentation is expected to cost \$10,000. Dominion has offered to fund \$3,000 of the study, and the Board is being asked to fund the remaining \$7,000.

On a motion from Diane Hofstede, seconded by Liz Wielinski, the Board approved the funding. Funding will come from the East Bank Contingency fund. The Board did not have a quorum present. Absent Board members were asked to vote via email on approval of \$7,000 of funding for the completion of a HAER documentation of the Pillsbury A Mill tunnel system. The motion was carried through subsequent votes by e-mail.

Chair Steve Elliott offered his thanks on behalf of the Board to departing members Bobby Joe Champion, Linda Higgins, Kevin Kelley, Larry Pogemiller, Sandy Colvin Roy, John Sarna, and Mark Stenglein for their valuable service to the Board and Minneapolis Riverfront.

March 4, 2013

Meeting Location: Minneapolis City Hall, Room 333

On a motion by Scott Vreeland, seconded by Diane Hofstede, the minutes of July 16 and December 10, 2012 were adopted as written. A quorum was not present at the December 10th meeting, so approval of the July 16 minutes was delayed until this meeting.

Cincinnati has been selected to update the East Bank Interpretive Plan. Their previous Heritage Board work includes the update to the St. Anthony Falls Interpretive Plan. Public meetings and interviews with stakeholders will be conducted with an aim to wrap up the process at the end of 2013.

Laura Salvesson, Secretary to the Board, provided a brief update to the 3-Year Action Steps of the St. Anthony Falls Heritage Zone Interpretive Plan. 3-Year Action Steps will be revisited later in 2013.

Laura Salvesson provided an overview of the individual new funding proposals for 2013. Those who submitted the proposals were called upon to present a brief description of each.

Andrea Kajer moved that the Heritage Board approve the 2013 Budget with Scott Vreeland seconding. Edna Brazaitis moved to continue discussion on the Fuji-Ya proposal before a final vote on the budget. Diane Hofstede seconded, and the Board engaged in further discussion. Ms. Wielinski made a motion to amend the funding proposal to include language that the consultation and permitting and bid process would identify and preserve salvageable pieces of the Fuji-Ya building for historic interpretation. Linda Mack seconded the motion, and it was approved unanimously by the Board.

Scott Vreeland moved that the Heritage Board approve the 2013 Budget as amended. Diane Hofstede seconded, and it was approved unanimously.

Projects receiving funding were:

- \$20,000 for Selective Demolition and Site Preparation: Fuji Ya/Columbia/Bassett. A proposal to fund consulting work and permitting and bid documents for stabilization of the underlying and surrounding mill ruins and demolition of the Fuji-Ya building. While MPRB respects the significance of Fuji-Ya, the building has been determined to be unsafe and not salvageable.
- \$25,520 for Historic Signs: Preservation Feasibility Pilot Project. A new historic sign preservation initiative that would initially focus on signs within the Heritage Zone, including the Grain Belt Beer and North Star Blankets signs, and could possibly eventually be expanded city- or state-wide.

Diane Hofstede moved to include language in the proposal that public meetings and community engagement be included in the Signs initiative. The motion was seconded by Liz Wielinski and approved unanimously by the Board (with Kathleen Clarke Anderson abstaining).

- \$8,000 for Indigenous Movies and Music. Free movie and music series at Father Hennepin Bluffs Park that has been a success the past several years.
- \$20,000 for Water Works Phase II Predevelopment. Proposal to fund Phase II of the Water Works site, which would include the selection of a design team. RFP will be launched towards the end of March.
- \$15,000 for East Bank Falls. A proposal to continue implementation steps for the East Falls. Funding would pay for consulting work, and the MPRB would provide matching funds.
- \$20,000 for East Bank Reserve Funding. A proposal to hold funds in reserve for future East Bank projects without committing to specific projects right now. Funding could also be used to leverage additional grants.
- \$8,750 for Visitor Map and Electronic Marketing Campaign. As in previous years, proposal to fund Minneapolis Downtown/Riverfront maps, including advertising and marketing.
- \$4,245 for Hiding in Plain Sight Audio Tour. A proposal to develop an audio tour based on Penny Petersen's book, "Hiding in Plain Sight," that would narrate the history of the structures depicted in Aldo Maroni's sculptures on 6th Avenue SE.

July 22, 2013

Meeting Location: Mill City Museum, ADM Conference Room

On a motion by Jayne Miller, seconded by Edna Brazaitis, the minutes of March 4th, 2013 were adopted as written. A quorum was not present at the July 22<sup>nd</sup> meeting, so approval of the March 4<sup>th</sup>, 2013 Minutes occurred at the November 18<sup>th</sup> meeting.

The board hear the following progress reports and project updates:

*East Bank Interpretive Planning.* Diane Herman and Jim Roe of the Cincinnatus team provided an update on East Bank Interpretive Planning and presented their visitor experience findings. Recommended actions include:

- A visitor orientation center and interpretive gateways.
- Clear and connected trails.
- Integrated interpretive experiences.
- Using Main Street as an "experience connector."
- Restoration of the East Falls.
- Use of a wider array of interpretive tools and engagement strategies.
- Find a way to get visitors access to the underground interpretive resources

Ann Calvert, City of Minneapolis, gave an update on the condition study of the Main Street water power tunnel. The City is working with Dominion for preparation work, and bidding is being done for consultants. The deadline for the study is June, 2014.

Andrew Caddock, Minneapolis Park and Recreation Board, reported that the Park Board is continuing to work with an engineering consultant to do infrastructure planning on the East Falls by leveraging existing work that Xcel Energy is currently doing in the area. He also updated the Board on the status of the Central Mississippi Regional Park Master Plan. The park will be broken into sections for planning purposes (Nicollet Island, Water Works, etc), and there will be public meetings for community engagement in September.

*Digital Interpretation at Water Works site.* Pat Nunnally and Joanne Richardson, University of Minnesota, presented a demo of the augmented reality prototype for the Water Works Site. Students conducted research on different methods of digital interpretation, identified interpretive waypoints, and the Wikitude app was chosen as the platform.

#### November 18, 2013

Meeting Location: Minneapolis City Hall, Room 333

On a motion by Stephanie Gruver, seconded by Andrea Kajer, the minutes of March 4th, 2013 were adopted as written. On a motion by Diane Loeffler, seconded by Scott Vreeland, the minutes of July 22nd, 2013 were adopted as written.

*East Bank Interpretive Plan.* Jim Roe, Jim Roe Museum Planning, gave a detailed presentation on the East Bank Interpretive Plan. The plan includes nine major recommendations, and is available for download on the Heritage Board website.

- On a motion from Kathleen Clarke Anderson, seconded by Edna Brazaitis, the Board voted to endorse the general outline, conceptual ideas, and framework of the East Bank Interpretive Plan.
- Diane Loeffler moved to include additional language in the plan about retaining the wild nature of the East Bank ravine. On a motion by Diane Loeffler, seconded by Scott Vreeland, the Board voted to include this addition to the nine major recommendations in the plan.

*Request for Funding: Main Street Tunnel.* Laura Salveson, Secretary to the Board, made a request to use contingency funding for additional work to determine whether public access might be feasible to the Main Street Tunnel. On a motion from Edna Brazaitis, seconded by Scott Vreeland, the Board approved the use of up to \$30,000 for that purpose: \$19,500 from the current allocation for East Bank work, and up to \$10,500 in additional funding.

*Water Works.* Mary deLaittre, Minneapolis Parks Foundation, presented an update on Water Works, including preliminary concepts from the design team. Public engagement has been high, and the Water Works team is working with the Central Mississippi Riverfront Regional Park planning process. The initial concepts call for three structures to provide visitor amenities and programming, but also to mitigate grade changes between four distinct levels.

*Central Mississippi Riverfront Regional Park.* Tyler Pederson, Minneapolis Park and Recreation Board, shared updates on the Central Mississippi Riverfront Regional Park Master Plan. The planning is currently in the public engagement phase, and more public meetings will be held in December.

Chair Steve Elliott offered his thanks on behalf of the Board to departing members Diane Hofstede, R.T. Rybak, and Gary Schiff for their valuable service to the Board and Minneapolis Riverfront.

**This report is respectfully submitted on May 9, 2014:**

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

Laura Salveson, Coordinator  
St. Anthony Falls Heritage Board